Qualitative Survey on the Situation of Youth in Jamaica
Commissioned by NCYD/Ministry of Youth and Culture

“A SUH DI TING SET”

Dr. Joy M. Moncrieffe
September 2012
“Most of us are trying to find ourselves. We have no jobs. We are lost. We have no skills to deal with certain things and no forums to express ourselves. We are in a box...

A jus suh di ting set”.

(Focus Groups Among Youth, St Thomas)
ACKNOWLEDGEMENTS

The 2012 Situation Assessment of Youth in Jamaica was ably supported by the National Centre for Youth Development, particularly the technical coordinator, Mrs. Vivienne Williams Thompson and, significantly, the youth officers from each parish, who assisted with coordinating the interviews, life stories and focus groups.

Special thanks to Mr Christopher Brodber (of Ooze Media), who filmed select sessions and produced the final product; to my assistant Ms Judy Ann Nugent for organizing the fieldwork and assisting with administering the questionnaires and to Ms. Teisha Brown, who entered the quantitative data and produced reports in SPSS.

Hundreds of youth participated in this qualitative survey. Some of these took the time to recount, often traumatic, life stories. All are hopeful that their participation will produce substantive results. The young men and women whose stories are reflected in this assessment deserve very special appreciation for sharing their lives and their time with such generosity, despite---and, in cases, because of---their views on how ‘di ting set’.
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<td>CCYD</td>
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<td>Citizen, Security and Justice Programme</td>
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<td>ESSJ</td>
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PREAMBLE

Generally, across differing country contexts, there is a tendency to present the situation of youth as tantamount to the problems of and with youth. This approach is not constructive for it denies young people’s capacities to contribute to and actively participate in formulating solutions. At the outset, then, this situation analysis adopts a different tenor, one that is consistent with Lerner et al’s “positive youth development approach”. In the case of America, these authors explain:

A new, positive, and strength-based vision and vocabulary for discussing...young people has been gaining momentum and is beginning to replace long-held beliefs of the inevitable so-called storm and stress of adolescence and the predictable engagement by youth in risky or destructive behaviors. From this perspective, youth are not broken, in need of psychosocial repair, or problems to be managed. Rather, all youth are seen as resources to be developed. (Lerner et al, 2005, Positive Youth Development, pgs. 10-11)

From Lerner et al’s (2005) perspective, this positive approach is well founded. It is the outgrowth, both of academic research and practice. For example, research in the fields of comparative psychology and evolutionary biology explain that there is ‘plasticity’ in the course of youths’ development, meaning that there is “potential for systematic change” (for example, Gottlieb, 1997 cited in Lerner 2005). In developmental psychology and in sociology (Baltes, Lindenberger, & Staudinger, 1998; Bronfenbrenner, 2005; and Elder 1998, cited in Lerner 2005), studies indicate that it is possible to encourage positive youth development by changing the influences that individuals and groups encounter. There are youth workers who maintain, too, that young people can be resilient despite challenges and may even take the initiative to enact change (Floyd & McKenna, 2003, cited in Lerner 2005).

The ‘positive youth development’ approach is not unfamiliar. For example, the Caribbean Community (CARICOM) (2010) Youth Development Report, Eye on the Future was also based in a similar premise:

The Commission is convinced that young people are an under-utilized resource for the development of Caribbean communities, countries and the Region. They are bright, full of potential, creative and energetic and have a unique perspective. They are less committed to the status quo and more open to the influences of the external world than their elders. These characteristics have, from time to time, made them dynamic agents of social, technological, political and even economic change within the Caribbean (CCYD, 2010:4)

This strength-based vision helps to inform the ways in which issues are defined in this Situation Analysis of Jamaica’s Youth; it colours the methodology that was used, including the ways in which youth in their varying situations are
included. Importantly, the approach is not used to temper the presentation of the real hardcore situations within which certain categories of youth are forced to subsist, some of which they themselves cultivate; neither does it deny the weight that adverse family experiences, socialization, long-standing inequities and injustices, structural violence and, as a consequence, warped expectations have on the long term prospects of varying sub-populations. However, it recognizes that youth can be productive (not merely destructive) agents of change, particularly where they are supplied with supportive institutions, amenable social contexts and constructive relations.
PART ONE
CHAPTER 1

BACKGROUND TO THE SITUATION ASSESSMENT OF YOUTH IN JAMAICA

1.1 OVERVIEW

This Situation Assessment of Youth in Jamaica is part of a four pronged research process (which also comprises the National Youth Survey, the Electronic Youth Programmatic Inventory and the Gap Analysis), which is designed to assist with the GoJ/IDB initiative of successfully moving unattached youth to adulthood and employment, studying the status of programming for youth, updating the National Youth Policy and rectifying identified gaps in legislation, policies and programmes.

The Situation Analysis, in particular, is designed to evaluate the status, needs and prospects of the youth population. It uses (a) secondary data (through a literature review); and (b) primary qualitative data through focus groups and interviews. The literature review, focus groups and interviews study the status, needs and prospects of the youth population. Furthermore, through a series of face-to-face and stakeholder discussions, the Situation Analysis assesses the relevance and use of various national, regional and international legal and policy instruments, including their differential impact on the status, needs and prospects of varying categories of youth. The Terms of Reference (TOR) is clear on the purposes of the consultancy.

- The purpose of this consultancy is to provide the NCYD and its stakeholders with specific current and useful information in respect of the situation of youth in Jamaica. In this regard, the Consultant will conduct a literature review of existing local, regional and international research and reports on the status of youth development in Jamaica.
- In addition, the consultant will conduct focus groups, face-to-face meetings and key informant/elite interviews with selected stakeholders, agencies and technocrats involved in planning and implementing Youth Development programmes.
- The consultant will also review and assess the relevance, impact and adequacy of existing programmes, policies and legislation (at the international, regional and national levels) on the youth development landscape in Jamaica. In addition, the recommendations coming out of this review will provide the NCYD with specific information that can be
utilized to guide programme development and other relevant action in respect of youth development and the sector as a whole.”

The TOR lists the following specific objectives:

- Review the prevailing literature and research conducted into youth development issues nationally, regionally and globally, in respect of the Jamaican situation for all youth, giving particular attention to unattached youth and youth in difficult circumstances;
- Review the legal and policy environments at the international, regional and national levels, which impact on youth development activities in Jamaica;
- Assess the knowledge and understanding of youth development practitioners in respect of these legal and policy covenants or instruments. The consultant will also examine the extent to which such knowledge and understanding affect service provision to our youth; and
- Select individuals from a mix of public, private and NGO sectors (including youth) to conduct elite interviews with experts and youth service providers to ascertain the key programmatic issues that affect youth and the findings of research or data collection done by the selected agencies/entities.
- Reach selected youth including young people in difficult circumstances, unattached youth and youth in places of safety to ascertain the circumstances they face and their responses to these circumstances.
- Make an overall assessment on the status of youth in Jamaica, giving particular attention to what accounts for their success or lack of success in pursuing their development goals.
- Assess coordination issues and the monitoring and evaluation of programmes in respect of youth development and policy implementation.
- Prepare a comprehensive Report on the Situation of Youth in Jamaica.
- Make specific and actionable recommendations in respect of policy, programmes, legislation and time driven interventions to address issues identified.

The Situation Analysis is multidisciplinary in its approach to studying young people’s status, needs and prospects. Specifically:

1. It moves beyond traditional positions, which focus, predominantly, on ascertaining---with a view to supplying---the assets and opportunities that are considered necessary for, at least, navigating and, more desirably, surmounting existing conditions.
2. It also incorporates but moves beyond a preoccupation with capabilities. (Extrapolating from Amartya Sen’s contribution to understanding human development, it recognizes that individuals have differing levels of
advantage, which in addition to income, could be understood as their capability and freedom to make choices and to convert incomes into wellbeing. Following Sen, it regards capabilities such as health, education and civil liberties as critical to youth development.

3. It sees value in social approaches to human development, which---influenced by Marx and Weber---focus on status and rank in social structures and seek to address *inequality* by improving access to resources and opportunities for advancement. In other terms, it agrees that the social system is unequal and that equality of opportunities and of access is critical for improving life chances. It seeks to identify social structures that enhance or limit opportunities for individuals to access education, health services, and jobs, among others. It is also concerned with exploring social processes, such as of exclusion and adverse incorporation, that systematically deny the rights, livelihoods and sources of well-being, which all groups should properly enjoy. Yet, it resists the uniform remedy of inclusion, since inclusion is not necessarily advantageous and can have problematic consequences. “Processes of inclusion can produce new exclusions. Much depends on who classifies the excluded and defines the terms on which people are included”.

4. It acknowledges the importance of political approaches that aim to secure rights and facilitate access to and participation in the political process, since rights and access are prerequisites for making claims and ensuring that these are heard and understood. At the same time, it resists the common political argument that people who have rights and access to the political process will, necessarily, exercise agency (where this is taken to mean purposive choice). It recognizes, instead, that while agency can empower in its own right---since it refutes perceptions that young people are incapable and must be represented---it can also overlook varying capacity levels among youth and the deep structures and adverse relations of power than constrain some groups more than others.

5. Correspondingly, the Situation Analysis recognizes that people’s status, needs and prospects have much to do with power dynamics and relationships. Notably, it adopts an anthropological approach to understanding how power performs. Veneklasen and Miller (2002, p. 47) explain why this *penetrating/anthropological* approach to understanding power relationships is important:

   ‘Citizens and donors naturally place considerable importance on influencing and responding to visible expressions of power, such as electing more women and minorities to office, or reforming discriminatory laws. These are important strategies but are not sufficient to overcome society’s unwritten rules and power dynamics that often override the system’s formal rules’
The value of the qualitative enquiry is that it is able to probe these issues. Accordingly, the data has been disaggregated to allow for analysis of dynamics across space (rural and urban); gender; age groups; and perceived social and economic standing.

The questions posed in the Situation Analysis are based in principles of rights, justice, fairness, equality, equity and accountability. Specifically:

a. To what extent do these principles inform legislation and policy instruments that are designed to respond to the needs and improve the status and prospects of the youth population on the whole and of different categories of youth, in particular?

b. To what extent is the absence of legislation and effective policy based in injustice, unfairness and longstanding/historic inequalities and inequities and what actions (beyond merely filling gaps in legislation and policy) are required to improve the status and prospects for different categories of youth?

The Situation Assessment has been commissioned precisely because the GOJ recognizes that correcting historic injustices and preventing new forms are among its key responsibilities. Representative governments are accountable for this. Spinner Halev (2007:588, 592) makes it clear:

“Members of a political community have a responsibility toward one another to live in conditions of justice (or at least decency)...the government they share is responsible to ensure justice...”

This disaggregated approach is critical for analyzing and building more equitable “relations of accountability” (Moncrieffe 2011) and for outlining the types of actions that are consistent with mutual accountability (ODI, 2006) Here, it is...
important to clarify that traditional understandings of accountability are concerned with designing and implementing the appropriate checks and balances, processes and procedures, including monitoring and evaluation tools and reporting and sanctioning mechanisms. While this technical/governance approach to accountability is important, “governance processes and mechanisms can be distancing: they often operate at a level that is too far removed from the human relationships they are attempting to regulate” (Moncrieffe, 2011, p. x). Relational approaches do not discount the merit of these processes, procedures and mechanisms but recognize that “all these can transpire, with mechanical precision, without fundamental changes to the life chances of the most disaffected populations and sometimes because of the lack of such changes” (Moncrieffe, 2011, p.45). Thus, as Moncrieffe (2011) explains:

“Relational approaches are concerned with what transpires in the underbelly of societies and political institutions. To that end, they require techniques and methodologies that borrow from anthropology and political sociology and that incorporate institutional analysis, power analysis and culture-sensitive approaches. It is with these techniques and methodologies that it becomes possible to delve beneath broad technical frameworks in order to understand the deep factors that differentiate citizenship experiences and skew relations of accountability...Relational approaches are equally pertinent for analyzing the politics of accountability at other levels and in other dimensions, such as within and across agencies where, as one could describe it, the character of citizenship within and across agencies help to define the quality of horizontal, vertical, intra and inter-institutional accountability” (Moncrieffe, 2011, p. 45)

This leads to two action-oriented core questions:

“To what extent are approaches to interventions and the actual content of programmes consistent with remedying inequalities and injustice and with promoting more equitable relations of accountability (thus giving differing categories of youth fair prospects for exercising their rights as citizens)?”

“What sorts of actions and approaches are required to dismantle the multiple and overlapping boundaries to more equitable relations of accountability?” (Moncrieffe, 2011, pp. 173-174)

These relational questions must be answered in tangible ways if youth serving agencies and organizations at all levels are to build mutual accountability. The latter comprises shared goals among all stakeholders, including youth; greater and more effective voice, power and capacity among youth to challenge service providers and to enhance enforceability; and more coherent practices at the
country and international levels (Adapted from ODI Briefing Paper 2006, Promoting Mutual Accountability in Aid).

There is an important qualification: The Situation Assessment does not provide a thorough independent evaluation of the impact and effectiveness of existing policies and programmes; correspondingly, readers should not anticipate findings and analyses consistent with the latter objective. Specifically, while the Situation Assessment requires independent assessments (such as of the overall situation of youth and of coordination across agencies), this assignment was set up to prioritize respondents’ perspectives, gathered through interviews and focus groups. Here, it is necessary to underscore that perspectives can be subjective; for example, a policymaker may be content that he/she has provided the framework and guidelines that are adequate for particular objectives while persons involved in programming may consider the guidelines entirely inappropriate, given the realities—as they see them—on the ground. An independent evaluation of policy and programme impact would include but go beyond these views to investigate the content and to measure and weigh outputs and outcomes—such as through use of indicators—for varied subpopulations. The Situation Assessment, as designed, arrives at an overall assessment based on the feedback received from the groups of youth and of stakeholders interviewed. This means that the Methodology, particularly how respondents are selected and whose voices are included/excluded, is significant for the conclusions presented.

1.2 METHODOLOGY

The Situation Analysis of Youth in Jamaica comprises literature reviews on youth issues, legislative and policy developments. It also features a desk review of a sample of youth serving organizations, including youth clubs, NGOs, government agencies and international partners. In addition, considerable emphasis has been placed on including youth views and voices through life stories, focus groups and participatory video.

It is important to emphasize that the Situation Assessment was not designed to assess the status, needs and prospects of each category of youth. Such an objective would be entirely unrealistic. Conversely, given the limited period allotted for the research (three months), the GOJ considered it prudent to identify priority groups and issues. The priority groups that are named in the TOR reflect the GOJ’s efforts to pay special attention to youth in difficult circumstances. The Assessment also included youth workers and youth leaders as well as privileged rural and urban area youth; however, as the weight of the analysis was placed on youth in difficult circumstances, questions can be raised about whether the text provides an appropriately balanced depiction of the situation of youth, as a broad category. While such questions would be valid, the findings suggest the following:
1. At the outset, ‘at risk’ youth were classified in conventional terms; thus, the initial focus was on matters such as unemployment, drug abuse, violence and disabilities. However, the findings reinforced the importance of broadening understandings of risk and of dispensing with the assumption that youth classified as “privileged” are immune to risks of varying sorts (including multiple forms of abuse, limited opportunities, disabilities, low levels of employment, inadequate financing for higher level education, inappropriate and ineffective teaching methodologies). Note that there were “privileged” youth who classified themselves as “detached from the system”. Indeed, they considered ‘detachment’ the safe alternative.

2. Correspondingly, views from youth workers/leaders as well as youth classified as more privileged indicated that they were not “untouched”---and were, in cases, deeply affected---by issues similar to those identified by youth in difficult circumstances. The majority recognized that their own ‘development’ depended on urgent remedies for Jamaica's social ills, particularly the inequalities, injustices and rampant crime.

Thus, it is worth tempering the assumed boundaries between those categorized as more and less privileged for while there are differences in social status, there are some noteworthy commonalities in experiences and visions.

Within the parameters noted above, youth workers were asked to complete a brief questionnaire, in which they identified the ‘unconventional’ and ‘unique’ groups in differing parishes and regions. Altogether, seven clusters of youth were identified and mobilized across the parishes of St. James, Trelawny, Westmoreland, St Mary, St Catherine, Manchester, Kingston and St Andrew.

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<td>Youth with special learning needs</td>
<td>Urban privileged youth</td>
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<td>Rural young mothers</td>
<td>Youth with physical disabilities</td>
<td>Rural privileged youth</td>
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<td>Urban young mothers</td>
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<tr>
<td>Youth living alone or with siblings</td>
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<td>Teen mothers</td>
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<td>Unattached youth</td>
<td>Youth involved in the underground economy</td>
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<td>Youth leaders</td>
<td>Youth who are unemployed/underemployed (varieties of employment)</td>
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<td>Youth living and working on the streets</td>
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<td>Youth (labourers, unemployed and under-employed) in remote</td>
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Cluster 7
Youth in violent gangs
Youth associated with violent gangs (special attention should be paid to females, who are
The study was conducted in three phases:
- Phase 1 comprised the literature and desk reviews as well as preparation for the fieldwork. This phase ended with the preparation of the interim report.
- In Phase 2, fieldwork was conducted across all 14 parishes in Jamaica; given the funding and time limitations, seven of these parishes were selected for intensive work among specified and emerging categories of youth. In these, as well as the remaining seven parishes, interviews and focus groups were conducted across children’s homes, places of safety as well as among policymakers and practitioners.
- Phase 3 featured the analysis and compilation of the data. The findings were presented at a national workshop.

The detailed research instruments are included in the Annex to this report.

1.3 LIMITATIONS OF THE RESEARCH PROCESS

The research process was demanding in several respects:
1. First, given funding constraints, only two days were allotted for work in each of 7 parishes and one day in each of those remaining. In the parishes that were allotted 2 days, approximately 9 focus groups as well as life stories and interviews were conducted over the period. Each focus group lasted for approximately 90 minutes. As many groups were unaccustomed to the type of analytical discussions introduced (evaluating the underlying and root causes for problems identified; understanding associations across issues; assessing development trends and consequences for youth; and formulating innovative solutions), it took, sometimes, a significant amount of coaching to encourage discussions. Once underway, the discussions were, in most cases, lively and insightful. However, more substantive material could have been achieved had sufficient time and resources been allowed for deep, rather than rapid, research.

2. Second, while the findings are significant, they could have been more substantive if participants were not reluctant to reflect on their own performance and that of their agencies. There is a pervasive fear of reprisals and a general disdain for ‘informers’ that appear to temper the extent to which persons are prepared to engage in constructive criticism of their own organizations, as opposed to others.

3. Third, many of the young people interviewed were experiencing tremendous sadness. Some were suicidal; there were also some who expressed a desire to cause harm if provoked. Without a counselor on site, the technical coordinator and, on occasions, the researcher, had to spend some time encouraging youth who were
in visible distress. This reinforces the importance of including qualified counselors within exercises such as these.

4. Fourth, there were lessons in the field on the principles and approaches that should inform issuing payments in the course of conducting research. The project was set up to compensate participants for travel. The motives were understandable; many young people cannot afford to engage in such activities without assistance. Recognizing that there were potential dangers, efforts were made not to convey the impression that this constituted a reward for participation. Nevertheless, in some parishes, young people demanded funds after completing the exercise. In St Mary, two young men attempted to solicit more funds for their families. When this was refused, the technical coordinator, researcher and youth officer were threatened. The police was called to handle the matter. The key lesson is that serious thought must go into when and how payments are offered and made, as these can foster (and be manipulated where there are) subcultures of entitlement.

There are two remaining concerns:
1. The desk review targeted a broad range of youth serving organizations; among them, CBOs, NGOs, government agencies and international development partners. The vast majority of respondents (44) were community based youth groups. There were 14 submissions from government agencies and 9 from NGOs. It would have been useful if more government and non-government organizations contributed to the study, as was the aim. Agencies reported that the length of the questionnaire was one deterrent.
2. The original workplan recommended regional legislative/policy workshops in order to obtain specific action plans, in response to the findings. There was no funding available to facilitate this. Without the consultations required to define and refine policy recommendations, the report uses the findings to recommend a direction for policy and legislation that is based in specific overarching principles; highlight key objectives; and note the core issues that should be addressed.

1.4 REPORT LAYOUT

The Situation Assessment of Youth in Jamaica is presented in three parts:

Part 1 comprises background and contextual information:
Chapter 1: Background To The Situation Assessment Of Youth In Jamaica
Chapter 2: Jamaica In Context: Framing The Major Development Challenges

Part 2 comprises the major findings from the fieldwork, which are presented in two chapters:
Chapter 3: Historic Injustices, Structural Constraints, Intergenerational Transmissions And Youth
Chapter 4: Lifestyle Choices, Emerging Trends and Mixed Roles for Youth
Part 3 summarizes existing policy and legal provisions and outlines recommendations for action. It comprises a summary of pertinent international, regional and national legislations, including observed gaps; a summary of pertinent international, regional and national youth policies and plans; the findings from the desk review and the implications for programming; strategic recommendations for actions, which include various stakeholder assessments. This data is presented in Chapter 5.

Chapter 5: Multidimensional Accountability: Addressing Injustices And Bridging The Gaps

Chapter 6 concludes.
CHAPTER 2

JAMAICA IN CONTEXT: FRAMING THE MAJOR DEVELOPMENT CHALLENGES AND THE IMPLICATIONS FOR YOUTH

2.1 BACKGROUND
Jamaica is the third largest island in the Caribbean. The country is approximately 11,244 square kilometers, with a population of 2,698,800 in 2009 and a growth rate of 0.2%. The Economic and Social Survey (ESSJ) estimates that the rate of natural increase is 9.8 per 1000, with an estimated birth rate of 44000, death rate of 17600, and a loss of 20000 to external migration. In 2002, close to half (43%) of Jamaica’s population lived in the Kingston and Metropolitan Area (KMA).

Over the past three decades, the age profile of the population has changed. It is expected that the proportion of children (0-18 years) will fall to 30% by 2020; currently, it stands at 34.9%. In 1991, children between 0-14 years comprised 34% of the population. In 2007, the same age cohort comprised 28.3% of the population and 27.4 per cent by 2009. Thus, the population is ageing, largely because of declining fertility and mortality rates and an increase in life expectancy. The elderly (60 and over) is the fastest growing segment of the population.

Across the world, there is no standard definition of the age group that is defined as youth. For purposes of manageability, this SITAN restricts the age categorization of youth to 15-24 years; however, there is debate about whether this age grouping should be expanded, given the particularities of the Jamaican context where there are many persons younger than 15 and older than 24 years who also have concerns and require interventions that are similar to those who fall within the 15-24 age category.

2.2 POLITICS AND GOVERNANCE
Formerly a British colony, Jamaica gained Independence in 1962 and is regarded as a stable democracy, (where this is taken to mean that successive governments are changed with minimal risk of a coup) despite the polarization and violence that have tainted its political history. Anthony Payne (1994, 1991, 1993) suggests that the political system has been able to contain the ‘explosive implications’ of the social structure that was inherited from colonialism precisely because ‘party, rather than race or class was developed as the primary frame of reference for the

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1 Much of the material presented in this chapter was first presented in the author’s earlier publications and, subsequently, in the 2011 United Nations Common Country Assessment (UNCCA). The segment captioned “Some Implications for Youth” is drawn directly from material that was written for the UNCCA.
politically conscious in Jamaica”. Allegiance to the party, secured in some part through patronage, has contributed to political stability (Edie 1991). Stone (1974, 1985, 1989) suggested that clientelism was instrumental in securing intra-party loyalty but that it also built allegiance between politicians and the business community, which has compromised the development of the middle class. Clientelism was also critical in fostering political divisions across all segments of the society and, particularly, among the urban poor who are located in communities that have been variously characterized as “garrisons”, “hot-spots” and now “volatile and vulnerable”. Politics and poverty, then, were at the root of the crime and violence within and now well beyond these communities, since frustrated young men in the innercities were recruited as footsoldiers for some politicians who needed political strongholds in order to maintain power. These politicians’ main point of contact became local ‘dons’, who ‘secured’ the communities on the politicians’ behalf in return for benefits and spoils. This ‘political alliance’ became the foundation for the parallel governance systems that have now emerged. Under these governance systems, area leaders and dons play multiple roles. Hope (2006:92) explains: “the area leader is hierarchically related to but different from the don”. The area leader—who can be either a man or woman—becomes prominent because of work done in the community. Dons, many of whom maintain alliances with political parties but are no longer ‘as reliant’ on politicians, function as fathers, patrons and prime adjudicators. Often, community interventions require their approval. Dons are at the apex of a chain of command. The men and boys under their charge are, in many communities, compared to an army. Some dons manage to maintain strong loyalties within the communities, particularly because the rules they insist upon offer protections, which citizens believe they have been denied by the state. There are other dons that flagrantly infringe people’s rights and these are less likely to maintain power for long periods. Violence has become commonplace in many urban innercity areas, as gangs—which vary in levels of sophistication—fight for turf. The causes of crime and violence have, in many respects, mushroomed since the time when gang warfare was tantamount to political warfare. There are now multiple gangs, with their own lines of command. Some gangs come together for community protection and many of these are involved in the ‘business of extortion’. There are other gangs that have links overseas and are part of the illegal drugs and gun trade. Perceptions of collusions among some state agents and gangs are contributing to public disenchantment and distrust (Leslie, 2010).

Clientelism has bred other harmful outcomes, which further dent the citizens’ confidence in the state. USAID’s 2008 Corruption Assessment of Jamaica recognizes the efforts of a number of agencies (the Anti-Corruption Branch of the JCF, the Customs Department, the Office of the Director of Public Prosecutions and the Office of the Contractor-General) to uproot corruption, which, according to one 2008 poll, the public considers to be “the second-most serious problem facing Jamaica, behind crime and violence”. The USAID’s (2010: iii) assessment made a number of noteworthy conclusions. Among them: (1) “such violations are not
merely the result of mismanagement or incompetence, but a direct product of a political system that rewards patronage at the expense of transparency” and (2) “there is a growing sense that society must take action against corruption in order to win the ‘other’ battles of crime, violence, and the squeeze on the country’s treasury made more acute by huge new increases in energy and food prices”.

2.3 SOCIOECONOMIC BACKGROUND
The costs of corruption and violence are especially harsh, given Jamaica’s precarious economic position. Jamaica is a highly indebted country; it has the fourth largest debt to GDP ratio in the world. Debt servicing comprised over 56% of the 2009-10 budget. Correspondingly, the GOJ has inadequate resources to deal, comprehensively, with the key ‘root’ obstacles to human rights and human development. For example, Jamaica has managed to sustain vast social inequalities, which are in part a legacy of colonialism and, as noted above, of political and social developments since Independence. Stark contrasts of wealth and poverty help to fuel discontent among those who feel excluded and even mistreated by “the system”. There is also a history of gender inequality, which persists despite many recent positive developments. In 2006, Jamaica ranked 39 out of 128 countries (as opposed to 24 in 2006) in the 2007 Gender Gap Index. However, the sub-indices of this overall average presented a more mixed picture: Females surpassed males in educational attainment. With respect to economic participation and opportunity, more men (78%) than women (59%) were involved in the labour force. According to 2007 statistics, too, 12% of Members of Parliament were women, while 82% of persons with ministerial positions were men. Currently (2010 data), Jamaica ranks 44 out of 134 countries in the Gender Gap Index. The sub-indices indicate that the country has high levels of inequality in political empowerment, where 13% of Members of Parliament are women while 88% of persons with ministerial positions are men. There are also comparatively high levels of inequality in economic participation and opportunity, except for the categories: ‘legislators, senior officials and managers’ and ‘professional and technical workers’, where women outnumber men. The figures show glaring gender disparities in labour force participation and earned incomes, with women at a distinct disadvantage.

Research shows that sexual harassment and other manifestations of gender inequality persist in a historical context of male power, privilege and status, despite the huge strides that women have made in education (Institute for Gender and Development Studies, 2009). It is still the case, as Tindigarukayo (2006) and other analysts have observed, that earnings are comparatively less in female as opposed to male led industries; that in the majority of cases, the unemployed professionals and unpaid workers are women; and that women and men do not compete on an equal basis for the same jobs: often, women have to receive more training (Tindigarukayo, 2006:93). In addition, despite their educational achievement, women still have limited representation in corporate bodies and in political office. In addition, one of the major difficulties that activists encounter is that certain human
rights infringements and abuses are ingrained in the culture and accepted, including by those who are most adversely affected by them (Women’s Media Watch, 2008, 2009, 2010).

Groups concerned with tackling discrimination against persons with disabilities are eager to ensure that the issues they raise receive the necessary visibility. This is because discrimination against persons ‘who are differently abled’ continues to prevent these persons from enjoying their political, civil and social rights. There are other groups that suffer discrimination and whose rights are infringed in different ways. These include people living with HIV and AIDS and those persons considered most at risk; people who are stigmatized because of perceptions of their status and of the communities in which they reside (Levy 1996); particular categories of children and youth, including some who are in lock ups and places of safety (UN Human Rights Council, 2010). More disaggregated data is required to analyze the multiple forms of discrimination and human rights abuses some persons and groups encounter.

2.4 SOME IMPLICATIONS FOR YOUTH

How have the political and socio-economic contexts helped to shape youth development? In Jamaica, as in other countries, youth development has varied and complex meanings (where this is taken to mean lived realities). However, as a broad category of persons, the youth are of special and urgent concern. Consequently, many reports, including the recent (2011) United Nations Common Country Assessment (CCA), position youth development as a major cross cutting issue.

The CCA highlighted the following major development challenges: 1) Macroeconomic Development; 2) Poverty: Urban and Rural; 3) Education; 4) Health; 5) HIV/AIDS; 6) Citizen Security, Community Safety and Access to Justice; 7) Food Security; 8) Environmental Management; and (9) Energy. Each subsection, and particularly 1-6, highlights implications for youth. For example:

1) Macroeconomic Development
The CCA cites three major problems associated with Jamaica’s macroeconomic development:
- The total production of goods and services is too low to meet the needs of the country;
- There is limited fiscal space for promoting growth and social expenditure; and
- Resources are distributed inequitably, with disadvantageous consequences for poverty and for social dynamics

Table 2.1 below shows labour force participation by age group in 2010, 2011 and up to April 2012. Compared with the age categories 25-34, 35-44, and 45-54, youth up to 24 years were less represented in the labour force. Further, among
youth up to 24 years, less females than males participated in the labour force. Note that prohibitions on employment for persons up to 14/15 years (see ILO Convention 138) and 16/18 for hazardous occupations should help to explain the low participation rates for the age category 14-19 years. Thus, the principal concern is with the age category 20-24 years. As the UN CCA highlights,” within this low growth and inequitable economy, youth are particularly affected by the attending structural constraints”.

<table>
<thead>
<tr>
<th>Table 2.1 Labour Force Participation by Age Group</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age Group</td>
<td>January</td>
<td>April</td>
<td>July</td>
</tr>
<tr>
<td>TOTAL</td>
<td>63.0</td>
<td>62.0</td>
<td>62.6</td>
</tr>
<tr>
<td>14-19</td>
<td>10.6</td>
<td>9.2</td>
<td>9.7</td>
</tr>
<tr>
<td>20-24</td>
<td>63.6</td>
<td>62.9</td>
<td>63.8</td>
</tr>
<tr>
<td>25-34</td>
<td>83.0</td>
<td>81.7</td>
<td>79.7</td>
</tr>
<tr>
<td>35-44</td>
<td>84.1</td>
<td>83.7</td>
<td>85.9</td>
</tr>
<tr>
<td>45-54</td>
<td>83.6</td>
<td>83.0</td>
<td>83.3</td>
</tr>
<tr>
<td>55-64</td>
<td>69.2</td>
<td>65.7</td>
<td>68.4</td>
</tr>
<tr>
<td>65 and over</td>
<td>28.6</td>
<td>28.5</td>
<td>29.8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>70.9</td>
<td>70.0</td>
<td>70.8</td>
</tr>
<tr>
<td>14-19</td>
<td>12.2</td>
<td>12.0</td>
<td>12.0</td>
</tr>
<tr>
<td>20-24</td>
<td>73.3</td>
<td>71.0</td>
<td>71.4</td>
</tr>
<tr>
<td>25-34</td>
<td>90.5</td>
<td>89.7</td>
<td>88.7</td>
</tr>
<tr>
<td>35-44</td>
<td>91.8</td>
<td>91.9</td>
<td>93.6</td>
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<td>45-54</td>
<td>89.8</td>
<td>90.4</td>
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<td>55-64</td>
<td>82.4</td>
<td>76.3</td>
<td>80.9</td>
</tr>
<tr>
<td>65 and over</td>
<td>43.8</td>
<td>43.1</td>
<td>44.8</td>
</tr>
<tr>
<td>TOTAL</td>
<td>55.6</td>
<td>54.5</td>
<td>54.9</td>
</tr>
<tr>
<td>14-19</td>
<td>8.9</td>
<td>6.2</td>
<td>7.2</td>
</tr>
<tr>
<td>20-24</td>
<td>54.4</td>
<td>55.2</td>
<td>56.7</td>
</tr>
<tr>
<td>25-34</td>
<td>76.3</td>
<td>74.4</td>
<td>71.6</td>
</tr>
<tr>
<td>35-44</td>
<td>76.9</td>
<td>75.9</td>
<td>78.7</td>
</tr>
<tr>
<td>45-54</td>
<td>77.1</td>
<td>75.2</td>
<td>75.4</td>
</tr>
<tr>
<td>55-64</td>
<td>55.6</td>
<td>54.8</td>
<td>55.5</td>
</tr>
<tr>
<td>65 and over</td>
<td>16.5</td>
<td>16.9</td>
<td>17.9</td>
</tr>
</tbody>
</table>

Note: Data for January & April 2012, October & July 2011 have been using new End of Year 2011 population estimates. Last Updated August 8, 2012.
Correspondingly, the Vision 2030 sector report on Labour Market and Productivity emphasizes that youth unemployment (23.6%) was three times higher than adult unemployment (7.65) in 2006. In 2009, youth unemployment increased to 27.1 (ESSJ, 2009: 21.2). Table 2.2 below shows the corresponding rates for 2010 to April 2012. While generally high, unemployment rates fluctuated in 2010 and 2011. For January and April 2012, unemployment rates (overall) among 20-24 year olds escalated even further to 30.1 and 31.4% respectively. Again, unemployment rates among females were considerably higher than those among males. Thus, in January 2012, 39.4% of females (aged 20-24 years) compared with 22% of males were unemployed. In April 2012, 40.3% of females (20-24 years) compared with 23.5% of males were unemployed.

Table 2.2 Unemployment Rates by Age Group: 2010- April 2012

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>January</td>
<td>April</td>
<td>July</td>
</tr>
<tr>
<td>BOTH SEXES</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14 - 19</td>
<td>13.5</td>
<td>12.4</td>
<td>11.6</td>
</tr>
<tr>
<td>20 - 24</td>
<td>26.4</td>
<td>29.8</td>
<td>26.1</td>
</tr>
<tr>
<td>25 - 34</td>
<td>15.6</td>
<td>13.2</td>
<td>13.5</td>
</tr>
<tr>
<td>35 - 44</td>
<td>11.5</td>
<td>9.8</td>
<td>8.8</td>
</tr>
<tr>
<td>45 - 54</td>
<td>7.4</td>
<td>6.6</td>
<td>6.1</td>
</tr>
<tr>
<td>55 - 64</td>
<td>4.4</td>
<td>5.8</td>
<td>5.3</td>
</tr>
<tr>
<td>65 and over</td>
<td>3.5</td>
<td>1.8</td>
<td>1.8</td>
</tr>
</tbody>
</table>

MALE

<table>
<thead>
<tr>
<th>TOTAL</th>
<th>10.5</th>
<th>9.3</th>
<th>8.1</th>
<th>9.0</th>
<th>9.5</th>
<th>8.9</th>
<th>9.4</th>
<th>10.5</th>
<th>10.8</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 - 19</td>
<td>41.1</td>
<td>39.6</td>
<td>39.0</td>
<td>43.4</td>
<td>28.5</td>
<td>31.2</td>
<td>39.9</td>
<td>41.3</td>
<td>40.6</td>
</tr>
<tr>
<td>20 - 24</td>
<td>19.6</td>
<td>24.4</td>
<td>19.7</td>
<td>21.3</td>
<td>21.5</td>
<td>19.8</td>
<td>22.4</td>
<td>22.0</td>
<td>23.5</td>
</tr>
<tr>
<td>25 - 34</td>
<td>11.6</td>
<td>9.5</td>
<td>8.4</td>
<td>8.3</td>
<td>10.7</td>
<td>9.4</td>
<td>8.3</td>
<td>12.0</td>
<td>11.2</td>
</tr>
<tr>
<td>35 - 44</td>
<td>8.9</td>
<td>5.4</td>
<td>5.3</td>
<td>6.8</td>
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<td>45 - 54</td>
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<td>5.4</td>
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<td>55 - 64</td>
<td>4.3</td>
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<td>4.7</td>
<td>5.7</td>
<td>6.2</td>
<td>5.6</td>
</tr>
<tr>
<td>65 and over</td>
<td>3.2</td>
<td>1.8</td>
<td>1.5</td>
<td>3.4</td>
<td>1.8</td>
<td>3.7</td>
<td>3.8</td>
<td>4.7</td>
<td>4.0</td>
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</tbody>
</table>

FEMALE

<table>
<thead>
<tr>
<th>TOTAL</th>
<th>17.1</th>
<th>16.2</th>
<th>15.9</th>
<th>15.7</th>
<th>16.8</th>
<th>16.4</th>
<th>16.9</th>
<th>18.3</th>
<th>18.4</th>
</tr>
</thead>
<tbody>
<tr>
<td>14 - 19</td>
<td>56.5</td>
<td>55.4</td>
<td>51.4</td>
<td>67.5</td>
<td>54.3</td>
<td>60.3</td>
<td>55.8</td>
<td>58.0</td>
<td>59.7</td>
</tr>
<tr>
<td>20 - 24</td>
<td>35.0</td>
<td>36.3</td>
<td>33.7</td>
<td>30.9</td>
<td>35.6</td>
<td>31.7</td>
<td>33.4</td>
<td>39.4</td>
<td>40.3</td>
</tr>
<tr>
<td>25 - 34</td>
<td>19.9</td>
<td>17.1</td>
<td>19.2</td>
<td>18.5</td>
<td>20.1</td>
<td>17.5</td>
<td>19.3</td>
<td>20.8</td>
<td>21.6</td>
</tr>
</tbody>
</table>
2. Poverty: Urban and Rural

The CCA notes three key problems surrounding poverty in Jamaica:
- Poverty limits the pace of human development in Jamaica
- There is inadequate appreciation of the weight of the issues surrounding poverty and what the response should be
- Many poverty alleviation and poverty eradication activities exist; however, the lack of an overarching and sufficiently strong governance mechanism restricts their effectiveness

Poverty presents structural constraints and is transmitted across generations. From children to adolescents, youth and beyond, families who subsist at or below the poverty are normally engulfed in following causes and consequences of poverty: (1) Inadequate incomes; (2) Low levels of educational achievement; (3) Low skill levels and income earning capacities; (4) Limited access to basic social services; (5) Inadequate economic opportunities, which result in underemployment, unemployment and low wage employment; (6) Low levels of rural development, which undermine the opportunities and livelihoods within households; and (7) High levels of exposure to natural hazards and poor environmental practices (Adapted from Vision 2030 Sector Report: Poverty Reduction, pp. 8-9).

In addition, the effects of gender inequality on poverty are particularly pronounced among female-headed households (Witter et al, 2009). All these factors limit the pace of human and economic development; they also have social consequences. With respect to rural poverty, specifically, studies have shown that various factors underpin it. Among the more prominent are unemployment and underemployment and low skill levels; comparatively lower educational levels among rural as opposed to urban populations (note that both access to education and the quality of education are lower in rural areas); inadequate access to basic amenities, including piped water, electricity, telephone services, sanitation; inadequate access to reproductive health services; migration of the better trained and educated individuals from the rural to urban areas. Underlying these immediate causes are inadequate opportunities, since most industries are located in the urban centres, the decline of the bauxite industry since 2008 and the lack of attractiveness of the agriculture industry, particularly to the youth.

Further, the CCA also emphasizes that what makes poverty a transient or chronic condition within rural and urban areas depends on deep contextual, including intra-household, factors. There are ample qualitative analyses that show the links between socio-cultural dynamics and poverty (including the exclusions,
poor incorporation, gender discrimination, lack of rights and adverse power relations). There is inadequate knowledge of how to address the psychological aspects of poverty and inequality and insufficient collaboration with agencies that claim to include this component. Without adequate know-how, it is impossible to measure whether psychological interventions are actually tackling or subtly reinforcing some of these root causes. In addition to these issues, there are some longstanding structural inequities, which have not been adequately addressed by successive governments. These have multiple effects. Specifically, the inequitable historical apportionment of wealth, assets and services (for example, land, potable water, health and education) manifest themselves in many other areas, such as administration of justice, access to finances, access to social services and influence on public policy. The combined effect is limited buy-in by certain classes into national production plans and visions as it pertains to savings, pooled resources, equity financing, venture capital, fiscal responsibility and discipline and labor productivity.

Policymakers have long been concerned that the youth are, perhaps, primary among the categories of persons who consider themselves to be excluded from national production plans and who, frustrated by poverty, find alternate---including underground---avenues to survive.

3. Education

The major problems ascribed to Jamaica’s system of education are:

1. The quality of education provision at all levels is compromised by longstanding inequalities;
2. Challenges in governance and management have undermined the quality of provision;
3. The gaps between policy formulation and implementation compromise effectiveness
4. Insufficient budget allocation compromises growth and innovation in the sector

The outcomes of severe inequalities in education provision from the early childhood are certain groups of youth who are stunted, both in terms of education and skills.

### TABLE 2.3 SUMMARY OF MAJOR PROBLEMS IN EDUCATION PROVISION

<table>
<thead>
<tr>
<th>Early Childhood</th>
<th>Primary</th>
<th>Secondary</th>
<th>Tertiary</th>
<th>Technical/Vocational</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disparities in provision across community basic schools, public infant schools/departments and preparatory</td>
<td>Improper and inflexible teaching methods</td>
<td>As imbalances persist, particularly within universities, where the costs of education deselect substantial</td>
<td>Enrolment rates in HEART accredited programmes fairly high; however, some 68000 young people still have no access to skills</td>
<td></td>
</tr>
</tbody>
</table>
Many within the category of youth who is labeled as “unattached” are known to be severely affected by lack of/inadequate education, low labour market involvement, particularly among females and high involvement in crime, predominantly among the at-risk males. HEART/NTA’s demographic profile confirms:

“A majority (63%) of the 127,000 unattached youths is female and this is most pronounced in the parishes of Hanover and Manchester (76% of all unattached youth in each), Trelawny and St. Thomas (75% each), St. Mary (70%), and Clarendon (67%). The two parishes in which the ratio of males to females is relatively high are in Kingston (52%) and St. Catherine (44%). It is interesting to note that the two parishes in which crime is a major problem are also where males among the unattached youths are strongly represented”.

<table>
<thead>
<tr>
<th>schools</th>
<th>key areas such as numeracy and literacy</th>
<th>segments, sustaining socio-economic inequities</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Disparities in provision across different categories of children</td>
<td>- Under-enrolment for some rural schools and disparities in provision across communities and schools</td>
<td>- Limited provisions for the adult working population;</td>
</tr>
<tr>
<td>- Disparities in rural-urban provisions</td>
<td>- Disciplinary practices within some schools do not support quality education</td>
<td>- Lack of innovative methodologies for assessing capability;</td>
</tr>
<tr>
<td>- Lack of the required infrastructure; Low maintenance of infrastructure</td>
<td>- Lack of parental engagement</td>
<td>- Inadequate alternative routes of entry for those who have not gained the required pre-qualifications; and inadequate opportunities post- graduation</td>
</tr>
<tr>
<td>- Poor nutritional support</td>
<td>- In many low performing schools, teachers are required to work in unsatisfactory conditions.</td>
<td>- Challenge in regulating and standardizing the quality of education offered</td>
</tr>
<tr>
<td>- Absence of adequate parenting support for the children and the schools</td>
<td></td>
<td>training programmes.</td>
</tr>
</tbody>
</table>

- Skills training is regarded as valuable but there are questions about the extent to which training facilitates genuine social mobility and address social disparities.

- According to the JSLC (2008), literacy levels have improved from 79.9% in 1999 to 91.7% in 2009. However, Jamaica’s standards are not comparable internationally.
“The majority of both sexes in this group however, are outside the labour force and not attending any form of school nor participating in any training programme (54% males and 66% females).”
(HEART/NTA (2009), Unattached Youth in Jamaica, p.2)

4&5 Health and HIV/AIDS
The key problems cited for the health sector are:

1. Challenges remain in some key areas of health provision: child/adolescent health, maternal health and lifestyle diseases;
2. Environmental management (natural resource management, climate change and disaster risk reduction) has important implications for health;
3. The governance and health service delivery systems requires strengthening with regard to health financing, partnership for health development and policy formulation and implementation

Adolescent health is of particular concern.

1. Adolescents suffer some of the most significant costs of the high rate of crime and violence that now seems endemic in Jamaica. In 2002, adolescents (largely males) accounted for approximately 26% of the total number of visits to accident and emergency units. Data from the MOH show that between January and June 2009, adolescents accounted for 26.2% of intentional injuries (males were involved in over 70% of these); 22.3% of unintentional injuries, with males comprising 66% of the cases seen.

2. An increasing number of adolescents are referred to Child Guidance Clinics for mental health and behavioral problems. Some of the factors contributing to mental breakdown among adolescents include exposure to or being a victim of violence within and/or outside of their families, illicit drug abuse, loss of one or two parents to violence or disease, child-headed households and lack of adequate psychosocial and remedial support.

3. Adolescents are highly vulnerable to factors that promote negative reproductive health outcomes. Early initiation into sexual activities, forced sexual relations, insufficient awareness and skills to protect their health, and lack of youth-friendly services are issues contributing to reproductive ill health among young people in Jamaica.

4. Social norms regarding sexuality and gender issues, such as sexual risk-taking and multiple partnerships have negative implications for the risk-taking behaviours of adolescent males. According to 2010 data from the MOH, there is a higher proportion of AIDS cases among 20-24 year olds (874 cases) than among persons 15-19 years (190 cases). More females than males are reported with AIDS (Ministry of Health 2010 EPI Update).
5. Citizen Security, Community Safety and Access to Justice

The UN CCA recognized the following:
- The levels of violence in Jamaica pose significant threats to human security, right to life and to economic growth and development;
- The policing and justice systems are inadequate for containing violence and, in some respects, perpetuate it; and
- Current citizen and community security approaches and programmes have variable impact.

In 1974, violent crimes in Jamaica accounted for approximately 10% of major crimes. By 1996, violent crime rates had increased exponentially to 43% of total crimes. In the 1950s and 1960s, the murder rate was merely 7 per 100,000. By 2004, the rate of intentional homicides in Jamaica (55.5 per 100,000) was as much as three times that in other Caribbean countries and seven times the global average (Leslie 2010: 5). Jamaica’s murder rate has increased since that 2004 assessment and, at 62 per 100,000 in 2009, is among the highest in the world. Rape and felonious wounding have also increased over the period. It is important to note that actual violent crime rates are thought to be higher than these reported rates since, according to recent estimates (Harriott 2009), only 20-30% of crimes are reported to the police.

In Jamaica, violence is largely concentrated in the urban areas. Seventy percent of murders committed between 1994 and 1997 occurred in the Kingston Metropolitan Area (KMA). In 2008, the official murder rate for the KMA region was 96.2 per 100,000 (Leslie 2010). In 2009, the majority of murders were reported in the urban centres of Kingston, St Andrew, St Catherine and St James (ESSJ 2009). Women, children and the elderly are now among the targets, which marks a cultural change from the era when their protection was paramount.

Presently, the primary, most visible cause, of the violence is gang related. There are approximately 268 gangs operating in Jamaica, as opposed to 49 in 1998 (Leslie 2010). In 1998, it was estimated that there were 7 highly organized criminal gangs. In 2009, it was estimated that there were 12 such gangs (Leslie 2010). In 1983, official records indicate that gangs were responsible for 3% of the murders committed. By 2009, this had increased to 52 percent (Mogensen, 2005, p. 11; JCFSD, 2010, cited in Leslie 2010). It is believed that these figures are underestimated and that gangs may be ‘responsible for approximately 80 per cent of all major crimes in Jamaica and 90 per cent of murders’ (Leslie 2010).

A distinction has been made between “corner gangs” (which come together largely for community protection and for social connections) and criminal gangs (many of which are well organized operations with links to international drugs and arms trafficking). Gangs have now spread well beyond the confines of the innercities and can be found across the parishes. Even more disturbingly, growing numbers of children within schools are involved in gangs and, in particular areas, have links with corner and criminal gangs. Most gangs are comprised of young men
from, on average, 16 years, though preparation for membership can begin from five years. Children, particularly males, are groomed from early to “fear, hate and harm” (Gayle, 2009: 53) Children with disabilities are trained as gun or drug carriers, though they rarely feature in policy (Focus group discussion with stakeholders working on disability issues, UNICEF). Increasingly, girls are being incorporated in gangs within communities and schools. There are fears that ‘deportees’, some of whom had been imprisoned overseas for crimes ranging from illegal entry and stay to murder, contribute to the upsurge of crime and violence. Here, the findings are contradictory; some analysts contend that deportees have not had the influence suggested.

Violence takes other forms. Gender based violence is levied primarily against women but also against men and boys, depending on perceptions of masculinity. The Vision 2030 Sector Report on Gender reinforces that “gender politics within masculinities also occurs [and] has repressive consequences for some men and boys. The overarching culture of masculinity more often than not, gives an even less therapeutic atmosphere for male victims of GBV whether committed by a homosexual male or by a female” (Vision 2030 Sector Report on Gender: 30; Bailey & Yusef-Khalil, 2007 forthcoming). Broadly, about 50% of the offenders and victims of GBV are the youth.

It is not uncommon in Jamaica’s history for various minority groups to be subjected to discrimination and violent suppression. Currently, particular segments of populations who are most at risk of HIV/AIDS (such as men who have sex with men) are often subjected to violence (See section on HIV/AIDS). In addition to the types of violence noted above, corporal punishment remains a problem within homes and schools. The 2005 MICS report observed that 73% of children between 2 and 14 years received modest physical punishment while 7.5% received severe punishment. There is evidence that corporal punishment is more pervasive in the poorer communities. Considerably more males than females are victims and perpetrators of crime and violence.

The Vision 2030 Sector Report on Gender (p.31) emphasizes: “Boys and girls are more vulnerable to sexual violence and more likely to become abusers or violators themselves due to contributing factors such as poor parenting, child abuse, sub-standard living conditions, low levels of education, and lack of social services.”

Smith and Green note that violence among youth in Jamaica constitutes a major public health challenge. Violence is reproduced among youth, given the influence of both proximal (near environment/within family) and distal (far environment/community and beyond) factors. The tables below confirm trends that have preoccupied policymakers for some time (See, for example, 2009 Ministry of National Security Victimization Survey): compared with other age categories, youth between 20 and 24 years are the prime victims and perpetrators of major crimes.
TABLE 2.4: AGE GROUP AND SEX OF VICTIMS OF SELECTED MAJOR CRIMES, 2011

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Murder</th>
<th>Shooting</th>
<th>Robbery</th>
<th>Rape</th>
<th>Carnal Abuse</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>Tot.</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>0-4</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>5-9</td>
<td>4</td>
<td>3</td>
<td>7</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>10-14</td>
<td>5</td>
<td>1</td>
<td>7</td>
<td>11</td>
<td>2</td>
</tr>
<tr>
<td>15-19</td>
<td>6</td>
<td>7</td>
<td>95</td>
<td>7</td>
<td>95</td>
</tr>
<tr>
<td>20-24</td>
<td>147</td>
<td>14</td>
<td>161</td>
<td>26</td>
<td>197</td>
</tr>
<tr>
<td>25-29</td>
<td>143</td>
<td>12</td>
<td>155</td>
<td>33</td>
<td>185</td>
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<td>139</td>
<td>11</td>
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<td>144</td>
</tr>
<tr>
<td>35-39</td>
<td>119</td>
<td>12</td>
<td>131</td>
<td>24</td>
<td>147</td>
</tr>
<tr>
<td>40-44</td>
<td>106</td>
<td>12</td>
<td>118</td>
<td>15</td>
<td>107</td>
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<tr>
<td>45-49</td>
<td>80</td>
<td>9</td>
<td>89</td>
<td>17</td>
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<tr>
<td>50-54</td>
<td>54</td>
<td>9</td>
<td>63</td>
<td>12</td>
<td>59</td>
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<td>69</td>
<td>23</td>
<td>92</td>
<td>9</td>
<td>50</td>
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<td>4</td>
<td>62</td>
<td>26</td>
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</tr>
<tr>
<td>Total</td>
<td>1014</td>
<td>119</td>
<td>1133</td>
<td>215</td>
<td>1887</td>
</tr>
</tbody>
</table>

TABLE 2.5: AGE GROUP AND SEX OF PERSONS ARRESTED FOR SELECTED MAJOR CRIMES, 2011

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Murder</th>
<th>Shooting</th>
<th>Robbery</th>
<th>Rape</th>
<th>Carnal Abuse</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>Total</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>12-15</td>
<td>10</td>
<td>1</td>
<td>11</td>
<td>3</td>
<td>-</td>
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<tr>
<td>16-20</td>
<td>105</td>
<td>3</td>
<td>108</td>
<td>31</td>
<td>-</td>
</tr>
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<td>21-25</td>
<td>175</td>
<td>1</td>
<td>176</td>
<td>219</td>
<td>-</td>
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<tr>
<td>26-30</td>
<td>70</td>
<td>-</td>
<td>70</td>
<td>111</td>
<td>1</td>
</tr>
<tr>
<td>31-35</td>
<td>48</td>
<td>2</td>
<td>50</td>
<td>41</td>
<td>3</td>
</tr>
<tr>
<td>36-40</td>
<td>31</td>
<td>-</td>
<td>31</td>
<td>29</td>
<td>-</td>
</tr>
<tr>
<td>41-45</td>
<td>11</td>
<td>1</td>
<td>12</td>
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<td>13</td>
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<td>51-55</td>
<td>8</td>
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<td>8</td>
<td>2</td>
</tr>
<tr>
<td>56-60</td>
<td>3</td>
<td>-</td>
<td>3</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>61&amp;over</td>
<td>5</td>
<td>-</td>
<td>5</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
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<td>2</td>
<td>-</td>
<td>2</td>
<td>64</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>481</td>
<td>8</td>
<td>489</td>
<td>632</td>
<td>4</td>
</tr>
</tbody>
</table>

SOURCE: Economic and Social Survey 2011, p. 24.6
SUMMARY

In summary, in Jamaica, as in a number of other Caribbean countries, the socio-economic contexts provide myriad risks, though for some groups more than others. Brathwaite’s (2009) consultations with youth in Jamaica, Haiti and Trinidad revealed that risks and risk taking behaviours were less common among youth who had benefited from “effective education, taking good counsel and opportunities, and proper parenting; these were protective factors”. However, where youth were forced to subsist in contexts of violence, poverty, community stigmatization and poor influence, risk taking is considered a means of survival and the existence of risks, a way of life. Brathwaite (2009) notes that these youth feel so excluded from governance that they are reluctant to participate in risk reduction strategies.

One significant point that merits candid analysis is why risks, such as these are transferred from childhood to youth. Blank and Minowa (2001) underscore:

This critical period of transition from childhood to young adulthood is not an easy time for anyone. The transition is delicate and full of challenges and much support and guidance from family, schools and society at large is needed to ensure that the transition is a smooth one. The lives of Jamaica’s youth reflect the social and economic pressures of the past decades. Many youth face environmental, social and family conditions that hinder their personal development and successful integration in the economy and society. The issue of at-risk youth, therefore, is more than anything, a reflection of the failures of both families and society to provide appropriate and adequate supports for young people to grow into responsible and productive adults.

However, what does the intergenerational transfer of adversities and risks suggest about policy and programme effectiveness? To what extent are policy and programmes designed to disrupt and uproot harmful patterns? To what extent do they provide surface solutions?

INTERPRETING YOUTH ISSUES AND YOUTH POLICYMAKING THROUGH A LIFE-CYCLE/INTERGENERATIONAL LENS

The lifecycle and intergenerational approaches provide a useful theoretical frame for understanding both the evolution of youth issues and the critical challenges to youth policymaking in Jamaica. Without the longitudinal perspectives that these approaches offer, interpretations can be shortsighted and the solutions, piecemeal.

The life-cycle approach, as the Caribbean Commission on Youth Development (CCYD) emphasizes, encourages sensitivity to the transitional period of adolescence and youth: “The Commission subscribes to a life-cycle theory of the in-between nature of adolescence and youth – in-between childhood and
adulthood, in-between the dependency of the former and the independence of the latter” (p.xix). An understanding of intergenerational transmissions offers a complimentary perspective. Until recently, much of the literature on intergenerational transmissions focused on poverty. For example, the Chronic Poverty Research Centre has been studying the factors that cause and those that can interrupt intergenerational and life-course poverty. The majority of these studies concentrate on household and intra-household factors---particularly the quantity and quality of asset transfers. Notably, however, there is increasing focus on the broader contexts, including the terms under which people are incorporated in their societies and participate in the market (Bird 2007). Furthermore, the central argument, which Kabeer and Mahmud outline, is that IGTs of poverty ‘across generations occur through the transmission of various kinds of deficits’ and can only be interrupted with sufficient investments in human capital. There is agreement that this investment in human capital is especially critical during childhood, as this is the point where investments are likely to have maximum impact on an individual’s life chances.

In 2009, a group of authors expanded the concept of intergenerational transmissions of poverty beyond the material and focused on the subjective (values, perceptions and experiences) and relational factors (personal and social relations of power) that can be transferred across generations. Their conclusion is important: “Individual agency is also a product of relationships and of the cultural norms, values, attitudes and behaviours that are transmitted across generations [and particularly] the degree to which people assume or identify with them”. The critical questions are: What forms of agency are being cultivated in the different spaces that children and then youth inhabit? How is agency being cultivated, and with what effects?

The authors in this bulletin agree with the spirit of the positive youth approach, which is described above: they regard children and youth as persons with agency---the capacity to make purposive choice. However, this agency can be constrained or perverted where there are structural constraints and depending on the weight and influence of the prevailing values, norms and belief systems. Interrupting the effects of these constraints require close and coordinated interventions. Mariz Tadros (2009) provides a useful case in point. Her case study describes how children’s views on gender equality were gradually changed through culture-sensitive participatory learning and engagement, support through mentoring and through embedding the issue of gender equality in education in a wider framework relating to children’s rights. Tadros views this approach as transformative in process and in outcomes, unlike conventional ways of learning. Her case study also highlights the extent to which children were then able to instigate changes in values within their communities.

In contrast to the positive forms of re-education that Tadros describes, other authors in the volume show how negative forms of agency can be cultivated, calculatingly, through relationships and perverse forms of socialization, and how these coercive forms of socialization can undermine children’s resilience. Gayle’s
study, which was conducted in 11 garrisons (political strongholds) and five near-poor communities in Kingston and St Andrew, Jamaica, analyses how young boys are being trained to become violent actors. He notes that boys who live at varying levels of proximity to the heart of the garrison (that is, the headquarters) exhibit different patterns of behaviour: "The closer the boys lived to the headquarters of political gangs or to the garrisons the more likely they were to have a direct and close relationship with the MP, the councilor and the political activists that oversee the "corners" of the communities’, and ‘the more violent their behavioural history’, suggesting that training in political tribalism affects the boys’ overall relationship with their peers. Gayle notes that boys who were well nurtured and supervised were better able to resist socialization into violence in the garrisons. Similarly, Honwana’s article, ‘Children in War’, depicts how children can be conscripted and socialized into violence; how adult wars become children’s---and then youth---struggles; and how the character of these forms of socialization distorts children and young people’s life chances.

This discussion is meant to underscore the following points:

1. It is necessary to understand the roles of intergenerational transmissions in cultivating the problems/situations that the youth are experiencing in Jamaica as well as the structural and other constraints that warp their capacities to exercise agency in positive ways, thereby, transforming their situations.

2. A situation analysis, if it is to be practicable and effective, must assess the extent to which the remedies that exist seriously and comprehensively tackle the deep and longstanding (including intergenerational) constraints to youth development. For example, Kabeer and Mahmud (2009) are concerned that policies deal, concretely, with the material impediments to education access but also that there is dedicated effort to cultivate the values that would make education an attractive and important objective for families. Bivens, Moriarty and Taylor (2009) focus on what transpires once children have access to education. They raise the important question of whether schooling is enabling children to ‘learn for a life based on freedoms’ or preparing them ‘for a life of limited choices and ‘unfreedoms’. The authors admit that education often entrenches the very inequalities that it should uproot and helps in the transmission of adverse power relations across generations; therefore, education can underpin poverty and inequalities.

3. It is useful to also evaluate policy and programme responses from this ‘longitudinal’ lens. Rather than mere quick-fix remedies, what sorts of actions/interventions are required to disrupt harmful patterns and cultivate more constructive forms of agency from childhood to youth?

Correspondingly, Part 2 of this report uses the longitudinal/life-cycle approach as the framework for interpreting the findings from the fieldwork.
PART TWO
CHAPTER 3

HISTORIC INJUSTICES, STRUCTURAL CONSTRAINTS, INTERGENERATIONAL TRANSMISSIONS AND YOUTH

For many urban and rural households, experiences of poverty are transmitted across generations. Conversations with young people confirmed that there are multiple and overlapping structural constraints that can restrict or are perceived to restrict personal growth.

"Poverty is what we can’t get rid of. When you have 3 or 4 children and you are all alone, stress overpowers you. “(Focus Group, Rose Heights, St James, February 23, 2012)

The excerpts below depict how young people modify their aspirations in conditions of poverty, exercising agency in varied ways. The excerpts are important for they demonstrate how perceptions and experiences of boundaries can influence choices that society categorizes as undesirable and irresponsible. However, for young people growing up in certain contexts, responses may be considered rational and unavoidable, given their views on ‘how di ting set’.

“Without support, people in poverty turn to prostitution. Women start getting used and battered. They sit there stagnant. Youth go around and misbehave. They stress one another”.

“I do not live in a nice community. I have no money, no subjects and no parents. I went to school until 10th grade and then had to stop. I survive by hustling.”

“Mi granny dead and my mother go foreign and lef mi pon mi own (left me on my own). I hear from her once. I am not working. I am struggling. I hustle in the streets and thief.” (Focus Group, Rose Heights, St James, February 23, 2012).

Close attention must be paid to the constraints that young people are encountering. Some of these are rooted in historic injustices, compounded by systemic disadvantage and disregard for youth from particular social classes. There were many young persons who recounted how their expulsion from school blighted their life chances. From these young people’s accounts, some teachers appear not to fully understand---neither are they equipped to deal with---the realities of some young person’s/children’s existence and the behaviours that follow from these. Within the contexts of over-crowded classrooms, already disadvantaged youth can
be denied genuine opportunities---to learn despite their circumstances---and meaningful second chances, on the occasions that they fail. Many stories from youth conventionally labeled as unattached show that such are the dynamics beneath the label.

**UNATTACHED YOUTH: EXAMPLES OF THE DYNAMICS BENEATH THE LABEL**

*(Snippets from St. Mary)*

“I grew up in Port Maria. My father left me at 2. I saw him when I went to America in 2008. I was 15 then. I dropped out of school because I had to go to America to do surgery. I was ‘alright’ after the surgery but when I came back, they refused to let me back in school. I had to go to Art school in Jackson Heights. What messed me up was Mathematics; I never passed. I have no subjects now. I am trying to get a job.”

“I am 20 years old. I used to go to Marcus Garvey. I left that school and was unemployed for 3 years. I sell movies and cds on the street. The only person who supports me is my mother and it is not enough financially. Mother doesn’t work.”

“I got kicked out of school from 10th grade. My friend and his teacher had a fight. I tried to part the fight and the teacher said I was involved so I have been on the streets from 10th grade. I used to live with my parents. I now hustle on carts and make money by loading buses. I have no subjects. I went back to the school but they said I took too long”.

“I am 24 years old. I used to live in Kingston but moved to St Mary. My mother died from I was 7. I do not have any age paper. I wasn’t registered. I couldn’t go to high school because of the age paper problem. I survive by hustling. More time, I get a little roast on a site. I have the brain but because of the age paper problem, I couldn’t get a job as you need this for the TRN. I have become worthless. If I were in an upper class family, money would rectify that”.

These snippets are important because they, like the many stories recounted across the country, show the limits of the label: unattached youth. Specifically, “unattached youth” is used to mean youth not associated with a formal institution. However, this is an apolitical interpretation since it masks the dynamics, including the lapses in responsibility and relational accountability that can give rise to forced or voluntary detachment from what young people categorize as “the system”.

Excerpts from interviews with young tobacco sellers in St James reinforced these dynamics as well as the deficiencies in past and current social protection mechanisms.
UNATTACHED YOUTH: EXAMPLES OF THE DYNAMICS BENEATH THE LABEL

(Snippets from Tobacco Sellers in St James)

My father ‘dropped out’ when I was going to school. I had to work in the market to help my mother. I started selling tobacco when I was 16 years, after I was expelled from school. I am now 23. I got into this because friends told me about it and I tried.

Initially, I worked on a construction site. The boss robbed me. From 17, I started working down here. It’s difficult. We are robbed many times on the street.

I started working at 5. I used to sweep up shops. My mother got ill and I had to do this to help her to go to the doctor. I want a little education but there is no help. I have to use the money to help my family.

I used to work in a supermarket. There was not enough profit. I realized that people should do things for themselves. Grabber gives me a bit of profit. It sells faster than food. Even children at school buy it for their people. Once I sell it, I don’t business what children do it.

The work is hard. I travel 2 hours from Burnt Savannah and then stay here 2-3 days before going back home. Sometimes, I don’t sell more than 5 yards. There are lots of persons in the business. There are about 40 of us in one district.

I would like a loan to go to school but as I see it, the government just sets itself up. I have to look out for myself. I don’t want to sell tobacco for the rest of my life.

As these examples show, deep family poverty, when left unchecked, can force survival techniques and options that eventually pose tremendous risk to persons and to the society. The conversations (below) with female youth dancers in Westmoreland show that in matters of survival, society’s moral standards can have considerably less weight.
Conversations with Female Youth Dancers, Westmoreland (March 7, 2012)

The ‘dancers’ who operate from one market street in Westmoreland have their operations regulated by a “mother”, who is responsible for booking them out to the bar operators (bosses) who periodically buy their services. “Services” may go beyond dancing to having sex with clients. Regarding the latter, the young ladies interviewed explained that there was no emotional tie, just money:

“When it happens, it’s just a mind thing. I tell myself it’s for survival”.

Mother’s role is instrumental because she insists that the girls are paid and provides some defense/refuge when they are mistreated. The young ladies insisted that without Mother, the conditions for them would be much worse:

“She2 is like a mother to us. We are her little troublesome daughters”

For some respondents, poverty, complicated by abuse, is the root reason for their career choices:

“We dance because we are hungry and have our pickney dem (children) to feed. I have 2 children and have to work to support them. I had no skill when I left school and have no luck with man. Sometimes, you are with a man 6-7 years and him treat you with disrespect, it’s as if you’ve wasted your years. I just sex man because I can’t sex myself.”

“I was pregnant at the time I left school. I have three children: 2 biological and one nephew. I alone support them. This is why I dance. I don’t really enjoy it. I find it degrading. There is a lot of disrespect. Sometimes, the men call me “dutty go go gal; dutty suck cock gal. Where I live, nobody knows.”

“I dance because of needs and wants. I am coming from a poor family where I had no money, no father and no family relationships. I started dancing at 13 and am now 25. Sometimes, things are up and sometimes down. I have to take a rough life easy. If I had an option, I wouldn’t do this.”

“How the system set, it causes me to do this. Things kind of tough; our work is downgraded”.

“I left home in Grade 9. I couldn’t live there anymore since my stepfather wanted to molest me. My mother didn’t believe me. I don’t talk to my sister now because it’s her father. I packed my bag and left without knowing where I was going. I found myself in Negril. Before the issue with my stepfather, I did not have a life plan but this, what I am

---

2 Here the name has been omitted to protect identities
doing now, was not my dream. My stepfather messed up my entire life. Still, if I had got counseling when I was abused, I would not be in this situation. I used to see pictures of myself on television saying I am missing. I let them think I was missing and only called when I reached the age where they could no longer stop me”.

However, there were respondents who had made a calculated decision to work as dancers and sex workers, even though they are receiving some support. The vast majority of the ladies explained that they would make different choices if they had the opportunities. It is notable that their views of progress are locked within the world they know:

“I would want a business, such as a bar, but there is no support.”

“I would want to do the HEART housekeeping course but I have no links”.

“A little bit of school would help but for now bartending is what I can penetrate”.

Three points are worth underscoring:

1. **Abuse, in varying forms, is rampant within Jamaica.** Abuse is underreported, inadequately treated and at the root of some learning challenges, societal maladjustment, depression, suicide and what respondents themselves define as poor life choices. As young people indicate, it is more common to focus solely on surface manifestations, such as learning challenges, than to delve beneath these and deal with the deeper distortions (of self) that are caused by abuse. Many youth who participated in the sessions emphasized that counseling could have helped them to deal with the abuse they suffered and make more constructive life-choices.

2. **The choices that young people make are often (although not always), consciously and unconsciously, bounded by their contexts.** Therefore, a young woman who dances in a bar may see the zenith of her success as owning a bar. Others consider housekeeping to be the most attractive and feasible career choice, given their background and skill levels.

3. **It is important to question the extent to which current interventions actually allow young people to develop visions that
can catapult them beyond their social boundaries and manner in which they are labeled.

With respect to the latter, there are certain groups of youth who are labeled in ways that appear to restrict the quality of responses to their needs. These bounded responses, in turn, undermine the potential and life chances of these youth. Conversations with young people with disabilities reveal the ways in which this broad category of persons and the subcategories among them feel either hedged in by some of the existing programmes and overlooked by the absence of some necessary interventions.

Across the country, persons with disabilities and their carers bemoaned the historic injustices they suffered. The subsections below highlight PWD perspectives on their ability to access services, the patent misunderstanding of disabilities and the lack of responsiveness and accountability.

ACCESS TO SERVICES

All persons complained about the inaccessibility of existing services:

“I can’t get a school for him in Mobay. There are hundreds of children on the waiting list. There is no school in Trelawny; he is not wanted in the normal school and does not have the necessary teachers. The school in Duncans is a normal school. There is just a special unit, which only caters for people with intellectual disabilities “.

“We have a hard time getting them to school. Lots of teachers complain that they can’t deal with them. There are a lot of retired teachers who could help, if they had the facilities. However, nothing is put in place so the children just stay home.”

Excerpt from Case Study

My daughter was diagnosed with cerebral palsy five years ago. There is no daycare that can take her. It is difficult for me to take care of her plus support the family. It is worthwhile to put someone in the daycares for those types of children and train some people who are already doing it.

“My child wants to go to school and blames me for not being able to. She takes down her uniform and shoes and puts them aside.”
“My son finished school at 12. Since then, he has nowhere else to go. “

“I have no problems with [where I live]. She is loved in the family and community. I carry her anywhere. However, she is 31 now and stopped school at 16. “

“When I carry my daughter to school, they don’t look at her.”

MISUNDERSTANDINGS OF DISABILITIES

Persons spoke passionately about the widespread misunderstanding of disabilities, which has resulted in what, for many, is a summary classification of PWDs as useless members of society.

"Some don’t have the ability to read but they can learn a trade. “

“If every child must learn and can learn, then plans must be put in place to accommodate students. Children may have intellectual disabilities but they also have skills. There are no avenues for persons with intellectual disabilities” (Focus group, Hanover)

“For persons with disabilities, there are roadblocks, in the form of stigmatization. They say handicap have no sense. We need plans to improve community awareness “(Focus Group, Hanover)

MULTIPLE LEVELS OF DISCRIMINATION

PWDs gave vivid accounts of the multiple and overlapping forms of discrimination that various subcategories among them suffer. It is important to note the dynamics across rural and urban areas, as well as perceptions of the pervasive lack of accountability among ‘responsible’ state agencies.

“In Upper Trelawny, being a disabled come in like the biggest curse. People use them to do jobs and when their minds tell them, they give them $100.”

“In Albert Town, people are stoned and beaten. People with disabilities have no rights. If there is a conflict, people tell you about disabled relatives: “You no see you bredda a old handicap”.

“Not everybody in the family accepts a disabled child. The in-laws in the family treat him badly. If I send him to church, they leave him there. The community deals with him nice but in the family there are problems.”

“Being a woman is worse. Some get raped. Big men target girls with disabilities.”
“They tried to rape my daughter but even if I report the man, nothing will come of it because she can’t talk.”

“The absence of fathers is even more complex for persons with disabilities. Fathers resent children with disabilities. They are ashamed that they have children like this. If fathers can reject their families, what must outsiders do?”

“My brother’s father lives with him and he says I am to stay wid deh handicapped sinting deh”.

“People with disabilities should have equal rights. On paper, it is here but on practical side, society is not demonstrating this. People treat us in a different way as if we are not a part of society. Poverty complicates disabilities.”

“Other people do not want young persons with disabilities in schools. “

“Teenagers with disabilities are being drawn into gangs. Some go into gangs in order to feel accepted.”

Interestingly, the young people spoke of the discrimination among them:

“Some of us call each other names. Some call me black duppy. They hit me on my head because I am in a wheelchair” (Focus Group, School of Hope, St Andrew)

Many described the injustices in law enforcement and employment:

“There is a gap in enforcement of anti-discrimination laws. Even the police and responsible organizations are slighting the situation of PWDs; the results are disheartening. Across the courts, CISOCA, CDA, OCR and OCA, there is a system-wide lack of accountability on matters pertaining to PWDs. This lack of accountability is rooted in prejudice and discrimination. “

“There is an employment gap: Many PWDs suffer rejection and refusal: education for employment organizations is critical. Parents also have to be counseled.”

“Youth with disabilities need to be on councils and boards”.

Discussions with young people who are in state-run and private homes help to reinforce the urgency of candidly examining the transformative potential of current interventions.

Society does not acknowledge: “disadvantage is not destiny”.
YOUNG PEOPLE IN HOMES

In all but one of the children’s homes and places of safety visited, there were marked disparities between the providers’ versions of the young people’s realities and the accounts the youth supplied. The majority of young persons interviewed had been “in the system” for much of their lives, passing through one home after the other. Providers commonly described the young people as having very hard lives: originating from drug prone areas and with mentally ill parents; some had been abandoned by their parents while some were orphans; many had suffered multiple and overlapping forms of abuse. Situations were made more complicated because “society looks down on children in homes”. As one caregiver explained, society does not acknowledge: “disadvantage is not destiny”. Yet, in some of the very institutions where caregivers reaffirmed their commitment to provide love for the children and young people in their care, the youth interviewed offered damming commentaries on the treatment they received.

“The cook threatened that she will work obeah on us”.

“They try to prevent us from speaking”.

“If you tell them you can’t do something for them, they say you are ungrateful”.

“They take away the money that is sent for us”.

“Someone sent a barrel of clothes for the boys in this institution and XXX took it for her family”.

“We have to steal because we are not getting the right amount of food”.

“When we pass the gate to go out to school its heaven; when we come back in, its hell”.

“When we walk by the cook she says we smell of shit. If we walk away from her, she says one of di bwoy them rub out or buss up wi ass. She talk to people bad and don’t want us to talk to her bad”.

“If we are late coming home, we have to sleep outside”.

Those young people who attend school noted that they had varying experiences:

“At school, some staff and children discriminate. They tell us we have no parents. If anything is missing, they blame us”. However, “some children and staff protect us”. (Interviews, St James)
Conditions, including young people’s perceptions of themselves, appeared more severe in places of safety:

“Here is not a good place. Children try to escape. Sometimes we feel like harming ourselves. We felt this way, particularly when we were at [a another institution”. (Focus Group, Place of Safety)

It was disturbing to hear young people express their desire to escape life in the home/institution by committing suicide. Some admitted to receiving counseling each week but acknowledged that this does not help their behaviour. They recognized that after their current placement, it is likely that they will be sent to prison if their behaviour remains uncontrolled.

Young ladies in one place of safety explained that they behaved badly because of inadequate and inappropriate counseling, lack of education and their history of abuse. Furthermore, behaviours worsened in homes and places of safety because of the examples from their peers and the quality of treatment.

“They treat us anyway they please. They spite us with food and tell us about our infections. They use our business to cuss us. They tell us things like: a neva dem meck man rape wi and by the time we reach 18, we naw come to nutten. They want respect but they don’t treat us with respect. They act as if they are better than us and compare us with their children” (Interviews, Place of Safety).

In some homes, young ladies regretted being lumped with others who had attended particular places of safety. In cases, it was because of threats from these young ladies, particularly threats against their babies, that persons were contemplating suicide:

“Some girls have a reputation, particularly those from [two particular institutions]. Girls from [one home] go on with nastiness: they steal; they pass faeces in the laundry; they steal people’s breast milk that is intended for babies; they steal panties. They threaten our babies and pinch them when we complain. They have put all of us together because they have no other place. But the staff is afraid of these girls. They tell administrators that they will kick them in their faces. No families want to take us. Sometimes we want to kill ourselves. We ask administrators for counselors but they say we don’t need any.” (Interviews, Kingston and St Andrew)

Young persons had varied perceptions of the quality of education they received; much depended on whether or not they attend school and the school they attended. Complaints about insufficient clothing were common, as were concerns about the lack of money to satisfy very basic needs:

“We hardly get enough money for school. If they don’t give us money, we can’t go”. (Focus Group, Place of Safety)
Young people in most institutions explained that they were starving for adequate resources and for recreation:

“At [the previous institution], we had computers, which always kept us occupied. Things are different now”.

“This feels like solitary confinement although we are not locked up. We need some comfort”. (Interviews, Place of Safety).

**Textbox 3.1 Young People’s Views From One of the More Reputable Children’s Homes**

I wouldn’t want my children to go through the same things that I have. Here, when we are punished, we are deprived of certain things: leisure time, tv, vacation, the internet, food and clothes. Sometimes we have to sit on a rock in the sun as punishment.

Once we were sent to [another home] so that we could see what life would be like if went out of line. There, they made all the boys bathe with the same rags and use pit toilets. Youth there have no rights. They can’t express feelings. If they talk to a girl, they are punished. Sometimes they are flung against a wall. Staff at that institution hit my head on a grill.

Here, they don’t wash our blankets. They have fenced the playfield so that we cannot get out. We feel like pigs in a pen. We are often hungry. They give is little food but we have to do manual work

We are not allowed to show our talents. We are no longer allowed to do CXC

When people are visiting they put on a show; as soon as they leave, they treat us as if we are in a slaughterhouse

Interviews were also conducted with administrators within the homes and places of safety. While some spoke about their roles in transforming the lives of the children and young people who are placed in their care, others were candid about the constraints they encounter:

“There are not enough resources. Children come with all sorts of issues. Some have never been to school; some have mental challenges; some were picked up from the street. Most of them have learning difficulties. Stepfathers have
raped some youth; some have experienced multiple rapes and become addicted to rape; many are sexually damaged. We lack the know-how for turning things around. Our intervention is not transformative”. (Interview, Place of Safety).

As the examples above demonstrate, questions should be raised about the effectiveness of existing policy and programme interventions. Are they sufficient to correct historic injustices? To what extent do some interventions compound injustice? How equipped are staff to deal with young people with violent backgrounds and tendencies? What are the consequences of combining youth, despite backgrounds and behaviours?

“We lack the know-how for turning things around. Our intervention is not transformative.” Interview, Administrator, Place of Safety

STUDENTS RECEIVING REMEDIAL EDUCATION
Surveys were conducted across institutions that provide remedial education for youth. Many of these youth acknowledged that they were responsible for their failures throughout school: they had associated with the wrong groups of friends and had not dedicated sufficient time to work:

“At Little London, I idled out the time. I followed bad company” (Focus Group, Westmoreland)

However, in addition to their own approach to work, young people blamed the variable teaching quality at their previous schools.

“While some teachers were good; others were not: they call people names and beat us. Some teachers do not cooperate with the children” (Focus group, Hanover).

“I was afraid of my Math teacher. I only went to class because of fear. Math was taught in one basic way. Only few understood the teacher but he still moved on. Teachers had a set time to complete the syllabus so they went ahead with the material. My math teacher used to put the work on the board and the radio in his ears. Teachers have to deal with different learning styles. Slow people normally say they understand. When there is bullying in the class, you feel intimidated and it’s harder to learn. They should try different techniques in teaching.” (Focus group, Manchester, April 19, 2012)

“Teaching styles contribute to the outcomes. I was seen as slow in normal school. When I went to evening class, the material was better explained and I was encouraged” (Focus group, Manchester, April 19, 2012)
Across the country, focus group participants were able to identify the schools in which the teaching quality was especially poor:

“At [that school], teachers did not have the time to sit with us; there were 52 students”.

“[There], the teaching quality is bad; teachers just put the work on the board and go out”.

From some accounts, there are school contexts that appear to operate like combat zones.

“I had a bad experience. The teacher called me a dog. Him fling him duster and lick me, then drape me up and box mi so I hit him back” (Focus Group, JFLL, Westmoreland).

Some youth showed mark disrespect for the teachers:

“Nobody can run [that] high school. Di principal fi dead. Gunmen came for him” (Focus Group, JFLL, Hanover)

As many young people pointed out, students who lived within poor or conflict-prone family contexts were more likely to have substandard education experiences and outcomes. As young people described their family realities, it was not difficult to understand how these could have triggered their attitudes to school and, specifically, to authority figures; undermined their willingness and capacities to learn; and made them more susceptible to negative peer influences.

“Some parents have time to spend with their children but some are always on the phone.

“My stepmother is a witch. She doesn’t like me. If I go to school and return late, she beats. But if she hits me again, I will hit her back”.

The majority of students were grateful for this second chance at education, although some preferred that none of their peers or community members identified them as members of an institution that provides remedial education. Some noted that they wear ties associated with other schools in order to mask their identities and prevent the ridicule they would encounter.

Notably, not all young persons thought that the education provided enabled a genuine second chance. While they acknowledged that they were now progressing academically, there were mixed views on how useful this opportunity would prove in the long term. In Manchester, for example, young men enrolled in

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3 The names of the schools have been excluded
4 The name of the school has been excluded
5 Ibid.
remedial schools explained the roots to their ‘slow learning’, the lack of counseling, and the low standard that has now been set for their education:

“They see us a students with learning disabilities and so they put the standard very low. They don’t care. They tell us we can learn if we want to. They are not teaching at the right level. We would like other subjects, such as Science and CXC subjects. They have not tried to find out why we couldn’t learn before and have not given us the counseling we need”. (Focus group, Manchester, April 19, 2012)

For some, remedial education would not necessarily improve their employment prospects, since much depended on the quality of links with potential employers. In Hanover, some respondents argued that, as a consequence, their attendance was strategic; specifically, they were using the education offered to improve their scamming operations. They then used the proceeds from scams to provide for themselves and their parents (primarily their mothers; many young people expressed deep resentment for their fathers).

Textbox 3.2 YOUTH WHO WERE IN LOCK UPS

Many youth have ended up in lock up because, by their own admission, they have followed ‘bad company’ and committed serious offenses. There are some young people who have been locked up and held, along with adults, for less serious crimes. One very hardworking young man was locked for smoking marijuana. He, like many youth, is convinced that marijuana is useful for mediation and helps him to “push out more effort”... “Whatever you are good at, it makes you do it better”.

“I was locked up for smoking spliff. I was 15. I stayed in there for 2 weeks and one day. They didn’t treat me good, although when my people came, they made it look good. They didn’t beat me but if people carry things for me, such as toothpaste and soap, they don’t give them to me. There are about 5 more youth in lock up now and they don’t really separate us from the adults. My people couldn’t afford to bail me. It was my first offense. Now that I am out, I have to report for probation for three years. I cannot be caught in an offence again. They sent me to JFLL. It was too easy; I need something more challenging”.

Now, outside of lock up, this young man who was evidently intelligent but feeling trapped by conditions of poverty, is intent on making a modest profit from buying and selling. In St Mary, he claimed, there was little else. Consequently, he is wondering about scamming. He has restrained himself only because he believes that “what you don’t like for yourself, you shouldn’t do to others”.
YOUTH WHO ARE ON PROBATION

A focus group was conducted with youth who are on probation from varied schools in Manchester. They described the hostile school contexts that they were forced to navigate as well as the reasons for their own hostilities. With respect to the latter, most youth, predominantly males, raised the matter of parenting:

“Parents don’t talk to children. Parents respond angrily. We can’t go to anybody else and things store up. When you go to school and students disrespect you, you will retaliate in the same manner.”

Many expressed deep resentment for their fathers:

“My father chop out a man’s car and left us”

“My father wants me to fear him. He says when he is back, one of us will end up in hospital and the other in prison”.

The young men in this session were very candid about their own shortcomings, including the ways in which they had allowed music to corrupt their lives and their poor behaviours within schools. They also provided numerous accounts of what they described as teacher cruelty:

“We treat teachers with respect except if they disrespect us. Some teachers want to take advantage. They will come into class and compare us and call students anything, such as ‘big, fat, dutty swine gal’. Some curse bad words and hit students”.

“One boy had an orange band on his hand. The guidance counselor told him to take it off. The boy took long and the guidance counselor boxed him in his face”.

“When we are late, they lock us out and tie a rope on a log and make us pull it around the field. If you walk, you go around it 14 times. Sometimes, they give us machetes to chop limbs as punishment. They don’t have to punish us like this; they treat us like slaves”.

“At [my last school], a teacher thump me in mi belly. The teacher told a boy that men burn out him bottom. I got suspension for telling him that he cant tell us those things.”

“One we were run around and making noise. We called one teacher Pork Oil. He called us faggot and batty bwoy”.

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6 Ibid.
“If we talking to a girl, the teacher ask us why we don’t talk to a goat so we just run out of lyrics”. (Focus group, Manchester, April 19, 2012)

These, among other comments, came from students from varied high schools. It was clear from the discussion that the students presented huge challenges to teachers. While admitting that “most gang men are cowards”, they also felt that it was good to be involved in a gang, as this provided security. Further:

“If you don’t defend yourself, people take you like an idiot. If you walk him out, people tease. If you act like a fool, people teck set”. (Focus group, Manchester, April 19, 2012)

There were boys, those who recounted the worst experiences with their fathers, who spoke of their desire to cause serious harm:

“I like to see blood run. I love a blood war whenever there is conflict.”

“At basic school, a bwoy used to pick on me and I would complain. One day, I used a belt buckle and damaged him”. (Focus group, Manchester, April 19, 2012)

“Is God meck some of us still here; I almost killed someone” (Focus group, Manchester, April 19, 2012)

YOUTH IN WOMEN’S CENTRES
Youth enrolled in Women’s Centres explained that they became pregnant for a variety of reasons, including peer influence, force and lack of communication within their families. With respect to the latter:

“We fight because there is no fair system to punish, no fair result in anything. Right now, everybody is a hypocrite. (Focus group, Manchester, April 19, 2012)

“Sometimes parents don’t listen. You want somebody to give advice but we are scared to talk to parents. We feel left out of everything. My siblings and I got separated when my parents separated. My sisters didn’t hear from me because my father didn’t want them to talk to my mother”.

“I didn’t grow with my father. He died when I was 10. This still affects me now”. (Focus Group, Manchester)

“My father wasn’t taking care of me so I went on the street to get a man’s love (Interview, Kingston and St Andrew)

“My father use to abuse me physically so I had to go on the streets and sleep out to get money to take care of myself. (Interview, Kingston and St Andrew)
Many young women could see how patterns were being repeated within their families, since they were also born to young mothers. Almost all claimed to be intent to break the cycle in the interest of their newborns. As above, one pattern they meant to confront was physical abuse:

“Young bwoy love put han pon people pickney. But if a bwoy say hey gal, mi a call him back hey gal” (Focus group, Manchester)

Young women from one Women’s Centre discussed the significance of counseling for breaking the cycle of violence. However, they recognized that their own mindset towards counseling had to change. Further, returning to their home environment complicates the issue. Consequently, they indicated their preference for residential care (at the Women’s Centre)

Nevertheless, the ladies generally resented that they had been forced to leave school while their ‘baby fathers’ (those who were also students) were allowed to remain. However, others thought that it was best that their baby fathers remain in school since this would provide them with the best chance to support their children.

Like youth who attend remedial education institutions, young women are broadly appreciative of the opportunities provided by the Women’s Centre facilities. Many emphasized that the Women’s Centres provide a buffer against the discrimination they often encounter within their families, schools, communities, and particularly at the health centres. For example:

“Di gal gaan breed and don’t even know di father” (Women’s Centre, Westmoreland)

“Look how she was inna church good good and gaan breed now” (Women’s Centre, Westmoreland)

“Mi family say mi go out and look belly. He will hit me and will hit my stepmother if he knows she supports me” (Women’s Centre, St Ann)

“You caan bat; dem bowl you out already?”

Many resented having to leave school while their baby fathers remained. As noted, against such backgrounds, the Women’s Centre is seen as an important resource.

“It is unfair that we had to leave school while pregnant. If there were no Women’s Centre, we would have had to be home everyday.” (Women’s Centre, Westmoreland)

“When I found out, I felt suicidal. I got really emotional. My family cursed. When families are supportive, it’s very different. If we had better fathers, we
would have different outcomes. The Women’s Centre made a lot of difference”.

The girls recognized that many of their peers were unaware or refused to take advantage of the opportunity:

“Many are embarrassed and stay home. Some do abortions. Some don’t have baby fathers. (Women’s Centre, Westmoreland)

Across the parishes, young ladies emphasized that the centres should be expanded, given their importance to girls who got pregnant while in school. Both girls and teachers highlighted the need for a wider range of subject offerings and for varied levels of teaching in order to meet the needs of those who are more and less advanced. Staff encouraged the introduction of CXC level courses across all facilities rather than restricting this to the headquarter school. Furthermore, some respondents suggested that attendance at the Women’s Centre should be mandated:

“Although the education policy speaks to it---that is, no girl under age should be out of school---it should be mandatory that girls who get pregnant in school be sent to us. Currently, we are only reaching about 30% of these girls.”

Textbox 3.3 Some Limits to Aspirations: Views from Youth in St James

“I stopped going to school when I was 17 and have been working on and off since then. I am not working now. Each time I try to get a job, the employers want experience. Youth do not have the experience that employers want. This makes me feel a way”

“Some of us have experience but no qualifications. That does not get us very far, particularly when we do not have the funds to get the qualifications. I have lots of skills but no qualifications.”

“I am living by myself now. I started working and built a room in the same yard where my family lives. I wanted a career in aviation but that is not possible because of the funding and resources. I now have 2 children”.

“I want to work and send myself to school. My mother is the only caregiver. There are 5 of us; 4 are out of school and only 1 is going to school. It is hard on her. My father is not helping”.

“I plan to work in the construction field. I was doing general construction at Herbert Morrison. I was working with older men but they cut my fees. I decided that I am not working with anyone anymore. I don’t want to go into Kingston, as I do not want to leave my mother.”

“Most of my friends go to college and graduate but when you then make $5000 in a job, it seems unattractive. You can’t save; there is no money to go to work; you can’t pay bills and it is worse if you have children. This is one reason for the crime and violence”. “I have been applying and they keep saying they have no space and don’t want too many persons because of low cash flow”.
HISTORIC INJUSTICES AND SOCIAL INEQUALITIES: PRIVILEGED YOUTH

There is an assumption that “privileged youth” across communities have very differing, superior, experiences to less advantaged groups. However, “privilege” is a relative concept; in reality, its “meanings” vary with contexts.

Discussions were held with young people who regard themselves and are also regarded as privileged. In all cases, these were young people who were considered fortunate to be enrolled in and attending a secondary or tertiary institution. Therefore, the traditional ‘high school’ status was the mark of privilege, although these students were known to be financially ‘less well off’ than the youth who made quick ---but as they see it, risky and short-lived---gains.

However, within some schools, the assumed distinction between being ‘privileged’ and ‘less privileged’ was blurred. For example, at Oracabessa High, St Mary students explained that their education was undermined by a number of factors, including the overpopulated classrooms (60 students to 1 teacher). They complained most about the rampant lack of discipline:

Textbox 3.4 Focus Group, Hanover

March 6, 2012

Students were asked about their career goals. Some wanted to be soldiers and the Prime Minister while others simply wanted to make money. Students explained that in order to make money, they were forced to hustle: wash cars; work on building sites; farm; sell weed; scam; thief. For the majority of students, Hopewell High provided a poor learning context:

“The school’s reputation is bad. It’s pure war. There is ‘nuff’ (a lot of) weed in the school and plenty crews and gangs. When students get high, they try to back down people. Teachers beat up students. They blame students for fighting but they themselves fight. Innocent children get expelled. Teachers do not respect us.

Students fight because of the influence of peers and of music. More boys than girls are involved in gangs. Girls fight as well and their gangs are more wicked. The way we are behaving, we won’t live long. We behave the way we do because we don’t have a purpose.

“Most of the students behave like how people in the community behave: loud, no respect for anything; drug abuse. There is criminal activity within the school. We have wars and gangs. The gangs are linked to those in the community and
most of the fights that happen in school start in the community. Lots of students are drawn to bad behaviour”.

Students cited parenting as the key underlying issue: “Some parents will engage in combat if the child is underperforming. They argue with the teachers and cause problems”. Further, they noted that there are problems with child abuse that are causing problems.

“A lot of children are not doing well and this has nothing to do with teachers. Some children do not even want to learn. Many do not attend because of lack of resources, their parents’ unemployment and parental abandonment”

"The way we are behaving, we won’t live long. We behave the way we do because we don’t have a purpose’.

A focus group was conducted among youth from one rural parish. The group comprised rural privileged youth. These youth also considered themselves privileged. The distinction between them and others, as they saw it, is that “some youth in the community are not given an opportunity to be educated. This ‘privileged’ group expressed concern for their ‘less privileged’ peers:

“The HEART programme is good but when some people go to HEART…because they did not go to university, some people think they do not have the proper skill. They are exploited in the work environment. HEART gives youth a chance. Why doesn’t HEART offer training and CXC? HEART helps individuals to achieve skills but the programmes are limited. HEART does not enable you to move socially.”

“HEART: that’s just straight up idiotic. They say they will establish HEART for persons who have no qualifications so what is the sense of putting qualifications for entry. Why not set up a stage for people to pass through to benefit those without basic education? Besides, the people teaching those students need to be patient.”

“The PATH programme should go straight to university. If you are poor and on PATH, you should have tertiary education, with no drama.”

Perhaps one of the byproducts of their privilege is that young people were better able to define the lacks within the education they were provided:

“From high schools, people are uninterested in the programmes. High school forces subjects on students. We are not given the opportunity to pursue subjects such as music. Teachers do not believe that music can help us to get
a job. There is one development path prescribed and they know we can’t reach it.”

“If we were to design our own programmes, we would have Music, Drama, Creative Writing, IT; we would learn to take computers apart. We would have many practical subjects. We would also have a class to develop our talents.”

They had also defined how they could assist the learning of students who appeared slower than they are:

“We would like to help other students in our class. We could teach remedial classes too, using music. We would dramatize; that would be very effective.”

Youth spoke about the fragility of their perceived privilege:

“The majority of us have good family support. However, some of us have parents who are not working, which creates an impact on us. Where other family members are not willing to help, we are at risk of falling. Yet, most of us are privileged since we are being constantly motivated.”

“Most of us are coming from lower middle-income class homes. Our parents have other children who go to school. Money can set us back. Our concern is the Student Loan. The amount of fee paid to get the loan is prohibitive. Student loans seem to benefit the persons who already have collateral.”

“Why take the student loan? At the end of the day, we end up educated people but without jobs. Some of us graduate and go seek employment at various places. The persons from overseas get the jobs from us Jamaicans. When you leave university with a degree, you have to have experience.”

For this meeting with 6th formers, we met in the school gazebo. Students explained that given the problems they anticipate with university fees, some among them work from here – the gazebo. These have calculated that they will work, meaning scam, to fund their university fees rather than accept a student loan. However, there was an important qualification:

“We will not scam anyone who is black; we will only scam white people. They robbed us so this is revenge. We intend to rob back our money. They put in the class system so we will rob them. If it comes to test, we will do it.”
Government, they explained, should overlook scamming, given the quality of their provision. Scamming helps us although we know it has negative effects internationally.

“The system sets us up to fail. We have to maximize on grades. Everybody who has qualifications and cannot get a job might resort to scamming. The government also scams: When we get help from foreign countries; the government uses the money for partying... that too is a scam.”

When asked about the youth programmes and the opportunities they provide, one young person responded:

“For my knowledge, the government has stopped youth programmes; a so dire thing set. If they gave us more options, we would scam less”.

We asked youth about their core principles. Most claimed to have none but a few responded:

“Though times are tough, education will bring success”

“I have both parents who have motivated me to come to school. I try to follow their guide.”

“I want to break generations of poverty. My mother was in the lower middle class; I want to be in the upper class”

“Most of us know about survival. Even though we are not wealthy, some of us won’t scam.”

These discussions suggest the following:
1. Privilege is relative to context. The boundaries between the more and less privileged may not be as fixed as imagined; rather, they may be permeable.
2. Resilience is subjective; it is not linear and predictable. For example, a young person who wishes to attend university and feels the system is set against him/her might consider scamming to be a clever alternative and demonstrative of his/her resilience. For such a young person, scamming may appear a ‘rational’ choice. Meanwhile, a young person who feels reined in by parental principles might exercise resilience in the ‘moral’ ways conventionally conceived. However, there is a danger in assuming that this will remain the same. Without options, what were once conceived as immoral and amoral can be justified as necessary; there is always a risk.

Notably, some of the assumed distinctions between social classes were most apparent in a focus group, which was convened with upper/upper middle class
youth in Kingston and St Andrew. This group acknowledged that they were among the most privileged within their age categories, comprising approximately 10% of the youth population. As respondents saw it:

“Compared to the average Jamaican, I have opportunities to finish high school. I went to a good prep school and am enrolled in a good university. I get to study dentistry, which is seen as elite.”

“I have a sister who finished college last year. She went to a very good and expensive college. Throughout school, we have not had to worry much about money for field trips and so on. I feel that you are privileged if you don’t have to worry about food and livelihood: everything is basically provided. We don’t have to worry about catching the bus.”

Young people spoke of the risks they experienced and perceived. With respect to the latter, they noted: “privileged persons are seen as easier targets for robberies”. From their accounts, fears for their personal safety escalated whenever they ventured beyond their boundaries. For example:

“We would feel at risk if we went to a party alone outside of the Kingston 5/6 area.”

“In some places we are at much physical risk. If we go to a party and it’s not exclusively uptown, we can get into an issue as soon as they hear us speak”.

These youth reported that they are often ostracized and subjected to discrimination.

“We risk being judged. I started a job at Petrojam. I walked in and there was prejudice. I speak properly and so people assume I have money. I always have to prove myself; I have to be more Jamaican.”

“We have problems getting a job. Although we have links, we tend to be overlooked because we are not seen at needing it. For example, I interviewed for a job at BOJ. I waited a long time and was then told that they are only giving summer jobs to people downtown.”

“At Immaculate, we were ostracized for being privileged.”

At the same time, these young people depicted---although they did not readily acknowledge---some of the ways in which they also constructed and perpetuated social boundaries.
“We have to be friends with people with whom we can relate. It’s hard to be friends with the less privileged.”

“I know some persons who are less privileged but there is no way I can say let’s go to the movies because you guys [meaning her friends attending the focus group] would not be down for that”.

“I don’t have friends who take the bus but I know people who have friends who do that.”

Respondents acknowledged that there is peer pressure in defining whom members of the group can befriend and ‘go out with’.

**The Common Problem of Abuse**

The young people agreed that while abuse is not uncommon within privileged homes, it is likely to be much better dealt with.

“In privileged homes, abuse would be better recognized. Children in privileged homes are more likely to go to psychiatrists and so this is dealt with better.”

“Within privileged homes, the families are not really close. There is a lot of distance, particularly emotional distance.”

“If you consider neglect a form of abuse, then this is fairly common across social classes. In less privileged homes, one might have just a mother and in more privileged homes both parents may be there but they may be more emotionally distant.”

“The distribution in terms of emotional and physical abuse is different. Emotional abuse is in privileged homes but it may be more blown out proportion. There is less physical but more emotional abuse. Uptown parents cannot hit their kids.”

“Sexual abuse exists within privileged homes but it is more likely to be taken care of. Forced sexual abuse seems more common in less privileged homes but privileged households are more open to talking about it. Perhaps forced sex is more common within less privileged households because they can get away with it more.”
At the same time, they explain, young people within more privileged households appear more sensitive to any hint of family disruption and are keen to protect an image:

“People of privilege have an idea of perfect households and would be very devastated by slighter issues. For example: ‘Mommy and Daddy needs to be together.’ Less privileged people are more real. They talk about baby father, baby mother etc. More privileged youth are influenced by too much television. Americans are sensitive about divorce and splitting up. We have adopted that image.”

Respondents were conscious of the weight of stratification on Jamaica’s development. They saw this stratification as rooted, in no small part, in the unfair education system. Yet, while anxious that the class system be changed, noting that this was critical for their future security, some mentioned their own reluctance to make the required sacrifices.

“If Jamaica is to lower the distinction between more and less privileged peoples, we will need to mix schools. The unfair education system was inherited from colonial days.”

“Stratification and classism are big problems. If we could solve these issues, a lot would be solved. Jamaica is very unfair. We are genuinely sympathetic about people in poverty: kids walking to school and begging at windows. We have to fix social problems.”

“When I am older, I will not want to send my children to non traditional high schools. I want things to be better but do not want to make the sacrifices”

These young people note that the line between the most privileged and least privileged is sustained because people are unwilling to break the boundaries:

“Parents will not allow their kids to go to Papine. Persons may want to provide better opportunities for children but there is little space for the less privileged. For example, if Campion is offering 100 spaces, 80 of these are filled by uptown kids, whose parents can buy their way in. The less privileged are not getting in.”

“GSAT is the epitome of this classist society. Extra lessons make a lot of difference. This demonstrates that people can pay their way to success. There is a horrible price tag on a good education”
“Schools can’t even provide for good enough teaching. Extra lessons have made the difference for us. I would have failed Math and Chemistry without extra lessons”.

The glaring outcome, as these young people reinforced, is that while the less privileged social classes are being equipped with lower standard academic and skills training courses, “everybody uptown is pursuing Medicine, Law and International Relations”. At the University of the West Indies, these entrenched social relations are, in their view, displayed across the faculties:

“There are Law and Medicine socials. The Law faculty is furnished with a pool table and wide screen television. Persons from outside of the faculty are “watched like a hawk”. Other faculty, with less privileged students, have no security.”

These young people conceded that although the society has been cultivated in the way it is, reform can happen:

“People need to spread the wealth but relations are too entrenched so this is challenging.”

“Things can be changed; some will have to sacrifice themselves and lives”.

“It’s down to people actually getting involved. Uptown people are comfortable and so why change?”

“People need to be willing to change things. It will take time but significant social change is necessary.”

“We need a campaign and a fully functioning education system. We don’t know how they will change it and how it will work but this needs to be done.”

**HISTORIC INJUSTICES AND SOCIAL INEQUALITIES: YOUTH WHO ARE MSMs, WSWs and YOUTH LIVING WITH HIV**

Youth who are MSMs and WSWs explained that they experience differing forms of treatment depending on the areas of parishes they visited. For example in Kingston Gardens, “they beat you, cut you, and rob you. At certain hours, you can’t go in.” (Focus Group, Kingston and St Andrew)

“What draws attention is how people behave. The way people dress and speak puts them in a particular sector. Within the areas I work, especially if you are going into certain areas, you will get scrutinized. Nurses and doctors
give people different treatment. If you want to get tested, nurses may refuse to treat you, depending on perceptions”.

“If I come in with tight pants and also associate with the female gender, I suffer discrimination. I went in for testing and because I am afraid of needles, the nurse said: Stop gwan so; you gwan like say you no get hotter than this”.

“We tend not to make complaints because we cannot deal with the complications. Many are afraid to complain about health administration because they feel that their information will be spread.”

While some within the focus group expressed fear of discrimination and abuse, the more prominent persons with positions within advocacy organizations emphasized that they do not suffer the discrimination that others do because they are aware of their rights and will pursue them through proper channels.

Respondents spoke of the discrimination among MSMs:

“The uptown class looks down on the middle class. The middle class tries to follow the uptown class. The lower class is just themselves and can be a little bit loud sometimes.”

The group also described the sorts of transactions involved in sex across social classes and age groups:

“It is not that the poor person will always go to the rich person; sometimes it’s the rich person who approaches because he wants physical gratification. Some mothers are sending children out and these boys can get about $100 for sex. Sex among men is very low keyed within the inner-cities. There, it is a life-threatening situation: Boys are servicing dons like them talking to Jesus. There are double standards. People abhor homosexuality, even though everyone will know that a don or area leader is a homosexual and is raping Johnny. People are afraid to identify dons as homosexuals. Many persons in these situations cannot talk”.

According to the group, male rape is rarely reported since “society does not allow that free flow of information for you to be comfortable enough to say”. One young man revealed his story:

“At age 16, I was drugged, blindfolded and raped by 4 persons. I went to the doctor and was asked if I was going to report it. I said no. The person who did it was a part of the school and community gang. Plus if you report rape, you are a batty man”.


“When our innocence gets broken; it is us the victims who get the blame”.

The group insisted that CDA is ineffective, particularly in the case of male rape. Such cases, they contend, are treated badly. There are other legislative hurdles:

“We have to rephrase the laws. I cannot be raped now and make a report. That would mean that I have committed buggery, even if I am forced. The law only considers female to be raped since she can penetrated. Many definitions of rape are limited. A man cannot rape another man”.

Nevertheless, the group acknowledged that there have been many gains in recent years, particularly under CISOCA and the Charter of Fundamental Human Rights. As they see it, while the Charter does not include specific reference to the lesbian, gay, bisexual and transgender (LGBT) community, it does provide for some measure of freedom. Yet, much more action is required:

“The government only knows how to talk. The country has been signed on to many charters, with little effect. JFLAG makes demands and gives ultimatums. JFLAG has to hold the government accountable.”

In the accounts presented above, young people of varying categorizations described the ways in which injustices across generations have presented obstacles to their development. Spatial inequalities compound the issues. Across the country, rural area youth lamented the lack of opportunities and provisions for their communities, which had effectively constrained the vision and potential for successive generations. In their view, it was this oversight of and seeming lack of accountability to the rural areas, which had helped to trigger rural to urban migration, urban overpopulation and increased urban crime. Therefore, rural area youth requested fairness and justice in policymaking and programming.

**SPATIAL INEQUALITIES**

The spatial inequalities that have long existed in Jamaica are, to some experts, a byproduct of the prioritization required in a context of limited resources. However, for those who have felt the consequences of these inequalities, this apparent unfairness in resource distribution is patently unjust.

Youth across the country complained about their subjection to lower levels of development. In other terms, their right to develop appears to depend on what successive governments consider in the country’s economic interests. Therefore, youth in rural areas---unless this rural area becomes an economic priority---do not
experience or expect equal citizenship rights. For youth, many of whom already feel overlooked, the situation is worsened, considerably, in poor rural communities.

“Mobay doesn’t offer the same provisions as Kingston. The schools in Kingston are more recognized. People in Kingston are also more knowledgeable of---and have access to---the government and private sector” (Focus Group Discussion, Unattached Youth, St James, February 23, 2012)

“Trelawny is normally left behind, although that is now coming to an end. Yet, all the developments are in lower Trelawny. Nothing is happening in the South. In the south, there is only one HEART programme and it’s very far from Wilson Pen to Albert Town. Besides, the cost of transportation is high.”

“One of South Trelawny’s biggest problem is brain drain; the successful people move out.”

In St Mary, the youth largely work in supermarkets, on construction sites, in nail salons and at gas stations. Consequently, most migrate to city areas.

“I grew up in St Mary, where I moved from one household to the other. I had a hard life and lacked a lot of opportunities. In St Mary, there is not much for youth; we are on our own. I started moving around from I was 15/16 years to relatives and friends’ houses. I grew up in the streets but have a lot of skills: computing, construction as well as knowledge and understanding of the streets. I have caught on to a lot of things. If I try something and nothing happens, I try something else. I hustle for a lot of people: chop bush and clean people yard. As a youth, we have fi look fi anything. A jus so di ting set.”

In St Thomas, youth expressed sheer dejection:

“There is a spirit of demotivation concentrated mostly among youth. This is from seeing others who leave school unable to secure employment within a context of lack of opportunities and inadequate infrastructure”.

Spatial inequalities and injustice take other forms for there are substantial pockets of destitution and neglect that are located in very close proximity to visible wealth. In these areas, inequalities have helped to fuel the perception, which is prevalent among some youth, that persons who consider themselves marginalized by the system have the right to take what they have not been afforded, by any means necessary. This sense of entitlement is beneath the wanton violence in some communities.

In the absence of recognition that the citizens within these areas have equal right to develop, interventions have often been partial and even substandard; provisions can be made in ways that deepen experiences of injustice.
Chapter 3 delves into the deep-rooted injustices that differing categories of youth experience. It explores some of the features and consequences of chronic, intergenerational, poverty as well as the roots to this poverty (including educational disadvantage and abuse). Stories from “unattached youth and female youth dancers depict the disadvantageous conditions that persons encounter. Similarly, discussions with persons with disabilities, young people who live in homes, young persons who are in remedial education institutions, in lock ups and on probation, youth who are MSMs or WSWs also recount historical injustices, laced with discrimination and prejudice. Experiences, which differ depending on how particular categories of youth are indentified, are compounded by historical spatial inequalities.

Views from the privileged youth reveal similarities in many cases, since classification of privilege is dependent on context. For example, a young person who attends high school or HEART training may be classified as ‘privileged’ given the community context. However, there were evident cultural distinctions and social distance between upper and upper middle class youth from St. Andrew and the other groups of privileged youth identified across the parishes as well as the less privileged young people who participated in the study. However, the distance was not sufficiently stark to cause young privileged persons to be unaware of and untouched by the conditions that impair the less advantaged. Rather, the interviews revealed shared discontent; recognition of the historical injustices that have profited certain classes at the expense of others and that leaves the more privileged at risk; as well as acknowledgement that the urgent transformative programming that is required must prioritize the less advantaged if there is to be security for the privileged.

Youth resilience, as the results show, can take varied forms. Where youth resist, they appear to do so based on the principles they have learnt but also using the tools they know and the opportunities at their disposal. This problem of bounded resistance exposes the limitations of some current interventions, which fail to foster visions and catapult disadvantaged young people beyond the borders to which they are accustomed and the manner in which they are labeled. Policymakers and programmers must, therefore, confront some critical questions: Are the existing interventions sufficient for the transformation desired? Do they deal with root causes of dislocation? Are they consistent with principles of equal rights, fairness and corrective justice?
CHAPTER 4

LIFESTYLE CHOICES, EMERGING TRENDS AND MIXED ROLES FOR YOUTH

This chapter discusses lifestyle choices, emerging trends and the roles youth are assuming, as reported across parishes. The subsections below report on seeming shifting gender relations; cultures of materialism and quick gain; the significance of links; shifting moralities; increasing frustration with violence; youth development and the spirits; crises of identity; and substance abuse.

SHIFTING TRENDS IN GENDER RELATIONS

The description of Jamaica’s socioeconomic background presented above explains that gender inequalities persist across generations. Furthermore, gender-based violence is prevalent and deep-rooted, hinging in some part on social traditions and the relative economic disadvantage among women. Discussions among young women across the parishes underscored that these gender dynamics still exist but are shifting in some areas, as young women gain economic independence and, perhaps more significantly, as they commit themselves to fighting the discrimination they have witnessed in their families. The excerpts below are from interviews with young mothers in St James. They show differing reactions to the customary direction of gender-based violence (GBV):

“I dropped out of Grade 10 with my first child. That was five years ago. My baby father stays home and depends on his mother. I tried to battle through. After having the baby, I was sometimes hungry. It was hard to wait until night before eating. My father did nothing; it was my mother alone. I went downtown and got a supermarket work. I started collecting building blocks. The lady I bought them from gave me 10 blocks and took some money off the costs. I started building my house. When the top was to go on, the same baby father came back and say me naw do nutten fi him. Me naw wash, cook and clean fi him. I met another bwoy and is the same thing; him persistent fi sex. But me naw run fi mi body hot and nutten…”

“My mother and father married and me naw live (I am not living) like them. My father did 12 years for accidentally killing my grandmother. The family also put out my mother. One of my uncles beat her daily. It’s just one uncle who
stuck by my mother. My father dropped her out of school (by getting her pregnant) when she was 16. For years, my mother and father were going through a rough time. My father disrespected my mother for another woman. Him throw gas on mi mother and was going to light her but my brother throw a building block on him and knocked him out. “

“My father assaulted me. He hit me in my face and fight me so I took him to court. My boyfriend also tried to fight me. His mother intervened so I told her off and beat him. The second to last time when he jumped on me, mi had a bran new 28 pon mi (on my) bed and I whack after him; him run. When I decided to move out, the bwoy come fight me off and say mi caan lef. I had to use mi three-star (ratchet knife). I moved out and it blew off. Then I went to Sandals on training. I was on the phone when the bwoy step up in mi madda house and lick mi wid di phone den box mi in mi face. He had bought my clothes for di training and him cut dem up.

After how mi father treat mi madda growing up, mi na put up with no crap. From you born, you a get names: slut, whore, bitch. Him could a high and mighty; mi a cut him down to size. Older women grew up in the day and age when man a di head. However, I always have my money. When I don't have, my boyfriend expects me to spread mi legs. I cuss and fight just fi no give him front. I won't teck disrespect from no man.”

In the excerpt above, this young woman expressed her militant stance, without fear of state sanctions. Her story, too, depicts some of the ways in which abuse within families appears to thrive, despite laws and, specifically, because existing laws have limited weight. Asked whether she had no reservation about her willingness to confront disrespect with violence, this young woman was clear:

“If you cannot do the time, don’t do the crime”

This stance was not uncommon. According to an even younger female:

Young lady, 19 years

“I knock out a bwoy wid a hammer. Wen dem a beat you, dem no business. Mi sista have one boyfriend who seh him a go throw her off di verandah. Him bite her till her flesh coming out. Dem say: “A fi mi woman, mi suppose fi beat her...No man naw tek step wid me”.

Some young girls consider their stance legitimate because men are, increasingly, failing to fulfill their conventional roles as major breadwinners. As these females explain, both men and their families are now expecting women to provide support. These dynamics are progressively changing gender relations.
Women as Providers

“When you have money and can help out a situation, dem up into you. Fi mi boyfriend family, if you nuh have something to give, they not into you. They say I am not good for their son. I give the bwoy money to pay for his studies: Maths and English. Yet, his grandmother quarrel when money not coming in. If him decide to spend one Sunday over mi yaad, she call. Grandmother teck set.”

As the young men from one community in St James explained:

“There are more females working than males. Some of the male youth in St James dropped out of school and bun weed all day. Women are getting first preference so that’s why men beg. Some young men are fed up with life. Some resort to surviving without work”.

As explained, these shifting gender relations can, in some part, be explained as a counter-reaction to the history of deep abuse within families and communities. Policies and programmes have not done enough to deal with deep-seated abuse. This oversight of or inadequate commitment to tackling abuse has allowed for the transmission of mental health problems across generations.

TEXTBOX 4.1: Deep abuse within families and communities

19 years

I lived with my mother up to six years old. She found a man who had sex with my sister and tried to have sex with me. My mother didn’t believe. I went to live with my father but he sent me back to my mother. By that time, my stepfather had left after getting my sister pregnant. My sister got crazy. My mother is now crazy too.

I went back to my father and attended St James High School. I reached grade 11. My father refused to buy books. When I said I wanted to go to school, mi mother dash water pon mi. I run away to Negril to live with my niece. She gave me her boyfriend and I went to live with him. We had sex every night then he started to beat me. When he got me pregnant, he beat me and box me. Sometimes, him beat me from morning to evening. When I was pregnant, he asked me if I want him to lick the baby outta me. He burnt me with an iron (at which point she lifted her arm and showed the indelible imprint).

I had to run away from his house. I went to a safe house. I stayed there until I was 7 months pregnant. I returned to my mother’s house at that time and called my baby’s father and asked him for some baby clothes. He said I was to come for the money. When I went, he had a pile of dutty clothes. Him seh mi mus come wash dem if mi want di money. I had to sleep outside. Him no teck care of the baby now.
Some parents send their children out. I know a girl who was being raped from she was much younger than 17. It started with her stepfather touching her breasts. Now, every night, 5-6 men battery her. People use it and tease her. Nobody will report it. My baby father says I must leave it since its bad men raping her. Her mother is not providing food for her and doesn’t want her in the house. Nobody businesses with her. She is 17.

Textbox 4.2: Resilience in the Face of Rape

My mother died when I was small and I lived with my stepmother and father. My father loved to beat. If I got in five minutes past the time, he would beat. This was not a supportive family. I moved from that community when I was in Grade 4. I went to another area and lived with my mother’s family. They were more supportive; they sent me to school and showed love and care. They were very disciplined. I had five subjects when I finished high school. However, even in grade 11, I was still being beaten by my father. I did the best I could in school. In Grade 11, I got raped by my cousin. I then got pregnant. My father still beat me and said it was my fault. As a result, I blamed myself. I ran away from home and went to live with a friend. I then left the friend’s house and stayed with my sister. I met someone I liked and got pregnant at 18. I lost the baby. When I was 19, I got pregnant again. I have a son; he is now 7 months. I still talk to my father despite all of this. At 19, I went on a job-study programme. I left about 9 months after. I went to a new job and left that 2 months after.

I have the case (concerning the rape) in court. However, there is no justice. The process is long and I cannot afford to lose anymore money. I have a son to take care of and they keep rescheduling. I stopped going to court and now they have a warrant out for me.

I got counseling after the rape but not for long. I did not want to talk to anyone. The guy I am talking to now was there for me. He is the baby’s father and he showed love and care. He told me life is not over; I can still achieve what I want. I believe that as long as I am breathing, there is hope. I cannot sit everyday and consider. I have to brush myself off. Bad things happen in life and you have to make the most of it.

Young people believe that they lack ‘backative’ (support) in many critical areas. This feeling of “loneliness” heightens their susceptibility to risk. As they explained, without meaningful (transformative) economic opportunities---that is, ‘support of this sort’---they have little option but to seek profit by any means feasible.
CULTURES OF MATERIALISM AND QUICK GAIN

It is important to be cautious in assessing the materialism and desire for quick profit that have had such costly long-term consequences for young people. First, there is an unhelpful tendency to label such behaviours as representative of the irresponsibility and heightened levels of greed among youth. However, this approach is both a-historical and a-contextual for there are historical conditions as well as myriad structural constraints that make concentrated study and traditional forms of employment appear futile and undesirable. Furthermore, this approach denies the demonstration of irresponsibility and greed among segments of the adult population at all levels of society.

Second——and conversely——history, socialization and the existence of constraints provide inadequate explanations for they minimize young people’s agency; that is, their capacity to make purposive choice. In other terms, young people are not merely pawns of their contexts; they, through their actions and inaction, have a role in charting their own courses. As one respondent explained:

“To how young people see things, they want flash and glamour. Most turn to quick money. Those who can’t turn to quick money begs” (Interview, “Unattached Youth, St James, February 23, 2012)

Similarly:

“Police try everything to stop scamming. Scamming can’t stop because there are material benefits. Scammers are using Digicel. Scamming is like a disease. Youth programmes won’t stop scamming. Lots of students have bikes and cars. Parents know children are scamming and they take the money. Parents have to agree with scamming because they are poor. Why would people work when they can pick up the phone and collect $100000 per day?” (Focus Group, JFLL, Hanover)

These qualifications suggest that policy and programme responses must (a) identify and address matters of cultural and sub-cultural beliefs among youth; and (b) implement genuine transformative opportunities such that young persons can improve their social standing. Yet, responses must also be tempered with realism, recognizing that young people, in exercising their agency, may opt not to participate. Thus, policies and programmes may not immediately correct individual circumstances and, in cases, may fail to do so even over the long term.

The excerpts presented in this subsection highlight both points: (a) how belief systems among youth affect their desire for gain and (b) what varied approaches to and exercises of agency suggest for policymaking and programming.

In the discussions below, young people explain that there are differing——sometimes overlapping——reasons for their own/their peers’ desire for quick gain.
Among them is a fundamental discontent with “how di ting set”, including the substantial blocks to moving beyond the class boundaries they feel imprisoned in.

“We feel hopeless. We need more jobs with attractive salaries. Some people say they can’t pay you. If you have too many qualifications, you can’t get a job and if you have no qualifications, there are still no jobs. Everything works with links. People give their friends and colleagues the jobs even when they are not qualified. They get employment through pulling strings”.

“It is hard to deal with the inequalities across social classes. If you were born in a rich family, you would have better opportunities. I do not feel there is a middle class but for people in the poorer classes, there are no opportunities” (Unattached youth, St James, February 23, 2012)

Interviews were conducted among a group of youth who attend one institution that provides remedial education. Persons described mixed experiences at their earlier schools. Their reports suggested that while there are some students who have learning disabilities, the greater proportion has been sorely disadvantaged by the education system. Respondents had differing views on whether the existing programmes provide for a genuine second chance.

“Usually we could do a test and go to HEART. We now have to have subjects. This is not what HEART was set up to do.” (Focus group, Trelawny)

“There is still a lot of prejudice. We need links to get by”.

Conversely, there was also the perception that many youth do not see the importance of learning:

“Youth are too comfortable; some prefer to remain stagnant”.

**THE SIGNIFICANCE OF LINKS**

Young people in each parish highlighted the role of “links” in survival and growth. For them, assuming transparency and operating as though this existed in Jamaica constituted sheer folly. Links were required for education, employment, as well as for surviving in school and in the communities. One young man explained the significance of links for youth who are living on the streets:

“There is a top class person in the area. If someone disrespects him, he sends his ‘dawgs’ to deal with it. This person has set up an extortion business, a form of ‘bredrenship’. If one bring in $500, the boss takes $250 and uses the money to cook etc. Some don’t share the money but use the links to get jobs.”
SHIFTING MORALITIES

The discussions revealed varying levels and standards of morality among youth, although there is still the conventional perception that one measure of morality exists and is functional in Jamaica:

“From the moral standard break down, we have a problem. We need a state of emergency to repair the moral standard of Jamaica or else it’s body bag and burial ground.”

Conversely, there are young people who draw their standards from the realities of the context they subsist in and must negotiate:

“It’s fine to con men. We call the sof’ men ‘bups’. There are the bigger men who have more money and are willing to give. We call them the ‘masquerade’. We have sex for money. We have babies for money. We then give back the babies to their fathers”. (Female youth, St James, February 24, 2012)

Similarly, across the parishes, youth widely justified scamming. As far as they see it, the government is a huge scam operation. The taxation system, for example, constitutes a massive scam. Given this high level example, they reason that their own operations are legitimate, particularly because their targets are the white people, whose ancestors have scammed the country.

In Westmoreland, youth created a chart to demonstrate the advantages of scamming, which they claimed had been instrumental in reducing robberies and rapes and changing societal dynamics in a positive manner.

TEXTBOX 4.3 BENEFITS OF SCAMMING: CHANGING BELIEF SYSTEMS

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<tr>
<th>Previously</th>
<th>Currently</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth used to rob, steal, rape, capture and hold for ransom</td>
<td>Youth now have money through scamming Girls are attracted to scammers and so there is no need to rape</td>
</tr>
<tr>
<td>Youth were susceptible to considerable peer pressure Youth were involved in hangings</td>
<td>Youth now have a better life; they take away money from white people and spend it in Jamaica</td>
</tr>
<tr>
<td>Stealing to get gold</td>
<td>Cash for gold now common Scammers are using money to provide business grants to other youth</td>
</tr>
</tbody>
</table>

Given the advantages, as they perceive it, the youth who participated in this focus group in Westmoreland, were genuinely baffled by the government’s attempts to “clamp down on scamming” for while scamming was “not really right”, it was
seen as “good for the economy”: it was a way “to help ghetto youth”. Moreover, scamming was a more sophisticated form of robbery, which was preferable to using guns.

Similarly, youth in St Thomas described “layers of legitimacy”:

“Smoking weed is legitimate to me but police see it as wrong. When we pimp out young girls, we gain off it but people prie it as wrong. I have to do mi ting to earn and what I do is legitimate for me. Some young men sell their bodies to make money. I am not doing that; I prefer to sell girls” (Focus group, St Thomas, April 13, 2012)

Other youth described the cunning of ‘our type of extortion’, which they characterized as a business transaction:

“Some youth set up a robbery. They mash down a table or so, not to hurt the man. Then they turn up and say, ‘we hear what a gwan, we will give you security’. Then every Friday at 2 pm, they pick up their package. From dem cabbage a run, dem no mash down no more table. If anyone violate di ting; dem mash dem down. When you hear say man a dead, its because of violation; di ting not shared out properly” (Focus group, St Thomas, April 13, 2012)

Textbox 4.4: Shifting Moralities and Youth Realities

Findings from the focus group that was conducted in Portland described the consequences of shifting moralities among youth. Respondents explained that teenage prostitution; promiscuity and battery are common among youth. There is group rape, as some youth believe it is cool to gang rape. There is a hype associated with group sex; sex is no longer sacred.

MORALITY AND PARENTING

Some youth consider failures in parenting to be based in and reflective of slipping standards of morality.

“Parenting is one of the major problems. There are lots of teenage parents. Teenage parents were not properly brought up so they are dragging up their children. The moral standard is decreasing rapidly.” (Focus Group, Rose Heights, St James, February 23, 2012)
“Young people have been sexualized early. Parents are teaching their children sexuality. Children as young as 1-2 years absorb what they see” (Focus group with Street Youth in St Thomas, April 13, 2012)

“Lots of parents do not have the necessary skills; they need counseling.” (Focus Group, Rose Heights, St James, February 23, 2012)

“I have three children but none live with me. This is because my policy is to give each baby father his first born. There are three different baby fathers and the children are with them. I don’t need any more children.” Focus Group, St James, February 24, 2012)

As youth in St Thomas surmise, many mothers are selecting lives of abuse for their children because of their own histories:

“Women prefer to get easy money. Lots of mothers ask their children to sell their bodies. Some children see their mothers doing these things. Mothers don’t fight against it”. (Focus group with Street Youth in St Thomas, April 13, 2012)

Yet, despite the quality of many mothers, many youth, especially males are extremely defensive of them and express deep hatred or distrust for their fathers. There were youth who vowed to kill their fathers, should they encounter them or should their fathers attempt to ‘dis’ their mothers. In cases, it was necessary to divert these conversations, given the palpable anger.

MORALITY AND MUSIC

Youth in St Thomas were concerned about the shifting sexual practices among their female counterparts and blamed the music for this new wave of “immoral sex”.

“Lots of girls like to bow. Many girls now prefer anal sex. You don’t have to ask them. Sometimes, they use it to control men. The majority of men go the wrong way so women have anal sex to maintain them.”

“Girls will bow to get famous. Many girls are educated. Some have six subjects but they like di ting so they come back and do more nastiness. This is also because of the artistes. People like Vbyz Kartel are teaching girls nastiness. People listen to Kartel’s “Freaky gal” and think these things are alright.

“Vbyz Kartel is a member of baphomet and so when he sings, we cannot resist singing and doing what is in his songs. He also has a condom line called Daggering and this sort of thing justifies battery” (Focus group with Street Youth in St Thomas, April 13, 2012)
INCREASING FRUSTRATION WITH VIOLENCE

Across the country, youth are growing increasingly frustrated with violence, particularly the costs to their families. Some are taking form steps to divert from this path, although they feel that their attempts are neither recognized nor supported. The excerpt below, from discussions with youth in Rose Heights, St James, provides an example.

Excerpt from Focus Groups: Rose Heights

In 2004, violence was rampant. Churches were empty and everything was bad. The marching band went down. Rose Heights was crippled. The entire community was locked down. Different young men came together and decided to have community conferences. For over two and a half years, there have been no murders. Instead, every problem comes to the Covenant of Peace. People started to attend church. Despite all this, the society and the state have neglected the young men who kept the community together. First, some people do not believe in peace so they do not come in and try to help. There are lots of negative people in Rose Heights. Second, the state does not aid the peace movement. There is no help but lots of rumours and propaganda. Now, everything is about to go down the drain. Even the CSJP works around the peace movement. There is no support. Right now, the risks are increasing. The place is not at war but there is fear of another upsurge in violence.

We are tired of funerals for youth. If we continue in this way, the cemeteries will triple up with pure teenagers pon (on) top. Ninety percent of teenagers were not under the protection of their parents when they were shot.

“\textquote I personally believe that everyone deserves a second chance. The police doesn’t want to accept change. Police say wi fi dead (we are to die) off. Some people go school for 5-6 years; the police get training for 5 months and still treat people like bwoy”.

“Really and truly, the violence thing no nice. Mi a travel Jamaica inna fear because of di police. Mi get a chance already and doan wan go back deh so. From police see me a straight jail mi a go. Name doan haffi call fi certain tings go down. Di place naw really run good..” (Focus Group, Rose Heights, St James, February 23, 2012)

“If you naw feed the dawg, it will lie down still and let others rob you.” The government has money allocated for crime prevention but Rose Heights is not getting any. The government’s only focus is the big places that tourism affects. If fire a bun up yah so, it no matter since no tourists are affected. People are weary. They feel they are left up here by themselves; no education, no employment, no plan.
This is not to suggest that violence is not still justified in many parts. As youth in St Thomas explain, people sometimes have to rebel violently because of how “di justice ting set”:

“We have no ‘backative’. The police and the justice system are slow, even for the rich. We have to bring a knife because there are lots of rapists. Gunmen are walking up and down. You never know when they might feel horny”.

“Nobody defends us (street youth). Police don’t look a us. If you are in Morant Bay and across from the police station, they don’t look at us. We have to defend ourselves. The cycle continues”. (Focus Group, Street Youth, St. Thomas)

“Police a hypocrite but its either fi him life or mine. Both a we have one life. If him back him gun; me a back mine”. (Focus group, Kingston and St Andrew)

Others are opting for violence for the simplest of reasons:

“If a man just splash you with water and don’t apologize, it’s war. If a man touch a girl and no response, its war. Man wi teck man out of the picture to deal wid a girl. Jamaica people have a high tension of priements”.

YOUTH DEVELOPMENT AND THE SPIRITS

Particularly in the parishes of Hanover, Westmoreland, St Thomas, St James and St Mary, young people spoke of their involvement with the occult in order to make money and to protect themselves. Following practices that they claim exist among various Hip Hop artistes, they explained that many among them are allied to baphomet, which is a symbol of occultism and satanism.

In one institution in Hanover, young males who were involved in scamming, explained that it was common practice for them to visit “obeah men” in order to protect themselves against ‘duppies’.

“We have to pay $150000 for the guard rings. We can buy a ring and let the obeah man load it with evil spirits. We buy specific rings. If trouble coming, the guard rings burn and so we know “fi teck weh wissel”. Some of the rings get black. The whole of Jamaica is stepping out. Almost every scammer has a spirit filled guard ring.”

When asked about the origin, youth explained that it is a practice that is connected with young people abroad who are also involved in the occult. “Bigger heads from abroad come down with it”. Youth in Jamaica considered it necessary since:
“White people are sending ‘duppies’ for scammers and that is why we buy guard rings.”

Young girls at one Women’s Centre facility explained that obeah was commonly practiced to protect themselves and their babies from evil. They reasoned that “the Lord cannot always protect so it is better to have a back up”. The girls explained that obeah cannot touch them while pregnant since they were being guarded on all sides: “Your face turn to front and the baby’s face turn to the back so there are eyes all round”. However, they were quick to recount their experiences with obeah and their strategies for self-protection:

“When I was pregnant, I felt a pain. The baby father and I went to a lady and she said not to walk by the back door since my aunt was throwing something by the door for me. My boyfriend had to wash the step with salt”.

“Obeah always happens. One lady threw something for me and it catch my cousin, who had come to visit from Kingston. When they took her home, her mother brought her to a place and they gave her something to rub. That is why I got a guard ring. I paid for the ring and they fill it with ghosts. I don’t feel anything is wrong with it”.

“Spirits can be put in anything: necklaces, teddy bears, ketchup, handkerchiefs. We also put protective bands on our babies to ward off evil”.

In St Thomas, young people explained how a boding sense of evil severely stymied their development. It is important to note the dynamics described in the excerpt below, particularly the implications for trust, which is necessary for the coordination and collaboration required for community development:

“There is a lot of obeah in St Thomas and a lot of young people are participating. Some people get blue foot; for example, if you trouble a next man daughter. People are fearful. Children are told not to leave their books at school. People don’t want to be promoted in case people obeah them. As a result, St Thomas is feared.”

This fear obstructs development in various ways. For example:

“In St Thomas, if you send in an application, it’s not wanted. People see St Thomas as an obeah place. You want to do something and can’t. Demonic forces are holding us down”.

Within this context, they note, people expect little for themselves and are discouraging of others’ progression:

“People are discouraging. There is not enough positive language. The spirit in St Thomas is dull. We only think of ourselves and not others. We always think
of self-benefits. Proposals from St Thomas are always written off since we do not finish what we have started. There is no voluntary service anymore”.

“People will sink you down in a hole just with their eyes alone. If they catch your hair, they can do things with it. Most of these things are caused by negative vibes and bad minds. We don’t have strong control of our minds; there is only confusion. That is why killing can’t stop”.

“Something holding down St Thomas and disunity is a part of the problem. The bigger heads set it that way. They fight against one another and it pass down”.

Further, young people describe the effects of the overpowering spirits of stagnation and negativism:

“ If employment was to flood St Thomas, many would not get it. Why? We have problems working in teams; we have low communication levels; we lack professionalism; we lack qualifications; and we do not know how to put our differences aside. Nothing comes through in St Thomas. Here is called back in time”

“Our minds are filled with negativism; all of this is coming from our backgrounds”.

In contrast, youth explained that the cultural spirit in St Thomas is high, although they qualified that this cultural spirit largely related to kumina: Kumina, they note, is “linked to obeah:

“We use obeah workers to jump and they drink goat and chicken blood. They climb trees and light posts and then get inna myal.”

Youth were then eager to describe myal:

“The obeah workers put a goat in a ring and then at midnight, they chop off the goat’s head but the goat still dances”

“They can set your life on a fowl; when they ‘bruk’ the fowl neck, your neck ‘bruk’ too.”

“They show sheets over the drum and the drum keep knocking without anyone playing”.

“In Myal, the demons get in us. Dead spirits come in us. It’s a maroon tradition”.

“We were in Sunny Hill and they had this cd with kumina songs; people ketch inna myal”.
“Myal is like a possession. People walk in fire; they get cut and do nothing.”

While some young persons claimed to very fearful of myal; others said they were accustomed to it. There was wide agreement, however, that there is little counter-reaction from the church. In contrast:

“Christians pass by and behave as though they don’t know you. There is no invitation from the church. While the godly spirit is not absent; it is subdued.”

“I go to church. The pastors will preach about obeah but most pastors are having sex with young children.

There were youth who claimed to have rejected the church, emphasizing that “it can do nothing for me”. Some had become disenchanted with what they perceive as “double standards” among churchgoers: “Mi tired fi see me and church sistas buck up inna some places”.

“The church in [my community], the junior minister got involved with two sisters and got one of them pregnant; yet, he rebukes anyone who wears short skirts”.

Young people in St Thomas explained some of the associations they saw between the ‘spirits’ and their (youth) development:

“If the spirit is dull, youth will turn to other things, such as crime and carnal abuse.” Incest is prevalent. Without opportunities, some parents uphold carnal abuse. They allow their children to be molested for pay.”

Youth in St Thomas claimed that the spirits were also responsible for violent behaviours:

“The spirit makes you do certain things. You try to sidestep people and them push you the wrong way. You jus have to bus a bwoy face” (Focus group, St Thomas.)

CRISES OF IDENTITY

There are deep and disturbing issues of identity among youth. Without adequate supervision, options and support to counteract backgrounds of severe abuse, many youth feel lost and become easy prey to older persons who entrap them into sexual and other forms of bondage. As young persons in St Thomas explained:

“We are all distorted and trying to find out who we are”.
“Most of us are trying to find ourselves. We have no jobs. We are lost. We have no skills to deal with certain things and no forums to express ourselves. We are in a box”.

Selected accounts of some of the roots to crises of identity are presented below:

“I got pregnant at 18 years. I was in 6th form. I wasn’t aware I was pregnant. I had irregular periods and so was not concerned. I did Cape and got 1s and 2s. I also got 6 CXC. I had the child and was living at a friend’s house. The baby’s father helped sometimes. My mother also helped sometimes but my father didn’t care. For two years, I have been alone. I only saw the baby’s father when the child was 1 year old. I was emotionally drained, so much so that I left the baby in St Thomas. I have been through a lot of stress. At 13, my stepfather almost raped me. I started to close myself off from the world. It has really been a tough life. I am now aggressive in how I relate to people. I never had the benefit of confused but I am confused and like attention. That is why I cut my hair off and started dressing and acting like a man. People do not recognize me. When I was pregnant, I looked like a girl. “ (Life Story, Trelawny, February 27, 2012)

In many parishes, young people explained that many among their peers were unsure of their identities. They noted that homosexuality and lesbianism were becoming increasingly common because older men and women were actively involved in recruiting the young. In Hanover, for example, some young men (those well acquainted with the streets) emphasized:

“Bigger men are trying to confuse the youth. They put arguments to us. They come with flashy cars and solicit us. There is also a lot of lesbianism among girls, since older women solicit young girls”

In Kingston and St Andrew, some young men who classified themselves as MSMs noted that they had been molested during childhood. Without counseling and support, they became confused about their identities. There identify other confusions:

“You can be a MSM but don’t consider yourself to be gay”

“In many cases, persons are gay or bisexual but they deny. They insist they are straight but simply have sex with men. Then, there are some you say, as long as I am not penetrating; I am not gay. Others claim that as long as it is my penis going in, I am straight but the partner is gay”

In St Thomas, youth explained that lesbianism is common among girls, from approximately 15 years. This is because some of the teen girls are exposed early. They see things. Mothers curse men and classify them as worthless. Since older women are offering “nice things”, girls are lured in:
“How men are treated causes some girls to turn”.

Young men report that females are responsible for much of the violence they are involved in. In order to protect an image of being a man who has the ability and capacity to “defend di ting”, young men carry guns and war, particularly if their woman expects it:

“Most girls love to see a man with a gun. Gun is to protect girls. Them say: ‘you dis me; me a go meck mi man come fi you’”.

Conversely, young men are also having similar expectations of their women:

“Town girl will bus head head fi you. Own girl will bun up a gal. She can defend her ting. Its nothing to lick out a man brain”.

There are other causes of confused identities. For example, many children and young persons are given parental responsibilities from an early age. While these arrangements may satisfy an economic need, they can cause psychological distress both for the carer child/youth and the siblings and relatives being cared for (See case studies below).

**YOUTH IN CHARGE OF HOUSEHOLDS**

**CASE 1**

I have two brothers and one sister. Because of family constraints, mom had to move overseas. I was 17 years. I am now 24. Mom sent down money but left me in charge of the household. My brothers (12 and 9 years) and sister (6 years) were now looking to me for guidance. My uncle visited me now and then to check that everything was fine. My mother had shown me the ropes and so I knew everybody in the market. I just bought bare essentials. I had to take a year off from school, as I had serious emotional issues. I found myself responsible for discipline. I had to beat my siblings, which they resented. They didn’t like the fact that mom wasn’t there. Sometimes, the money was not enough. When we ran out of money, my uncle helped. This continued until I was 19. I told Mom I couldn’t do any more and she had to come back home. I think she blames me for having to come home. When she came back, the children still came to me. I went to ComC but had to work because of financial constraints. I am now studying psychology at UWI. Though the role taught me responsibility (I even had to attend the PTA sometimes), I also lost my childhood.

**CASE 2**

When I was in Grade 9, I almost got raped. Mom didn’t believe and threw me out. I went to live with my Aunt, who didn’t treat me well. XX and I lived on our own. It was hard to find food. We had to hustle $500. We had to fill drums to make a living. I used to hate my mother but now that I feel her pain it’s different. It’s difficult to nurture when you have not been nurtured.
CASE 3  I wanted to go to UWI but my mother didn’t have the means. She went to Cayman Islands and left me in charge of my brother. I was 18. It was difficult to define the line between being a parent and a sibling. I have now finished UWI and he is at Edna Manley. Mom sent the money for school fees and clothes. She is still in Cayman. My brother told his counselor that he felt Mom had abandoned him and he was angry at me for becoming his mom and having to enforce rules. He had to do anger management.

CASE 4  I grew up in Falmouth Gardens. My mother lives in Mobay. My father took me from her when I was 5 to live with my aunt and grandma. My aunt sent me to school. By the time I reached Grade 10, my aunt decided not to send me to school anymore. My boyfriend sent me to school. I finished Muschette one month pregnant and moved out of my parents’ house to live with a friend. My boyfriend and I eventually split. I later found out he was homosexual. I have had no counseling and all that happened still torments me.

There is very limited understanding of and response to youth’s psychological needs. The majority of youth interviewed said they had received no counseling and had no faith in many of the counselors who are based within their schools. Further, and significantly, efforts to halt the situations that cause psychological dislocation are not sufficiently comprehensive or far-reaching. Infringements of persons’ rights occur daily, given the knowledge that existing avenues for claiming accountability do not function as well as intended.

SUBSTANCE ABUSE

In every parish, youth celebrated the value of the weed. Most smiled contentedly as they described how the weed allowed them peace. Throughout the day, therefore, many claim that they light the spliff continually to keep their “heads from getting hot”. The problem, they cautioned, was mixing weed with coke, since “when you burn that, it mad you”.

Marijuana use is common among males and females. From reports, it is becoming increasingly popular among females of 13-24 years.

“When you bun weed, you adrenalin pump up. If you want sex, you say it.” (Focus group, St Thomas)

“I like smoking better than drinking because when you smoke, everything comes out of your head. When you drink, the stress is still there”. (Young men, Manchester, April 19, 2012)
“My stepfather gave me Mandigo (Appleton and Rum Cream); Rum and Pepsi and Magnum. Most of us are addicted to drinking and can’t stop. This slows down our learning” (Focus Group, Remedial Schools, Manchester)

THE BURGEONING ‘UNDERGROUND’

It would not be entirely misplaced to question what activities properly constitute the underground since various crimes seem accepted in conditions of “legitimized illegitimacy”. For example, from their accounts, scamming and other types of extortion do not appear to exclude public personalities.

However, young people in one parish described youth involvement in hardcore underground operations such as child trafficking. Not much is known about these activities, which respondents described as thriving industries.

SUMMARY

This chapter reviews lifestyle choices and emerging trends among selected Jamaican youth. The chapter notes that while gender inequalities and male on female gender-based violence are still common, there are young women who are violently resisting and, as some see it, actively preventing male on female abuse. Some female youth, particularly those who are now the prime providers in their families, portray the violence that they mete out to their partners as justified retribution. Notwithstanding, there are also many stories that depict the familiar male on female abuse and differing levels of capacity (among females) for resilience. It is noteworthy that resilience, such as was depicted in one case of rape, was not always supported by state actions. Indeed, it appears that the judicial process exacerbated the situation.

Chapter 4 also highlights the prevalence and consequences of emerging cultures of materialism and quick gain. It explains that these cultures are not unique to youth since similar tendencies exist among segments of the adult population. Furthermore, it underscores that there are historical conditions and structural constraints that make traditional forms of enterprise unattractive and, apparently, futile. Thus, it tempers the tendency to attribute problems of materialism solely to young people’s greed and irresponsibility.

The chapter emphasizes the perceived significance of ‘links’ for survival and growth as well as the wide disbelief in the existence of transparency. It also highlights concerns about shifting moralities, which result, for example, in persons accepting and legitimizing scamming, drug abuse, pimping, poor parenting and what some youth dub as “immoral music”.

The chapter shows a growing frustration with violence, emphasizing that young people, in some parts, are trying to reverse such trends, although they claim
that this is with little support from the state. Despite such attempts at change, there is ample evidence that wanton violence is still common and destructive.

Chapter 4 presents findings on the roles of the spirits in youth development. It focuses, particularly, on the growing significance of the occult and its debilitating consequences for trust, social bonding and youth and community development. Corresponsingly, the chapter speaks to the emerging and varied crises of identity, such as among youth involved in the occult, youth who are in charge of households, youth who are MSMs or WSWs and youth who are victims of abuse; notably, these categories are not mutually exclusive.

The chapter highlights the prevalence of substance abuse, including among female youth from 13 years. It then notes concerns about the burgeoning underground, which warrant further exploration.

The excerpts provide useful pointers for legislation, policy and programming. It also encourages reflection on matters including the quality of governance, the roots to differing cultures and subcultures among youth and the changing dynamics of abuse, which exists in varied forms (spiritual, emotional, mental and physical).
PART THREE
CHAPTER 5
MULTIDIMENSIONAL ACCOUNTABILITY: ADDRESSING INJUSTICES AND BRIDGING THE GAPS

The Preamble to this report presented a very hopeful and constructive approach to conducting the Situation Assessment. As noted, the positive and strength based vision and vocabulary for engaging with youth rejects the “the tendency to present the situation of youth as tantamount to the problems of and with youth.” It describes the problem-prone approach as defeating since it denies young people’s capacities to contribute to and actively participate in formulating solutions. Consequently, the Preamble notes:

“This strength-based vision helps to inform the ways in which issues are defined in this Situation Analysis of Jamaica’s Youth; it colours the methodology that was used, including the ways in which youth in their varying situations are included. Importantly, the approach is not used to temper the presentation of the real hardcore situations within which certain categories of youth are forced to subsist, some of which they themselves cultivate; neither does it deny the weight that adverse family experiences, socialization, long-standing inequities and injustices, structural violence and, as a consequence, warped expectations have on the long term prospects of varying sub-populations. However, it recognizes that youth can be productive (not merely destructive) agents of change, particularly where they are supplied with supportive institutions, amenable social contexts and constructive relations.”

The Preamble was written and reported in the Interim Report. It has been retained in the Final Report because this approach informed the fieldwork and remains a fundamental guiding principle. However, the many encounters with youth across the parishes force reflection on this ‘strength-based’ approach. The following considerations are noteworthy:

1. While young people have the capacities to contribute to and actively participate in formulating solutions, the strength-based vision should not be used to obscure the realities of young peoples’ conditions: many of the young persons interviewed appeared “dented and broken” in various ways.
2. There is an inherent contradiction in the strength-based vision for while refuting the problem-based perspective and challenging the view that young people are in need of psychosocial repair, it acknowledges that “youth can be productive (not merely destructive) agents of change, particularly where they are supplied with supportive institutions, amenable social contexts and constructive relations.” This report suggests that it is precisely these supportive environments that are both critical for psychosocial repair and necessary for facilitating productive—as opposed to destructive—responses.

3. The strength based vision and approach have lesser impact and potential where youth have lost belief in themselves. While it is true that there were young people who provided hopeful stories and demonstrated resilience in the traditional sense (where this is taken to mean surmounting their conditions using constructive, socially acceptable strategies), the majority of persons interviewed appeared unable to conceive of the possibility of transcending their circumstances; rather, their focus was on negotiating their contexts in the best ways feasible, using the tools with which they were familiar. As noted, these tools and actions may not fit society’s perceptions of moral or responsible actions but they, may, nonetheless constitute resilience. In some contexts, resilience may be critical, not for surmounting conditions, primarily, but for surviving.

Pierre Bourdieu’s discussion of the concept of habitus is useful for explaining why young people may not demonstrate resilience in the purposeful ways that the strength-based vision suggests. Bourdieu emphasizes that historical and social conditioning can produce mindsets and behaviours that are difficult to change. These mindsets then colour the ways in which persons exercise agency, which includes their choices not to act. Habitus is ‘both structured by the past and structuring of the present’. Yet, while habitus is long lasting, it is not static and eternal: ‘socially derived dispositions can be challenged, eroded and dismantled where there is exposure to effective counteracting influences’. Here, Bourdieu’s ‘effective counteracting influences’ can be conceptualized as consistent with the strength-based vision’s “supportive institutions, amenable social contexts and constructive relations”.

Extrapolating from Bourdieu, it is now possible to see why the content and direction of policy and programming is so critical for youth, many of whom have been socially conditioned to think within the confines of “the box” (whether that box is located uptown or downtown). There is ample evidence from varieties of contexts, including Jamaica’s own history, that ‘interventions’, despite their stated objectives can, in actuality, condition persons to become complicit in their own poverty and inequality. This is likely particularly in circumstances where there is insufficient and inconsistent effort to tackle the historic injustices and structural violence under which persons are, in many respects, ‘trained’ to subsist.
The background section to this report asked two critical questions:

“To what extent are approaches to interventions and the actual content of programmes consistent with remediing inequalities and injustice and with promoting more equitable relations of accountability (thus giving differing categories of youth fair prospects for exercising their rights as citizens)?”

“What sorts of actions and approaches are required to dismantle the multiple and overlapping boundaries to more equitable relations of accountability?” (Moncrieffe, 2011, pp. 173-174)

It introduced the concept of relational accountability, which encourages reconsideration of what ought to constitute responsibilities and accountability to Jamaica’s citizens. Traditional concepts of accountability focus, almost entirely, on instituting checks and balances, such as the vote; parliamentary oversight; the ombudsman; and civil organizations for monitoring and evaluating. Within democracies, accountability mechanisms also provide for deliberation and explanations, such that incumbents can answer for the use of authority. Relational accountability goes further. It maintains that the quality of dialogic relationships depends on power and capacity of differing segments of the population to represent claims or have them represented, engage meaningfully in dialogic processes and enforce sanctions on the persons elected to represent. It argues, too, that “enduring injustices and inequalities can warp power relationships and produce and sustain partial and skewed relations of accountability (Moncrieffe, 2011: 44). Correspondingly, various authors (Spinner-Halev, 2007; Hayward, 2009; Jung 2009; Moncrieffe 2011) “endorse demands for proactive representation, particularly of the sort that deals, convincingly, with the enduring and evolving injustices that impair active and productive citizenship” (Moncrieffe, 2011: 44)

In Relational Accountability: Complexities of Structural Injustice, I argue that ‘while pervasive inequalities of accountability can provoke the sort of resistance that improves the quality of democracy, they can also provoke resistance that generates and cements profoundly anti-democratic politics” (Moncrieffe, 2011: 44). The various forms of resistance among youth that are described in these accounts indicate that some youth are actively challenging “how di ting set”, sometimes through methods and means that are not all civil; some youth are internalizing injustice in ways that are harmful to their personal development and, ultimately, to Jamaica’s development; there are youth who have either been denied space in the system or have voluntarily detached and chosen, instead, to survive using means with which they are familiar and consider predictable and reliable. This is not to suggest that much has not been done to respond to youth issues; however, this situation analysis suggests that despite many successes, responses have been inadequate. In some cases, youth believe an absence of concern. Correspondingly, young people in “forgotten” rural areas have accepted the position succinctly expressed by one group in St Thomas:
“We are at a place where there is no hope for us”. (Focus group, St Thomas)

The evidence indicates that questions must be raised about the equalizing intent and effect of many interventions:

- To what extent is there accountability to the differing categories of youth across Jamaica?
- To what extent are policies and programmes informed by a belief in the rights of all segments of the population to develop rather than merely subsist?
- Correspondingly, to what extent are policy and programmatic responses designed to satisfy observed gaps as opposed to transforming lives, such that successive generations can experience genuinely improved life chances? What are (and have been) the short and long consequences of both approaches?

Such candid questions must be asked and answered.

The remainder of the chapter is divided into five sections:

Sections 1-3 summarize the status of existing legislative and policy mechanisms and provisions.

Section 4 uses a desk review that was conducted across youth serving organizations at both government and non-government levels to indicate practitioner experiences as well as gaps in policies and programmes.

Section 5 incorporates stakeholder assessments of existing policies and programmes into discussions of the types of actions and approaches that would best support an agenda that aims to treat the underlying and root causes of the key issues identified; correct historic injustices and drive youth development using principles of equity and equality.
TEXTBOX 5.1 CHALLENGING THE NORMS: PARADE GARDENS

One of the most fascinating focus groups was convened in Parade Gardens, Kingston. There, youth expressed their frustration with ‘the system’ and the ways in which this forced their detachment:

"I wouldn’t advise anyone to try to fight the system. When we resist the system, they take us out. Our philosophy is see and blind hear and deaf. That makes us live longer. Detachment from the system is necessary for survival"

Youth, Parade Gardens,

Youth recognized the ways in which norms, both positive and negative, governed youth behaviours:

In Jamaica, there is the mindset of the norm. The mindset of the norm among teenagers may be promiscuity; it may not be good but it’s hard to divert. There are norms with respect to the garrison. If I am a shotta, I am not expected to have a girl who drapes me up. If she does it in public, I cut her down. Even if she drapes you regularly in your house, she cannot do it in public. We have to maintain the image; that is our norm. Within communities, there is a norm of materialism. There are norms in terms of manhood; for example, men are expected to provide for their mothers and girlfriends. Other norms of manhood include: don’t tek dis.

The group discussed challenging the prevailing norms, through ‘positive abnormality’. The strategies they suggested included promoting one on one youth interaction; breaking intergenerational transmissions of abuse; cultivating new norms of accountability to self and others in the community; new dialogic relationships between agencies and communities; breaking social boundaries by making visible demonstrations of success (such as through scholarships for students from the inner-city areas) and supporting their replication in communities. The youth then reflected on the ways in which they have cultivated boxes for themselves since they recognized that despite the creativity of their responses, they still believed that they were impotent and that solutions depended solely on leadership from the ‘bigger heads’.
CHAPTER 5: SECTION 1

THE FRAMEWORK FOR REGIONAL AND NATIONAL LEGISLATIVE DEVELOPMENT FOR YOUTH

The first Article of the Convention on the Rights of the Child defines a “child” as every human being below the age of 18 years unless, under the law applicable to the child, majority is attained earlier. However, the United Nations has defined “youth” as the age cohort 15 to 24, in recognition that there are special characteristics ascribed to those persons who fall over the 18-year-old limit but who are not correctly classified as adults. Legislation relating to the child serves to protect the cohort of youth between 15 and 18, and forms the basis of many development programmes. Legislation targeting youth between the ages of 19 and 24 are, generally, those that protect and provide for the general population.

Jamaica signed the CRC in 1990 and ratified it in 1991. Additionally, the state has signed a number of international and regional treaties or agreements which not only aim to promote and protect the rights of its citizens, but give rise to national policies aimed at furthering the development of its youth.

There are a number of international legislations that, if effectively implemented, should provide the protections and rights over the child to youth life cycle. These include:

1. **THE UN CONVENTION ON THE RIGHTS OF THE CHILD (CRC) (1989).** The CRC sets out a number of substantive rights of children and covers the treatment of children in peacetime as well as in situations of armed conflict. The four core principles of the Convention are *participation* by children in decisions affecting them; *protection* of children against discrimination and all forms of neglect and exploitation; *prevention* of harm to children; and *provision* of assistance to children in order to meet their basic needs. In 2000, the UN adopted two optional protocols to the CRC on, the “Rights of the Child on the sale of children, child prostitution and child pornography” (CRC-OPSC)(Sex Trafficking Protocol) and the “Rights of the Child on the involvement of children in armed conflict” (CRC-OPAC)(Child Soldiers Protocol).

2. **WORST FORMS OF CHILD LABOUR CONVENTION, 1999 (No. 182).** This Convention was adopted by the UN General Assembly as an urgent instrument, having considered the provisions of other various conventions, to eliminate the worst forms of child labour in the form of slavery, or similar activity such as sale and trafficking, debt bondage and

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7U.N. Convention on the Rights of the Child
serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties; work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.  

3. **THE PROGRAMME OF ACTION OF THE 1994 INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT**

   The conference aimed to affirm the application of universally recognized human rights standards to all aspects of population programmes, whilst recognizing the sovereign rights of each country. The objectives of the programme of action emphasized the rights of young people to reproductive health information and services as follows: 
   
a) To ensure that comprehensive and factual information and a full range of reproductive health-care services, including family planning, are accessible, affordable, acceptable and convenient to all users; 
   
   b) To enable and support responsible voluntary decisions about child-bearing and methods of family planning of their choice, as well as other methods of their choice for regulation of fertility which are not against the law and to have the information, education and means to do so; 
   
   c) To meet changing reproductive health needs over the lifecycle and to do so in ways sensitive to the diversity of circumstances of local communities.

4. **THE 2001 DECLARATION OF COMMITMENT OF THE UN GENERAL ASSEMBLY SPECIAL SESSION ON HIV/AIDS**, which sets specific targets for reducing HIV infection in young people and increasing their access to information and services. By 2003, States are charged to ensure the development and implementation of multisectoral national strategies and financing plans for combating HIV/AIDS that: confront stigma; silence and denial; address gender and age-based dimensions of the epidemic; eliminate discrimination and marginalization and involve partnerships with various sectors with full participation of people living with HIV/AIDS, particularly women and young people. The Declarations also speaks to protecting and upholding fundamental human rights and freedoms, including the right to the highest attainable standard of physical and mental health, treatment and support and reduction of the impact of the

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8For online text of the Worst Forms of Child Labour Convention, http://www2.ohchr.org/english/law/childlabour.htm

9For the full text see: http://www.un.org/popin/icpd/conference/offeng/poa.html

10The Declaration is guided by 7 Principles. See: http://www.un.org/ga/aids/coverage/FinalDeclarationHIVAIDS.html
epidemic; and strengthening the capacity of health, education and legal systems.

5. THE CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW) which was adopted in 1979 by the UN General Assembly is often described as an international bill of rights for women. It defines discrimination as "...any distinction, exclusion or restriction made on the basis of sex, which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field." Of critical importance, the CEDAW is the only human rights treaty, which affirms the reproductive rights of women and targets culture and tradition as influential forces shaping gender roles and family relations. It affirms women's rights to acquire, change or retain their nationality and the nationality of their children.\(^{11}\)

Jamaica has ratified other human rights related international treaties, which have helped to shape legislative development in the interests of youth. Table 5.1 below summarizes these.

### TABLE 5.1 SUMMARIES OF INTERNATIONAL HUMAN RIGHTS TREATIES RATIFIED BY JAMAICA\(^ {12}\)

<table>
<thead>
<tr>
<th>Treaty</th>
<th>Signature</th>
<th>Ratification</th>
<th>Relevance for Youth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Optional Protocal on the International Covenant on Political Rights</td>
<td>December 19 1966</td>
<td>October 3, 1975</td>
<td>Provides for complaints against the State for violations of rights in the Covenant</td>
</tr>
<tr>
<td>International Convention on the Elimination of All Forms of Racial Discrimination</td>
<td>August 14, 1966</td>
<td>June 4, 1971</td>
<td>Provides for equal opportunities and rights for all citizens and effort of State at integration</td>
</tr>
</tbody>
</table>

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\(^{11}\)UN Convention on the Elimination of all forms of Discrimination against Women http://www.un.org/womenwatch/daw/cedaw/cedaw.htm  
\(^{12}\)Minnesota Human Rights Library
<table>
<thead>
<tr>
<th>Convention on the Elimination of All Forms of Discrimination against Women</th>
<th>July 17, 1980</th>
<th>October 19, 1984</th>
<th>See above</th>
</tr>
</thead>
<tbody>
<tr>
<td>UN Convention against Transnational Organized Crime</td>
<td>September 2, 2001</td>
<td>September 29, 2003</td>
<td>Target specific areas and manifestations of organized crime</td>
</tr>
<tr>
<td>Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the UN Convention against Transnational Organized Crime Preamble,</td>
<td>February 13, 2002</td>
<td></td>
<td>Provides for the punishment of offenders and the protection and assistance of victims who are women and children in respect of their human rights.</td>
</tr>
<tr>
<td>Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the UN Convention against Transnational Organized Crime</td>
<td>February 13, 2002</td>
<td>September 29, 2003</td>
<td>To prevent and combat the smuggling of migrants, while protecting the rights of smuggled migrants.</td>
</tr>
<tr>
<td>Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflicts</td>
<td>September 8, 2000</td>
<td>May 9, 2002</td>
<td>Provides that a child under 18, do not take part in hostilities or recruited into armed forces.</td>
</tr>
<tr>
<td>Convention concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour</td>
<td></td>
<td>October 13, 2003</td>
<td>Seeks to have States take action to eliminate child labour arising from trafficking of drugs, prostitution, pornography, forced labour. Recruitment for armed conflict, hazardous work.</td>
</tr>
<tr>
<td>Convention concerning Forced or Compulsory Labour; Abolition of Forced Labour Convention</td>
<td></td>
<td>December 26, 1962</td>
<td>Relates to the cessation of forced labour consequent to punishment, economic reward, discrimination, political ideology. discrimination</td>
</tr>
</tbody>
</table>

**REGIONAL AGREEMENTS** that are pertinent for youth development include:

A. **ACP/EC PARTNERSHIP AGREEMENT TO PROMOTE AND EXPEDITE THE ECONOMIC, CULTURAL AND SOCIAL DEVELOPMENT OF ACP STATES (COTONOU 2000).** Article 26 of this agreement mandates the establishment of a coherent and comprehensive policy for realizing the potential of youth so that they are better integrated into society to achieve their full potential.
B. **AMERICAN CONVENTION ON HUMAN RIGHTS (1978)**. Article 1 sets out the general provision for States Parties to undertake to respect the rights and freedoms recognized therein and to ensure to all persons subject to their jurisdiction the free and full exercise of those rights and freedoms, without any discrimination for reasons of race, color, sex, language, religion, political or other opinion, national or social origin, economic status, birth, or any other social condition.

C. **TREATY OF CHAGUARAMAS: (2001)** Article 17 of this treaty establishes the Council for Human and Social Development. The Council is responsible for establishing policies and programmes to promote the development of youth and women in the Community, with a view to encouraging and enhancing their participation in social, cultural, political and economic activities.

D. **MEMORANDUM OF AGREEMENT ESTABLISHING THE CARIBBEAN VOLUNTEER CORPS AMONG THE MEMBER STATES OF THE CARIBBEAN COMMUNITY (2011)**. This Agreement is designed to promote greater opportunities for youth involvement in the Member States of the Caribbean Community and in the social and economic development of the Region. The Agreement allows youth to gain work experience in fields related to their career interests.

**NATIONAL LEGISLATIONS**

Within the international and regional frameworks described, Jamaica’s core national implementing legislation is the Child Care and Protection Act, which succeeds the Juveniles Act of 1951. The Child Care and Protection Act (CCPA) came into effect on April 1, 2004. It is the product of lengthy and dedicated attempts to improve care and protection for Jamaica’s children. It is pertinent to the younger cohort of youth: 15-18 years.

The objects of the Act are:

1. "To promote the best interests, safety and well-being of children” (Article 3, Guiding Principles)
2. “To recognize that while parents often need help in caring for children”, state assistance must support the “autonomy and integrity of the family unit” (Articles 5 and 18)
3. Child services should be provided in ways that recognize the importance of stable family relationships and continuity of care. They must also take children’s physical and mental differences into account
4. To specially recognize children who are in conflict with the law.

The CCPA determines the child’s best interest, using the following criteria:

(a) The safety of the child;
(b) The child’s physical and emotional needs and level of development;
(c) The importance of continuity in the child’s care;
(d) The quality of the relationship the child has with a parent or other person and the effect of maintaining that relationship
(e) The child’s religious and spiritual views;
(f) The child’s level of education and educational requirements;
(g) Whether the child is of sufficient age and maturity so as to be capable of forming his or her own views and, if so, those views are to be given due weight in accordance with the age and maturity of the child;
(h) The effect on the child of a delay in making a decision.

In principle, CCPA provides for all children and, in that regard, supports the guiding principle of non-discrimination (Article 2). Consistent with the CRC, the Act stipulates that all children “are entitled to be protected from abuse, neglect and harm or threat of harm”. It stipulates penalties for parties, including parents, who commit offences against children. The five principal categories of offences are physical and emotional abuse and ill treatment, sexual abuse, child labour, offences against the person and administrative offences (such as unlawful disclosure of information on children).

Other pertinent national legislations are listed. Importantly, there are no specific provisions for older categories of youth.

<table>
<thead>
<tr>
<th>Name of Act</th>
<th>Status</th>
<th>Protection Provisions</th>
<th>CRC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adoption of Children Act</td>
<td>1958 Enacted</td>
<td>-Prohibits the advertisement of children for adoption -Restricts the removal of children for adoption</td>
<td>4; 19; 35</td>
</tr>
<tr>
<td>Broadcasting and Radio Rediffusion Act</td>
<td>Enacted 1996</td>
<td>-Prevents the transmission of material that contravenes Jamaican laws.</td>
<td>4; 36</td>
</tr>
<tr>
<td>Children’s (Guardianship and Custody) Act</td>
<td>Enacted 1957</td>
<td>-Establishes rights to guardianship -Gives the court the right to remove the child where his/her welfare is being compromised by an appointed or testamentary guardian -Establishes the power of the court to protect children from parents who had abandoned, neglected or otherwise abused them. -Establishes power of court to order payments of money for</td>
<td>4; 19; 20; 36</td>
</tr>
<tr>
<td><strong>Act</strong></td>
<td><strong>Enacted</strong></td>
<td><strong>Description</strong></td>
<td><strong>References</strong></td>
</tr>
<tr>
<td>---------</td>
<td>-------------</td>
<td>----------------</td>
<td>---------------</td>
</tr>
<tr>
<td><strong>Child Pornography (Prevention) Act</strong></td>
<td>July 2009</td>
<td>Establishes penalties for the commercial sexual exploitation of children, including the production, possession, importation, exportation and dissemination of child pornography; makes special protection provisions for girls.</td>
<td>4; 34; 36</td>
</tr>
<tr>
<td><strong>Children’s Home Regulations</strong></td>
<td>June 2007</td>
<td>Gives power to the responsible government agency to monitor private children’s homes and places of safety and bring action when they fail to meet designated standards for child care and protection.</td>
<td>4; 19; 20; 25</td>
</tr>
<tr>
<td><strong>Corrections Act</strong></td>
<td>1985</td>
<td>Distinguishes between adult and juvenile correctional centres; makes provisions for the administration of juvenile correctional centres, drawing on the CCPA.</td>
<td>4</td>
</tr>
<tr>
<td><strong>Criminal Justice (Reform) Act</strong></td>
<td>1978</td>
<td>Allows the Court to issue a “community service order”, in which an offender of and over 18 years can provide unpaid service to the community in lieu of imprisonment.</td>
<td>4</td>
</tr>
<tr>
<td><strong>Customs Act</strong></td>
<td>1956</td>
<td>Prohibits the importation of obscene drawings, paintings and other representations, written communications and packages on which offensive marks and designs are inscribed.</td>
<td>4; 36</td>
</tr>
<tr>
<td><strong>Domestic Violence (Amendment) Act</strong></td>
<td>2004</td>
<td>Provides protection for women and children who are victims of domestic violence; enables a third party to initiate proceedings on behalf of the woman; stipulates that damage to property is also a form of domestic violence.</td>
<td>4; 19</td>
</tr>
<tr>
<td><strong>Early Childhood Act – 2004, Early Childhood Regulations 2005, and the Early Childhood Commission Act- 2005</strong></td>
<td>2004 and 2005</td>
<td>Regulates the quality of provision in the education sector; prohibits discrimination against children with disabilities; bans corporal punishment in early childhood institutions; gives the Minister the right to close down institutions where it is believed that children’s welfare is being compromised.</td>
<td>4; 23; 28; 29; 31</td>
</tr>
<tr>
<td><strong>Education Act</strong></td>
<td>1980</td>
<td>Sets up statutory system of education—primary to tertiary; establishes the management structure for public education institutions; provides for freedom of conscience; outlines the duties of parents to secure education for children; makes declarations on compulsory education and compulsory school age; makes stipulations concerning children who require special education; establishes regulations for teachers; provides basis for policy decision to ban corporal punishment.</td>
<td>4; 5; 14; 28</td>
</tr>
<tr>
<td><strong>Incest (Punishment of) Act</strong></td>
<td>1948</td>
<td>Permits a jury in a rape trial to convict the accused for incest, where this is more appropriate, where the jury is not satisfied that rape has been committed.</td>
<td>4; 34</td>
</tr>
<tr>
<td><strong>Jamaica’s Crime (Prevention of) Act</strong></td>
<td>1942</td>
<td>Bans corporal punishment for crimes committed by persons who are under 16 years. Note that common law allows parents (or persons in loco parentis) to chastise children using ‘reasonable’ corporal punishment.</td>
<td>4; 19</td>
</tr>
</tbody>
</table>
punishment. However, where corporal punishment results in injury, death or is inappropriate given the age, physical state and capacity of the child to appreciate correction, parents can be held liable for prosecution.

<table>
<thead>
<tr>
<th>Act</th>
<th>Date</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maintenance Act</td>
<td>Amended in 2005</td>
<td>- Obliges spouses or partners in a common-law union to maintain each other</td>
</tr>
<tr>
<td>Matrimonial Causes Act</td>
<td>1989</td>
<td>- Stipulates re child and spousal support provisions, which are effective during a marriage and upon the dissolution or nullity of a marriage.</td>
</tr>
<tr>
<td>National Insurance Act</td>
<td>1973</td>
<td>Makes provisions for national insurance payments for children who are orphans and those designated as special children.</td>
</tr>
<tr>
<td>Obscene Publications (Suppression of) Act</td>
<td>1927</td>
<td>- Makes it an offence to trade in, import or distribute obscene paintings, drawings, writings, posters or any such objects.</td>
</tr>
<tr>
<td>Offenses Against the Person Act</td>
<td>1864</td>
<td>- Makes child stealing or kidnapping punishable by imprisonment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Criminalizes certain sexual acts that are committed against girls</td>
</tr>
<tr>
<td>Post Office Regulations</td>
<td>1941</td>
<td>- Prohibits the use of the post office for convey or delivering any article that contains indecent or obscene prints, paintings, lithographs, engravings etc</td>
</tr>
<tr>
<td>The Registration (Births and Deaths) Act</td>
<td>1881</td>
<td>- Specifically addresses the right to a legally registered name. However, it should be noted that there is no legal requirement for a father’s name to be on the child’s birth certificate, which could lead to withholding of further rights of the child. The father’s name and details can be added after registration of the birth.</td>
</tr>
<tr>
<td>Sexual Offences Act</td>
<td>Enacted September 2009</td>
<td>- Establishes a legal gender-neutral definition of rape</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Stipulates that a boy under 14 years is capable of rape and other forms of sexual abuse</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Deals with ‘sexual grooming, touching or interference’ between an adult and child or among children</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Defines the responsibilities of household heads to children (under 16 years) who are in their charge</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Addresses child abduction</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Provides for a Sexual Offenders Register (Section 29)</td>
</tr>
<tr>
<td>Towns and Communities Act</td>
<td>2006</td>
<td>- Stipulates that it is an offence to sell, distribute or to offer for sale or distribution any obscene drawings, paintings or representations.</td>
</tr>
<tr>
<td>Trafficking in Persons (Prevention, Suppression &amp; Punishment) Act</td>
<td>Enacted March 1, 2007</td>
<td>- Stipulates that trafficking in persons is illegal and makes provisions for preventing and punishing the crime</td>
</tr>
<tr>
<td>Victims Charter</td>
<td>Enacted 2000</td>
<td>- Notes the imbalance between rights protection for victims and offenders and seeks to improve provisions for victims</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Provides state compensation for victims</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- Improves protection for children and other vulnerable groups</td>
</tr>
</tbody>
</table>
Annex 2 contains a comparison of youth related legislations in Jamaica and selected countries. The table shows that Jamaica does have an extensive range of legislations, although it is critical to assess the need for specific provisions for older youth. It is also important to analyze, with a view to rectifying, the observed gulf between the existence of legal provisions and their implementation and enforcement. The 2010 Situation Analysis of the Protection and Promotion of Children’s Rights in Jamaica is worth noting because it includes reflections from legal experts on the status of child and adolescent legislations: The majority of the interviewees concluded that ‘the problem is not an absence of the law but the persistent infringement of the law’, including the lack of timely enforcement and follow-up.

*The problem is not an absence of the law but the persistent infringement of the law*, including the lack of timely enforcement and follow-up.

**CHAPTER 5 SECTION 2**

**THE FRAMEWORK FOR REGIONAL AND NATIONAL YOUTH POLICIES**

There are a number of treaties and obligations that provide a framework for national and regional youth policies. These include:

1. The UN Convention on the Rights of the Child (CRC);
2. The Millennium Development Goals (MDGs);
3. The UNFPA Programme of Action of the 1994 International Conference on Population and Development
4. The World Programme of Action for Youth (to the Year 2000 and beyond (WPAY); and
5. The Commonwealth Plan of Action for Youth Empowerment 2007-2015 (PAYE)

1. **The UN Convention on the Rights of the Child (CRC)**

The United Nations Convention on the Rights of the Child consolidated several previous international initiatives\(^{15}\) to articulate and protect the fundamental rights of children.

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\(^{14}\) Portions of this section were first presented in the 2010 OAS commissioned *Situation of the Promotion and Protection of the Rights of Children and Adolescents in Jamaica*.

\(^{15}\) Most notably the Geneva Declaration on the Rights of the Child 1924 and the 1959 UN Declaration on the Rights of the Child.
children and adolescents as special social groups. The Convention adopted a comprehensive approach to child rights, building on earlier protocols, which covered very basic rights, such as to education, healthcare, housing and social security. The articles of the CRC can be divided into three broad categories: survival and development (provision) rights, protection rights and participation rights. The Convention’s four guiding principles—of non-discrimination; adherence to the best interests of the child; the right to life, survival and development; and the right to participate—are defined in Articles 1, 2, 3, 6 and 12.

The interrelatedness of the rights established by the CRC has provided a platform from which advocates and governments can implement comprehensive and complementary programmes, policies and local legislation to protect the rights of children. It has also provided a basis for the development of both international and national agendas for children, buttressed by events such as the World Summit for Children (1990)\(^{16}\) and the UN General Assembly Special Session for Children (2002).\(^{17}\) The Declarations from these Summits are actively supported by the aspirations articulated in the Millennium Development Goals (MDGs). The UN Special session for Children was a particular milestone: It was a tangible demonstration of the right to participation as it provided a forum for children to present their perspectives on the issues that directly affect their lives to an international audience. Jamaica ratified the CRC in 1991 and began the process of formulating and introducing policies, programmes and domestic legislation to protect the rights of children.

2. **The Millennium Development Goals (MDGs)**\(^{18}\)

The Millennium Development Goals were formulated in 2000, following a decade of major United Nations conferences and summits. The Millennium Declaration committed governments to reducing extreme poverty and to meeting certain targets by 2015:

1. Halve, between 1990 and 2015, the proportion of people whose income is less than $1 a day
2. Achieve full and productive employment and decent work for all, including women and young people
3. Halve, between 1990 and 2015, the proportion of people who suffer from hunger
4. Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling
5. Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015
6. Reduce by two thirds, between 1990 and 2015, the under-five mortality rate
7. Reduce by three quarters the maternal mortality ratio
8. Achieve universal access to reproductive health
9. Have halted by 2015 and begun to reverse the spread of HIV/AIDS

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\(^{16}\) The outcome document of the Special Session, ‘A World Fit for Children’, includes 21 specific goals and targets for the next decade, focusing on four key priorities: promoting healthy lives; providing quality education for all; protecting children against abuse, exploitation and violence; and combating HIV/AIDS.

\(^{17}\) See [http://www.un.org/millennium/declaration/ares552e.pdf](http://www.un.org/millennium/declaration/ares552e.pdf)
10. Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it
11. Have halted by 2015 and begun to reverse the incidence of malaria and other major
diseases
12. Integrate the principles of sustainable development into country policies and programmes
and reverse the loss of environmental resources
13. Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss
14. Halve, by 2015, the proportion of the population without sustainable access to safe drinking
water and basic sanitation
15. By 2020, to have achieved a significant improvement in the lives of at least 100 million slum
dwellers
16. Develop further an open, rule-based, predictable, non-discriminatory trading and financial
system
17. Address the special needs of least developed countries
18. Address the special needs of landlocked developing countries and small island developing
States
19. In cooperation with pharmaceutical companies, provide access to affordable essential drugs
in developing countries
20. In cooperation with the private sector, make available benefits of new technologies,
especially information and communications
(http://www.un.org/millenniumgoals/global.shtml)

This ICPD Programme of Action places human rights at the centre of population and
development. Moreover, it establishes that women’s empowerment is key to
tackling poverty and stabilizing population growth. The ICPD provides an important
platform for policymaking in the interests of youth, especially females.

4. **The World Programme of Action for Youth**
In 1995, ten years after the United Nations General Assembly called for the
International Youth Year, the World Programme of Action for Youth was adopted as
an international strategy “to address more effectively the problems of young people
and to increase opportunities for their participation in society”. The Programme
builds on the following international instruments: “the Rio Declaration on
Environment and Development; the Vienna Declaration and Programme of Action,
adopted by the 1993 World Conference on Human Rights; the Programme of Action
of the 1994 International Conference on Population and Development; the
Copenhagen Declaration and the Programme of Action of the 1995 World Summit
for Social Development; and the Platform for Action adopted by the 1995 Fourth
The Programme identifies 10 priority areas for action:
   1. Education
   2. Employment
   3. Hunger and poverty

Building on and otherwise complementing various human rights instruments, the Commonwealth Plan of Action for Youth Empowerment (PAYE) was designed to (a) “provide a framework for Commonwealth action in youth affairs”; and (b) “stimulate and guide action by other development partners”.

The PAYE promotes an asset-based approach to youth development, using the following methodologies:

A. Recognizing young people as assets to their societies;
B. Building on young people’s capacities and agency to overcome poverty;
C. Engaging young people in decision-making, as partners in democracy and development.

The PAYE (2007-2015) represents the updated version of the Plan. It was reformulated to ensure better linkages with the MDGs. The current PAYE guides the following government action points:

1. “Develop and implement measures to promote the economic enfranchisement of young people;
2. Strengthen social support systems and collaboration between key stakeholders in youth empowerment;
3. Strengthen ministries, departments and legal frameworks for youth affairs;
4. Promote the participation of young people in decision-making;
5. Take action for equality between young women and men, and for youth in special circumstances;
6. Promote peaceful and democratic environments in which human rights flourish;
7. Provide quality education for all;
8. Improve access to information and communication technology;
9. Promote health, development and values through sports and culture;
10. Engage young people to protect the environment;
11. Professionalize the youth work sector;
<table>
<thead>
<tr>
<th></th>
<th>Anguilla 13-30</th>
<th>Antigua/ Barbuda 0-35 yrs</th>
<th>Cayman Islands 10-25 yrs</th>
<th>Dominica 15-35 yrs</th>
<th>JA. 15-24 yrs</th>
<th>Montserrat 10-30 yrs</th>
<th>St Lucia 10-35 yrs</th>
<th>St Vincent 15-30 yrs</th>
<th>Trinidad and Tobago 12-29 yrs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth Employment</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
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<tr>
<td>Education</td>
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<td>√</td>
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<tr>
<td>Youth in special circumstances and disabled</td>
<td>√</td>
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<td>√</td>
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<tr>
<td>Sport and Culture</td>
<td>√</td>
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<tr>
<td>Adolescent Sexual and Reproductive Health</td>
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<td>√</td>
<td>√</td>
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<tr>
<td>Crime, drugs and Violence</td>
<td>√</td>
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<td>√</td>
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<td>√</td>
<td>√</td>
<td>√</td>
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<tr>
<td>Youth Protection</td>
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<td>Gender Equity</td>
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<tr>
<td>Youth Participation</td>
<td>√</td>
<td>√</td>
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<td>√</td>
<td>√</td>
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<tr>
<td>Youth Empowerment</td>
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<td></td>
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<tr>
<td>Sustainable Development</td>
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<tr>
<td>Civic Responsibility</td>
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<tr>
<td>Personal Development, Family</td>
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<td>√</td>
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<tr>
<td>Religion</td>
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</tbody>
</table>
Table 5.3 above displays CARICOM’s assessment of whether key thematic areas specified the 2007 – 2015 PAYE are represented in national youth policies. In the case of Jamaica, this table suggests, the following themes are excluded from the NYP: youth in special circumstances; sport and culture; crime, drugs and violence; gender equity, sustainable development, civic responsibility and religion.

Despite this framework, many current studies of youth development issues, internationally, arrive at fairly similar diagnoses of the problems that are being encountered, as well as the root and underlying causes for these. Many of the proposed remedies are also broadly similar, although the differences in contexts demand variations in approaches, strategies and policy and programme content. Beneath some of the commonalities in experiences among youth are common triggers, such as the global economic crisis, intergenerational transmissions of inequalities and poverty; exclusionary governance systems and procedures; skewed education and health provision; inadequate social protection; shaky management of youth plans and programmes and poor monitoring and evaluation. For example, in 2006, prior to the global economic crisis, the CARICOM Heads of Government established the CARICOM Commission on Youth Development (CCYD). The CCYD was required to provide “a full scale analysis of the challenges and opportunities for youth in the CARICOM Single Market and Economy (CSME); and [make] recommendations to improve their well-being and empowerment”. The table below summarizes the core issues:

<table>
<thead>
<tr>
<th>TABLE 5.4 MAJOR ISSUES FROM CCYD ANALYSIS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Living in the Caribbean</strong></td>
</tr>
<tr>
<td>-Youth describe living in the Caribbean in various ways, including “difficult”; “living in hell”; “living without hope”</td>
</tr>
<tr>
<td>-While diversity within the region has important advantages, there are also drawbacks since “significant levels of insularity, xenophobia and discriminatory attitudes exist among the youth”.</td>
</tr>
<tr>
<td><strong>Dreams and Aspirations</strong></td>
</tr>
<tr>
<td>-Dreams and aspirations are largely influenced by those held by peers in developed countries</td>
</tr>
<tr>
<td>-Considerable frustration among some youth: “those who grapple with survival on a day-to-day basis are so consumed with hopelessness and despair that they are either resigned to being dead, struggling or incarcerated in five years; or unable or afraid to envision tomorrow because today is so dark and uncertain”. (p. Xiii)</td>
</tr>
<tr>
<td><strong>Education</strong></td>
</tr>
<tr>
<td>Youth, 15-29, identified three sets of problems:</td>
</tr>
<tr>
<td>a. “Restricted access due to poverty, an inadequate number and enrolment capacity of schools and training institutions, particularly at the post-secondary level; and few scholarships and spaces at post-secondary institutions”;</td>
</tr>
<tr>
<td>b. “Low relevance of education”;</td>
</tr>
<tr>
<td>c. “Security – indiscipline and gang activities in schools organized around drug sales, guns, machetes, knives, politics, theft, sex, turfism and a homosexual culture. (p. Xiv)</td>
</tr>
<tr>
<td><strong>Labour and Unemployment</strong></td>
</tr>
<tr>
<td>-Unemployment levels among youth are among the highest in the world.</td>
</tr>
<tr>
<td>-Youth do not believe that education prepares them adequately for work</td>
</tr>
<tr>
<td><strong>Migration</strong></td>
</tr>
<tr>
<td>-85% of Caribbean youth would migrate</td>
</tr>
<tr>
<td>-Key concerns: involuntary repatriation of youth who are convicted of criminal offenses; internal trafficking of children and youth; children/youth being forced into domestic labour in cases where parents are unable to take care of them.</td>
</tr>
</tbody>
</table>
| Health and Well-being | HIV is the leading cause of death among youth, followed by violence and motor vehicle accidents; other concerns are obesity and early sexual initiation  
- Youth are concerned about the lack of access to health facilities, high levels of motor vehicle accidents and environmental degradation.  
- Study was especially concerned about the “high levels of anger, hostility, depression, suicide, alienation and hopelessness, in particular among the 15 to 29 age cohort” as well as the incidence of “parental and family neglect, crime and violence, sexual promiscuity, stigmatization, poverty and victimization which seem more common than previously believed”. (p. Xv-xvi) |
| Crime and Violence | This was the most significant concern among adolescents and youth: “Young people across the Region spoke of fear, perceptions of lack of safety and concern for their general well-being as a result of the increased crime and violence; of self-imposed curfews, diminished participation in community activities, restriction of night-time activities and changes in social practices…”(p. xvi) |
| Sports and Culture | More strategic investments required to capitalize on current interest and involvement of youth |
| Governance | The study found: “Young people envision a transformed context for Caribbean governance in which they are afforded opportunities to contribute to and participate in political and socio-economic development at community, national and regional levels. Many feel marginalized, alienated and suspicious of the national and regional political process due to the remoteness of the political systems from their daily lives; disappointed with the ineffectiveness of the political system in meeting their needs; and desirous of greater access to the central decision-making apparatus at the national and regional level.” (p. Xviii) |

In response to the concerns listed above, the CCYD highlighted the importance of:

a. Understanding adolescence and youth, using a life-cycle approach.

b. Recognizing the contributions of youth

c. Investing strategically in youth, particularly in areas such as education, health and employment.

Importantly, the Commission recognized that across the region youth policies “are weak, outdated and rarely implemented and ... that current investments in structures and programmes for youth development – in education, health and well-being, culture, sports and job creation – such as they are, are just not enough and, in some instances, are misdirected” (p. xix).

**UNDERSTANDING YOUTH POLICYMAKING IN JAMAICA: A LIFE-CYCLE/INTERGENERATIONAL APPROACH**

As the Commission indicates, it is useful to place youth policymaking in a continuum and to understand how gaps in earlier stages of the process contribute to current priorities and challenges. Against the broad national and regional frameworks described, Jamaica formulates sector policies within a long-term national development plan: Vision 2030 Jamaica.
THE NATIONAL DEVELOPMENT PLAN: VISION 2030 JAMAICA

Vision 2030 Jamaica is the country’s first long term development plan; it was the product of collaboration among the Government of Jamaica (GOJ), the private sector and other civil society groups. Vision 2030 dispenses with the traditional development paradigm, which seeks to generate growth and development through improving the tourism, agriculture and mineral industries over the short to medium term. It replaces that approach with a development plan that focuses on building cultural, human, knowledge and institutional capital over time, believing that this long-term approach augurs well for sustainability and is best able to catapult the country to developed country status by 2030.

As the overarching development plan, Vision 2030 has seven, critical, guiding principles: transformational leadership; partnership; transparency and accountability; social cohesion; equity; sustainability; and urban and rural development. These principles both underpin and steer four strategic national goals and associated outcomes.

NATIONAL GOALS AND OUTCOMES (VISION 2030)

<table>
<thead>
<tr>
<th>NATIONAL GOALS</th>
<th>OUTCOMES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jamaicans are empowered to achieve their fullest potential</td>
<td>A healthy and stable population</td>
</tr>
<tr>
<td></td>
<td>World class education and training</td>
</tr>
<tr>
<td></td>
<td>Effective social protection</td>
</tr>
<tr>
<td></td>
<td>Authentic and transformational culture</td>
</tr>
<tr>
<td>The Jamaican society is safe, cohesive and just</td>
<td>Security and safety</td>
</tr>
<tr>
<td></td>
<td>Effective governance</td>
</tr>
<tr>
<td>Jamaica’s economy is prosperous</td>
<td>A stable macroeconomic environment</td>
</tr>
<tr>
<td></td>
<td>An enabling business environment</td>
</tr>
<tr>
<td></td>
<td>Strong economic infrastructure</td>
</tr>
<tr>
<td></td>
<td>Energy security and efficiency</td>
</tr>
<tr>
<td></td>
<td>A technology-enabled society</td>
</tr>
<tr>
<td></td>
<td>Internationally competitive industry structures</td>
</tr>
<tr>
<td>Jamaica has a healthy natural environment</td>
<td>Sustainable management and use of environmental and natural resources</td>
</tr>
<tr>
<td></td>
<td>Hazard risk reduction and adaptation to climate change</td>
</tr>
<tr>
<td></td>
<td>Sustainable urban and rural development</td>
</tr>
</tbody>
</table>

Thirty-one task forces were commissioned to design sector plans that fit within this framework, such that they support the specified national goals and outcomes. Vision 2030 is being implemented and monitored through Medium Term Socio-Economic Policy Frameworks (MTF’s), each lasting 3 years. The NDP makes special provisions for monitoring and evaluation, as it aims to ensure that the implementation of the sector plans remain consistent with the ‘vision’. 
THE NEW FRAMEWORK OF ACTION FOR CHILDREN (NFAC)

Currently, the New Framework of Action for Children (NFAC) is the first in the continuum of child to youth plans. The NFAC is designed to ensure that sector plans correspond with the CRC. Accordingly, it builds on the CRC and a number of other conventions and guidelines, including the International Labour Organization (ILO) Convention 138 which specifies the Minimum Age for Employment; ILO Convention 182, which speaks to the Elimination of the Worst Forms of Child Labour; and the Declaration of the UN General Assembly Special Session (UNGASS) on HIV/AIDS.

In its current form, the NFAC has six (6) core focus areas, which are consistent with the CRC:

1. Healthy Lives and Lifestyles for all children.
2. Providing Quality Education – with the aim that all children should complete secondary level education and gain the skills that will provide the best prospects for their self-development.
3. Protection against Abuse, Exploitation and Violence
4. Care for Children in special circumstances
5. Secure Living Environment – building community and family contexts that are most conducive to children’s development.

<table>
<thead>
<tr>
<th>TABLE 5.5: PRIORITY TARGET GROUPS</th>
<th>SOURCE: UNCRC (2010) DRAFT REPORT</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. Health</td>
<td>B. Education</td>
</tr>
<tr>
<td>Children at risk of early pregnancy, substance misuse, HIV and others STIS.</td>
<td>Rural children</td>
</tr>
<tr>
<td>Underserved rural children</td>
<td>Boys, especially in poor rural areas</td>
</tr>
<tr>
<td>Children in institutional care</td>
<td>Out of school children.</td>
</tr>
<tr>
<td>Adults influential in children's lives and responsible for the implementation of children's rights</td>
<td>Teen mothers</td>
</tr>
<tr>
<td></td>
<td>Children with special needs</td>
</tr>
</tbody>
</table>
The NFAC has selected certain groups of children for priority action, although it is designed to serve all children in Jamaica. These are listed in Table 5.4 above:

As it is a framework document that is meant to incorporate existing programmes, the NFAC has been amended, continually, to account for changes as they occur.

NATIONAL PLANS OF ACTION TO ADDRESS SPECIFIC THEMES AND CATEGORIES OF CHILDREN

In addition to the NFAC, there are national plans of action, which focus on special groups of children and adolescents and specific issues of concern. These include:

1. The 2003 National Plan of Action for Orphans and Other Children made Vulnerable by HIV/AIDS (OVC)
2. The National Plan of Action on Child Labour, 2007

SECTOR PLANS AND POLICIES WITH RELEVANCE FOR YOUTH

There is a range of sector plans and policies that fall under the NDP. Those that have direct relevance for youth are discussed below:

SOCIAL WELFARE AND VULNERABLE GROUPS

The task force on ‘social welfare and vulnerable groups’ notes that the sector is committed to building a “social welfare system that is responsible to the needs of the vulnerable population and contributes to maintaining human dignity”. The sector plan focuses on addressing differing manifestations of vulnerability, including homelessness; the impact of natural disasters; deportee and refugee status; human trafficking; poverty and chronic illnesses; and the needs of ‘at-risk’ children, youth and the elderly. It necessarily involves a number of ministries, departments and agencies, including the Ministry of Labour and Social Security, Ministry of Health, Ministry of Education, NGOs and CBOs, Department of Local Government, Office of the Prime Minister, CDA, OCA, OCR and the Municipal Services Commission.
The sector plan notes that there is a range of mechanisms and institutions that address the needs of vulnerable children. These include the CCPA and the Early Childhood Act as well as the OCA, CDA and OCR. The plan highlights the role of the Programme of Advancement through Health and Education (PATH), which is a conditional cash transfer facility that seeks to break intergenerational poverty by contributing to human capital development, particularly of children in poor households.

There are other goals and strategies that are significant for how vulnerable children are treated.

- Enforce all legislation relating to care and protection of children and comply with the Convention on the Rights of the Child
- Assess and revise the system of inventory to ensure the adequacy of supplies for assistance in emergencies with sensitivity to differences in age, gender, disability, geography (climate) etc.
- Improve the mechanisms for coordinating rehabilitation efforts to ensure greater efficiency and prevent duplication
- Establish a pool of funds to enable the provision of regular periodic monetary benefits for children who are not currently covered by any other financing mechanism (welfare recipient)
- Ensure food security to enable the provision of adequate nutritional needs of children in schools and institutions by improving and expanding the school-feeding programme
- Identify and address barriers that prevent accessibility to services (health, education, housing, safe water)
- Ensure that information and services are available to all sectors of the population – including all types of disability
- Provide suitable accommodation, care and protection to children in Institutions (e.g. residential care, mental health facilities, Children’s Homes) according to specific needs
- Ensure the provision of age appropriate education for children in institutional care
- Provide support to families as an alternative to institutional care (including foster parenting)’ (Sector Plan, Social Welfare and Vulnerable Groups, pgs 33-36)

There are designated youth programmes, which are identified in the National Youth Policy (see below), particularly the provisions that focus on unattached youth and youth who are resident in and exiting children’s homes and places of safety. The sector plan outlines other specific youth focused strategies:

- ‘Provide assistance in emergency for rehabilitation or other needs
- Regular periodic monetary benefits (welfare recipient)
- Adequate nutritional provision in schools and institutions
- Ensure that services are provided and accessible (health, education, housing, safe water)
- Suitable Institutional Care and Care and Protection for children who require this service (e.g. residential care, mental health facilities, Children’s Homes, correctional facilities
- Provide halfway houses for youth leaving state institutions
- Provide vulnerable youth with capacity and opportunities to earn a living, (including provision of life- skills and the engagement of private sector in mentorship and apprenticeship)
- Develop programmes for out-of-school youth in the age group 15 -16 who are unable to access existing training and educational programmes that do not cater to that age-group.’ (Sector Plan, Social Welfare and Vulnerable Groups, pgs 36-37)
NATIONAL CENTRE FOR YOUTH DEVELOPMENT

As with many other policies, the 2004 National Youth Policy is the product of a wide consultative process, involving young people, CBOs, differing government sectors, NGOs and quasi-governmental agencies, local and international donors and the private sector. The National Youth Policy is designed to address the issues that affect youth and to encourage youth development, which includes strengthening the mechanisms for collaboration across youth organizations. Six main areas of focus have been identified:

A. Education and Training
B. Employment and Entrepreneurship
C. Health
D. Participation and Empowerment
E. Care and Protection
F. Living Environments

The policy document explains that the strategy is deliberately multi-sectoral. It establishes clear goals and objectives. Additionally, it names particular groups for priority action, based on the findings from the prior consultations.

<table>
<thead>
<tr>
<th>Goal</th>
<th>Priority Groups</th>
<th>Strategic Objectives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Education and Training</td>
<td>- Out of school youth, Teen mothers, Youth with disabilities, Boys, especially in poor rural areas, Students with special needs, Youth in institutional care</td>
<td>- To promote universal access to quality secondary education</td>
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<tr>
<td></td>
<td></td>
<td>- To advocate for an education system that is relevant to the needs of youth and potential employers</td>
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<td></td>
<td>- To foster participation of students in the administration of their institutions</td>
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<tr>
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<td></td>
<td>- To facilitate increased access to quality training opportunities in skills relevant to the global market place and use of cultural and indigenous products</td>
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<td>- To develop and implement a programme for identifying and supporting youth with special needs</td>
</tr>
<tr>
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<td></td>
<td>- To develop and implement strategies to improve male performance up to secondary level and matriculation to the tertiary level</td>
</tr>
<tr>
<td>Employment and Entrepreneurship</td>
<td>Priority Groups</td>
<td>Strategic Objectives</td>
</tr>
<tr>
<td>----------------------------------</td>
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</tr>
</tbody>
</table>
| -An environment which promotes the creation of opportunities for employment and an environment that promotes entrepreneurship | Rural youth  
Young women  
Youth infected and affected by HIV/AIDS  
Youth working on the streets  
Youth with certification from HEART/NTA and other training agencies | -To promote school as community empowerment points and safe zones  
-To increase the employability of youth  
-To increase the number of employment opportunities for youth  
-To foster and environment conducive to creation of opportunities for self-employment |

<table>
<thead>
<tr>
<th>Health</th>
<th>Priority Groups</th>
<th>Strategic Objectives</th>
</tr>
</thead>
</table>
| -All young people embrace healthy lifestyles and enjoy optimum physical and mental health | Youth at risk of early pregnancy, substance misuse, HIV and other STIs  
Younger and underserved rural youth  
Youth in institutional care  
Adults influential in young people’s lives and responsible for the implementation of youth focused activities | -To create through advocacy networks, a supportive policy environment that fosters positive health outcomes  
-To improve knowledge, influence attitudes and selected priority health practices  
-To improve access to and quality of health services |

### TABLE 5.7 CONTINUED: YOUTH DEVELOPMENT: STRATEGIC FRAMEWORK

<table>
<thead>
<tr>
<th>Goal</th>
<th>Priority Groups</th>
<th>Strategic Objectives</th>
</tr>
</thead>
</table>
| **Participation and Empowerment**  
-The development of a culture that allows for the full participation of youth in the social, spiritual, economic and political processes in the society | Youth not affiliated  
Youth with disabilities  
Youth infected and affected by HIV/AIDS | -To enhance the capacities of young people to participate in societal processes  
-To provide spaces and opportunities to increase participation  
-To enhance cultural dynamism through opportunities for creative expression and unique Jamaican talents |

| **Care and Protection**  
-The creation of a society that provides care and protection to those youth whose care and protection rights have been compromised | Street Youth  
Youth in institutional care  
Youth at risk of juvenile delinquency  
Youth with special needs, physical and mental disabilities  
Rural disadvantaged youth | -To prevent those at risk from needing care and protection  
-To advocate for the provision of the highest quality services for those that are in need of care and protection  
-To facilitate the successful reintegration of all youth who are in special care with their family and the society  
-To advocate for full implementation of the provisions of the National Plan of Action for Youth Justice in |
The development of supportive families and communities that provide youth with an environment conducive to their positive development and well-being

Youth exposed to domestic violence
Youth living on the streets
Youth living alone
Single-parent households headed by youth
Youth in rural, underserved parishes

-To promote the strengthening of families to provide a supportive environment for youth development
-To promote strengthening of community programmes to support families
-To advocate for a culture supportive of youth development

(Source: National Youth Policy, pp. 25-26)

The Youth Development Policy (YDP) is concerned with achieving justice for the youth. It does not assume uniform experiences but focuses on specific categories of youth, based on knowledge of the risks they encounter. Thus, it attempts to counter the discrimination and breaches of rights that particular groups of youth have experienced. It is in this sense that the YDP dovetails with the programmes for social welfare and vulnerable groups.

Aspects of the Youth Policy have been implemented. For example, one half of the Youth Information Centres have been constructed and others are being built. A youth survey was conducted, with support from STATIN. A Youth Mainstreaming Strategy and Manual were recently developed. The Youth Development Policy is to be revised following the conclusion of the youth survey and this qualitative situation analysis.

OTHER SUPPORTING SECTOR PLANS AND POLICIES: EDUCATION, HEALTH, AND SECURITY

Education

Consistent with Vision 2030, the Education Sector Plan (2009-2030) has the following vision: A “well resourced, internationally recognized, values based system that develops critical thinking, life-long learners who are productive and successful and effectively contribute to an improved quality of life at the personal, national and global levels”. In formulating the sector plan, the task force relied on a quantitative systems dynamics model – Threshold 21 Jamaica (T21 Jamaica), which takes account of economic, social and environmental factors and is able to predict the consequences of various strategies as well as indicate how variations in variables and indicators are related to assumptions.

The right to education is secured through a network of public schools at the infant, primary and secondary levels. The government also supports vocational training and tertiary level education through colleges and universities across the island. This public network is supported by private early childhood, primary and secondary institutions. The large number of schools has made possible universal enrolment of children in school up to the first cycle (grade nine)
secondary level. Additionally, there are public institutions catering for children with special mental (such as autism) and physical (blindness and deafness) needs. There are just over twenty-five such schools in the island, although most are concentrated in the Kingston Metropolitan Area. The task of regulating and coordinating this system is undertaken by a central Ministry of Education, supported by offices in six educational regions located island wide.

The public school system is financed by the Government of Jamaica, which, in 2008/2009, spent 13.2 per cent of the national budget on the education sector. Government of Jamaica budgetary allocations were supplemented by funds from bilateral and multilateral agencies, the private sector and non-governmental organizations (NGOs). The largest share of the GoJ allocation, 32.9 percent, went to the secondary level, followed by 30.7 percent to the primary level, 19.6 percent to the tertiary level and 3.7 percent to the early childhood level. Notably, as the table below shows, the bulk of the budget has been allocated to recurrent expenditure, with considerably less available for investment in infrastructure and learning resources.

The major challenges to the education sector and the implications for youth are summarized in Section 2.

**Health**

Consistent with Vision 2030, the health sector underscores its commitment to promoting "healthy lifestyles in a healthy environment producing healthy people".

The sector plan lists the following goals:

1. "Social, cultural, physical and economic conditions that support the health and wellbeing of the Jamaican society"
2. "High quality facilities for health services delivery"
3. "A cadre of world class human resources for the health services"
4. "World class and accessible health service delivery"
5. "Sustainable, equitable, efficient and effective public health financing accessible by all’ (Source: Vision 2030 Health Sector Plan, p.62)

Under this umbrella, the sector continues to develop policies and programmes that have direct relevance for children and young people. The National Health Policy (2006-2015) and the Strategic Plan (2006-2010) are guided by the goals specified in the MDGs. They prioritize three areas: maternal mortality, HIV/AIDS and lifestyle diseases. The major challenges to the health sector and the implications for youth are outlined in Section 4.

**Security**

The National Security Policy (2007) documents that sector’s commitment to building the following capabilities:

- Control entry and exit through ports of entry and coastline/land of Jamaica

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19Planning Institute of Jamaica: Economic and Social Survey Jamaica 2007
• Monitor, regulate and control use of Jamaica’s airspace, coastal waters and exclusive economic zone (EEZ)
• Ensure an effective justice system
• Prevent crime (including armed groups and insurgents)
• Counter corruption to ensure public ownership of and confidence in the justice system
• Regulate and control arms
• Dismantle organized criminal networks
• Gather, assess and use effective intelligence (major cross-cutting priority)
• Plan to limit vulnerability and respond effectively to disasters and unsustainable degradation of resources
• Maintain a stable and healthy economy
• Address social and economic causal factors of alienation and crime
• Implement public education programmes (important overall cross-cutting issue)
• Ensure adequate healthcare and education
• Influence regional and international policies and activities (important crosscutting priority)
• Deter, counter or defeat ‘traditional” and ‘non-traditional military threats

As noted above, Jamaican youth face serious threats to their security and also cause serious security threats. In response, plans have been formulated to check the transmission of violence from childhood to youth. These include the National Plan of Action for an Integrated Response to Children and Violence and the National Plan of Action for Child Justice. Notably, neither of these is operational. The Ministry of National Security is also involved in multi-agency initiatives that are, nevertheless, consistent with the objectives of the NPA. For example, the Safe Schools Programme, which was launched in 2004, is a collaborative initiative involving the Ministry of Education, the Ministry of National Security, the Ministry of Health and the Jamaica Constabulary Force (JCF). Under this programme, police are placed in schools to function as School Resource Officers. Their aim is to reduce violence and anti-social behaviour, which involves dismantling school gangs and tackling bullying.

There are other significant types of violence against children and government ministries, agencies and Non State Actors (NSAs) have collaborated to devise coordinated and effective responses. For example, in 2008, the Family and Parenting Centre, the OCA, CDA and the Community Safety and Security Branch of the JCF undertook a Child Protection Audit. The audit aimed at reducing instances of revictimisation of victims and witnesses of child abuse in the child protection system. Also, in 2008, the Prime Minister formed a Task Force on Child Abuse Prevention (TFCAP), which was coordinated by the Child Development Agency. The aim of the Task Force was to highlight the issue of child abuse and convey the importance of protection policies to communities. Approximately 1500 persons, including 1000 children (estimated) have since been involved. The Task Force has
also established the **Ananda Alert System**, as a way of focusing attention on and addressing the growing problem of missing children. The alert system was designed to locate missing children and to prevent their sexual abuse or the loss of life that sometimes result. A Missing Persons Investigation Policy was instituted to remove the traditional wait period (24 hours) for reporting missing persons.

### The Citizen, Security and Justice Programme

The Ministry of National Security also runs its own programme, which supports the core ideals of the National Plan of Action for an Integrated Response to Children and Violence. Its Citizen Security and Justice Programme (CSJP), which focuses predominantly on adolescents and youth, was established in 2001 with support from the Inter-American Development Bank (IDB). The CSJP has the following strategic objectives: (i) to prevent and reduce violence; (ii) to strengthen crime management capabilities; and (iii) to improve the delivery of judicial services. It is a comparatively large programme, which currently works in 15 communities in Kingston and St Andrew: Tower Hill, Trench Town and Waterhouse, Allman Town/Woodford Park, August Town, Denham Town, Drewsland Ambrook Lane/Cassia Park, Fletchers Land, Kencot, Mountain View, Grants Pen, Hannah Town, Rockfort and Southside/Tel Aviv and 10 in St James: Flanker, Glendevon, Granville, Canterbury, Farm Heights, Mount Salem, Rose Heights, Russia, North Gully, Norwood, and Salt Spring.

The CSJP’s five components are:

1. “The development of a national strategy, which will provide support for consulting services to help elaborate an integrated national crime and violence prevention strategy.

2. Capacity building of the MNS, which will strengthen the MNS by (a) improving its long-term ability to execute or coordinate projects related to violence prevention and crime management, and (b) improving the ability of the Ministry to monitor trends in crime and violence, facilitate information exchange, plan strategically and formulate appropriate policy or program responses. The latter will specifically support establishing an integrated inter-agency information system on crime and violence trends (a local area network and wide area network).

3. Strengthening the criminal justice system through initiatives that are designed to improve the impact of programs and quality of services provided by the criminal justice system and to increase the accountability of the Jamaica Constabulary Force to civil society.

4. Community action to deliver a set of violence prevention initiatives that will be carried out by NGOs within selected pilot communities in the Kingston Metropolitan Area.

5. Social marketing and public education campaign, which will be undertaken at both the national and targeted inner-city community levels.”

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The CSJP was designed, from the outset, with NGOs and CBOs at the hub of its operations. Through these NGOs and CBOs, it has influenced the lives of young people through its ‘community action’, social marketing and public education’ components.

**Ministry of Justice - Restorative Justice**

The Ministry of Justice’s Restorative and Community Justice programme is an important initiative, which draws from examples in North America, New Zealand and Australia. Aiming for rehabilitation of the victim and the community, restorative justice stipulates that only violent criminals would be imprisoned. Non-violent offenders would be involved in monitored community projects, which would allow them to earn funds and provide some financial restitution to victims. The restorative justice programme includes: Victim Offender Mediation; counseling, psychotherapy and other treatment; diversion programmes for the offender; a reparation order; and community service order, which is facilitated under the Criminal Justice (Reform) Act for persons of and above 18 years.

In 2009, the programme was rolled out in four violent-prone communities: Spanish Town in St Catherine; May Pen, Clarendon; Tower Hill in St Andrew; and Granville, St James

**GAP ANALYSIS**

This section describes a fairly comprehensive range of plans, policies and programmes that, if implemented, should have some capacity to check harmful intergenerational transmissions from childhood to youth. However, the issues presented in Chapters 3-5 suggest that there are huge gaps in the policymaking, implementation and monitoring processes. Previous evaluations have begun to account for some of the noted lapses in policy effectiveness. For example, the 2010 OAS commissioned Situation Analysis on Children and Adolescents made the following assessment:

**Gaps in Planning**

“One of the certain strengths of the planning process is the commitment to multi-stakeholder involvement and wide consultation. A second strength is the quality of the plans; generally, considerable effort is placed on developing a range of strategies. However:

a. Some plans remain in the planning stage for an inordinately long time;

b. There are key policymakers and policy implementers who are unclear on the details both of the overarching frameworks and the national plans; and
c. Major difficulties appear to arise at the point when plans are to be translated into concrete actions: “uneven implementation of the plans leaves countless children [and youth] without the appropriate social services they need”.

**Gaps in Policymaking**

With respect to policymaking the OAS report highlighted the following:

1. Although there is a demonstrated commitment to multisectoral policymaking (there are steering and working groups from different ministries, in an attempt not to duplicate work and to build on partnerships), certain sectors “do more work than others” and that if MOUs are not adhered to, there is no real alternative. Further, behind the appearance of ‘wide stakeholder involvement’, there is, at times, insufficient ‘meaningful’ stakeholder consultation, particularly with persons responsible for implementation. Therefore, the processes do not always create the degree of ownership that stakeholders expected.

2. There is no/limited funding to implement policies (Participants in one focus group explained that many policies are not financially feasible. Policies require action plans, which should be ‘costed’. However, the policies that are created are often too expensive to implement. Policymakers may not have recognised this during the design process. On other occasions, policies may not be expensive but they may be insufficiently resourced. Apart from the lack of financial resources, there may also be constraints in human resources. Resource availability is often not well considered during the policy planning stage);

3. There are human resource constraints;

4. The bureaucracy (procurement guidelines, excessive reporting) of the system can slow down implementation;

5. There are substantial gaps in management;

6. Policies, such as that on play, may require much public persuasion to break down cultural barriers;

7. There may be limited understanding and ownership of the policies among implementers;

8. Problems occur when implementation depends on input from other stakeholders, who may have resource and other constraints.

9. There is need for attention to issues such as the capacity of management information systems for effective implementation; the capacities of persons working in the system and the additional staff required.

Consequently, while ministries and agencies have coined impressive policies, too many exist only on paper or are implemented partially.

**Gaps in Programming**

Many of the gaps noted in policymaking process are also relevant for programming. For example, in a (2010) review of the CSJP, Moncrieffe noted that
problems with coordination (as described above) also compromise programming. Among CSJP organizations, the report concluded:

...There is scope for greater synergies, such that, for example, each package within each community comprises multipronged levels of interventions, formulated and delivered with real participation from the communities. It is clear from the analysis that sustainable interventions require deep involvement and the projects can be combined in ways that ensure that this is achieved. How could the interventions that Sistren provides help the KRC's aim to reach more young men? How could the YOU's projects be combined with those Sistren provides to reduce the chances of violent flare-ups in Kencot? Greater effectiveness and sustainability...will require collaboration and saturation (Moncrieffe, 2010, p. 49)

CHAPTER 5 SECTION 4
DESK REVIEW ACROSS YOUTH SERVING ORGANIZATIONS: IMPLICATIONS FOR POLICY AND PROGRAMMING

As noted, the 2012 Situation Assessment of Youth did not include an independent analysis of existing policies and programmes. It cannot comment, therefore, on the effectiveness of programmes, such as the CSJP or on the extent to which the National Security Policy has affected youth development in particular areas. This degree of specificity can only come from separately commissioned evaluations. Instead, the Situation Assessment draws its conclusions from youth and stakeholder views on the challenges that young people are encountering across the parishes. It also relies on secondary reports. From these sources, the Situation Assessment draws the following conclusions:

1. Policies, programmes and laws have variable impact on differing categories of youth;
2. For many youth who are in difficult circumstances, there is often a wide gulf between the intent of existing laws, policies and programmes and the effects on/consequences for their personal development and growth.
3. There are programmes that have been used to transform many lives; however, resource constraints undermine their sustainability and reach;
4. There are differing reasons for limited effectiveness of policies and programmes, including inadequate knowledge of existing frameworks and provisions, including among youth workers and youth leaders; stigma and discrimination; improper management; inadequate
understanding of the root causes of problems and insufficient focus on addressing these; lapses in inter-agency collaboration; and limited specialisms among service providers.

The desk review, which was conducted across youth serving organizations, was designed to further probe these issues. The intent was to conduct a baseline study among youth clubs, NGOs and other CBOs, government agencies and international donor partners. This baseline study would identify the opportunities and constraints that agencies are encountering and solicit their views on solutions to the problems that impair their operations.

Sixty-nine organizations responded; the majority were youth groups/CBOs

<table>
<thead>
<tr>
<th>TABLE 5.8 ORGANISATION TYPE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frequency</td>
</tr>
<tr>
<td>-------------</td>
</tr>
<tr>
<td>Aid agency</td>
</tr>
<tr>
<td>Youth groups/CBO</td>
</tr>
<tr>
<td>Non governmental</td>
</tr>
<tr>
<td>Governmental</td>
</tr>
<tr>
<td>Missing</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

From a list of youth clubs within each parish, the consultant randomly selected one police youth club, one community club and one faith based club. Interviewers discovered that the police youth clubs were the most responsive. The findings presented below are disaggregated to reflect feedback from each grouping of respondents.

It is important to take account of the limitations of the sample. Specifically, it is difficult to derive ‘generalizable’ conclusions, particularly from the limited sample of NGOs. Nevertheless, the table below does display some noteworthy trends.

In order to interpret the statistics, it is necessary to first pay attention to the total numbers of respondents to each query. The percentages reflected relate to the respective totals. For example, 69.2% of the 52 respondents to this query comprised youth groups who state that they work with unattached youth. The following observations are noteworthy:
1. The Spread of Engagement: Categories of Need

It is clear from the table that comparatively few organizations work with youth who are MSMs, transgender or abused. A slightly higher portion works with youth who live and work on the streets and youth with physical disabilities.

**TABLE 5.9 SPREAD OF ENGAGEMENT BY CATEGORIES OF NEED**

<table>
<thead>
<tr>
<th>Category</th>
<th>Youth Groups/CBOs</th>
<th>Non-Government</th>
<th>Government</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unattached Youth</td>
<td>69.2%</td>
<td>11.5%</td>
<td>17.3%</td>
<td>52 (100%)</td>
</tr>
<tr>
<td>Youth (male and female) in violent gangs</td>
<td>71.9%</td>
<td>9.4%</td>
<td>15.6%</td>
<td>32 (100%)</td>
</tr>
<tr>
<td>Youth who abuse drugs</td>
<td>71.1%</td>
<td>6.7%</td>
<td>20%</td>
<td>45 (100%)</td>
</tr>
<tr>
<td>Youth who are unemployed/underemployed</td>
<td>71.9%</td>
<td>7%</td>
<td>19.3%</td>
<td>57 (100%)</td>
</tr>
<tr>
<td>Youth living and working on the streets</td>
<td>62.1%</td>
<td>6.9%</td>
<td>27.6%</td>
<td>29 (100%)</td>
</tr>
<tr>
<td>Youth with special learning needs</td>
<td>72.9%</td>
<td>8.3%</td>
<td>16.7%</td>
<td>48 (100%)</td>
</tr>
<tr>
<td>Youth with physical disabilities</td>
<td>68%</td>
<td>8%</td>
<td>24%</td>
<td>25 (100%)</td>
</tr>
<tr>
<td>Youth workers</td>
<td>69.6%</td>
<td>6.5%</td>
<td>21.7%</td>
<td>46 (100%)</td>
</tr>
<tr>
<td>Youth leaders</td>
<td>72.9%</td>
<td>6.3%</td>
<td>18.8%</td>
<td>48 (100%)</td>
</tr>
<tr>
<td>Youth who are sex workers</td>
<td>57.1%</td>
<td>7.1%</td>
<td>28.6%</td>
<td>14 (100%)</td>
</tr>
<tr>
<td>Youth who are MSMs/WSWs</td>
<td>33.3%</td>
<td>22.2%</td>
<td>44.4%</td>
<td>9 (100%)</td>
</tr>
<tr>
<td>Youth who are transgenders</td>
<td>71.4%</td>
<td>7.1%</td>
<td>21.4%</td>
<td>14 (100%)</td>
</tr>
<tr>
<td>Rural wealthy/privileged youth</td>
<td>72.2%</td>
<td>5.6%</td>
<td>22.2%</td>
<td>36 (100%)</td>
</tr>
<tr>
<td>Urban wealthy/privileged youth</td>
<td>71%</td>
<td>6.5%</td>
<td>22.6%</td>
<td>31 (100%)</td>
</tr>
<tr>
<td>Single-parent households headed by youth</td>
<td>69.8%</td>
<td>7%</td>
<td>20.9%</td>
<td>43 (100%)</td>
</tr>
<tr>
<td>Rural young mothers</td>
<td>71.1%</td>
<td>7.9%</td>
<td>21.1%</td>
<td>38 (100%)</td>
</tr>
<tr>
<td>Urban young mothers</td>
<td>78.1%</td>
<td>6.3%</td>
<td>15.6%</td>
<td>32 (100%)</td>
</tr>
<tr>
<td>Other, please name</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Abused youths</td>
<td>14.3%</td>
<td>42.9%</td>
<td>42.9%</td>
<td>7 (100%)</td>
</tr>
</tbody>
</table>
This allows for some preliminary assessments of categories of youth who may be receiving less attention. The qualification is important because while youth within these seemingly overlooked areas may not be receiving service as members of the defined categories, they may be included in other groupings. Youth who are MSMs may, for example, be among the rural privileged or unemployed. Nevertheless, it is important to query why the particular areas of need appear to be less attended to. Are stigma (including self-stigma) and discrimination at the root of the apparent lack of focus on youth who are MSMs or WSWs? Is lack of knowledge or resources beneath the seeming inattention to youth who are abused? Such questions are important and merit further analysis.

2. Overlapping Categories: Implications for Policy and Programming

The matter of overlapping categories is an important one because it reinforces the reality, sometimes downplayed in programming, that identities are not compartmentalized. For example, youth club leaders who stated that they work with unattached youth were asked to assess the extent to which they engage with a fairly wide cross section of persons. The findings reveal that many of the persons who work with unattached youth also work with youth who are unemployed/underemployed (who may also be unattached) and youth with special learning needs (which respondents are likely to have interpreted as unattached youth who require special learning interventions).

More research is required to understand the links across categories or why a particular category of youth would tend to fall within specific groupings. It is critical that policymakers and programmes understand the connections in order to focus on the root needs. For example, from the description above, it is reasonable to see connections between unemployment and detachment from the system. It is also easy to understand that youth with special learning needs may also be among the unemployed and the unattached. However, by prioritizing merely the identity of “the unattached youth”, it is possible to miss one possible route to this ‘status’: it may be the case that youth with special learning needs are unable to find employment and become detached from the system. Therefore, proactive policies and programmes would focus on addressing special learning needs at a very early stage and doing this in a way that the root causes of these special learning needs are understood and tackled. (For example, what manifests as special learning needs among youth may be rooted in factors unrelated to intellectual development per se; as discussed, there are varieties of abuse that impair children’s capacities to learn; children may be unable to perform because of lack of knowledge of and respect for differing learning styles.) It is important to properly dissect societal labels (see textbox below).
The Challenges of Shifting Identities

Identities are fluid: they can shift and change. Identities are shaped within certain contexts and under certain conditions and can, with time, become re-shaped when mindsets are challenged and the boundaries tested and removed. This raises the important question of whether policies and programmes assume fixed identities/status and, therefore, focus on equipping youth to better navigate their existing situations or whether they are sufficiently transformative in outlook and tightly coordinated/woven with other programmes that are also dedicated to dismantling the overlapping boundaries to youth development.

Textbox 5.2 Un-masking “the Unattached”

There are four critical points that are worth highlighting, given the current focus on the “unattached” youth:

- As will all identities, persons labeled as “unattached youth” fall within other categories, reflecting differing aspects of their identities.
- “Unattached youth” are perhaps better regarded as youth who have been forcibly (or have themselves voluntarily) detached from “the system”, given “how di ting set”. Accordingly, there are privileged youth who also consider themselves “unattached;”
- It is more useful for policy and programming to focus on the processes that culminate in detachment. Such a stance can assist with addressing root issues. It also widens the web of lapses in accountability and allows these to be addressed. By adopting this approach, it is possible to counter the current tendency to castigate youth who fall within this category as simply irresponsible, unruly and bereft of ambition. While not denying that some of these traits may exist among some of these young people, candid assessments would reveal that ‘detachmen’t is often cultivated, particularly where there is failure to check inadequate and skewed education provisions; systemic abuse; deep poverty; stigma and discrimination, among myriad other persistent social ills.
- The label “unattached youth” can misrepresent, with serious consequences. For example, in some circumstances, persons labeled as “unattached youth” may be more truthfully represented as disadvantaged youth. The ways in which people are labeled and matters are framed are significant for defining the quality and direction of the response.

3. The Challenges of Shifting Identities

Identities are fluid: they can shift and change. Identities are shaped within certain contexts and under certain conditions and can, with time, become re-shaped when mindsets are challenged and the boundaries tested and removed. This raises the important question of whether policies and programmes assume fixed identities/status and, therefore, focus on equipping youth to better navigate their existing situations or whether they are sufficiently transformative in outlook and tightly coordinated/woven with other programmes that are also dedicated to dismantling the overlapping boundaries to youth development.
4. Inter-agency Coordination and Youth Development  

This situation assessment has explored the multiple boundaries to youth development; these are well known to practitioners on the ground. However, there is much less conviction that policies and programmes are sufficiently transformative or coordinated. Here, the focus is not merely on policy and programme content but, perhaps principally, on ways of working. The youth groups and CBOs that responded to this survey emphasized that they were unaware of the overarching policy framework; some queried whether one existed. Moreover, they underscored that there was a gulf between what transpired in policymaking circles and processes on the ground. According to select NGOs:

“We don’t coordinate/collaborate unless persons are able to offer funding for sponsorship”.

“They are not taking the NGOs serious enough. They do not want to give accreditation to NGOs”.

“There are many areas where the state could be more responsive. For example, it could take years to get the birth certificate for an abandoned child. Further, it is eight years since CDA and they have not finished assessing all children started in 2004”.

“They are unable to define a mandate and stick to it because of need to follow funding”.

“There is lack of awareness on the part of individuals working in these agencies of the impact of their actions/non-actions”.

“Overall, there is reluctance to give space to the experienced and documented NGOs. Territory and ego are major impediments”.

The following are the youth group/CBO perspectives on the reasons for the apparent disconnection:

1. Agencies normally set policies on youth issues without the knowledge of individuals’ unique problems; hence, these tend to fail
2. The central agencies are not doing their jobs
3. There are problems with communication
4. There are inadequate resources
5. They are here to give us (youth) what they have and not what we want.
6. There is little commitment to resolve the violence affecting youth
7. There is little coordination across agencies as well as between the centre and agencies
8. Youth clubs need to participate more in those activities that are specified for youth development.
9. Policymakers focus on the different organisations; they do not include the police youth clubs.
10. The high levels of bureaucracy/red tape at the centre makes it very hard and long to reach relevant persons.
11. The head of the state youth does not understand the youth. Also, there is a level of bias.
12. We are mainly caught up with implementing our own programmes.

NGOs noted the need (and urgency) for improved relations across government and non-government agencies. They confirmed the following:

1. Better strategies of communication are required to update NGOs on what is transpiring at state level.
2. High quality interpersonal and intrapersonal relationships are required.
3. There is need for a clear and dedicated strategy.
4. We need a consistent framework under which we need to operate and come together.
5. We need to have an effective coordinating body for the NGOs.

Representatives from among the NGOs insisted that relations across these agencies was better coordinated, although they could be developed:

“We have a very good relationship. We just need to communicate and get updates on where we are”.

Some agencies have an especially good reputation for collaborating with others that share their purpose:

“We are known to Children First and other organizations that have cases of sexual abuse.”

**TEXTBOX 5.3 EXAMPLE OF COLLABORATION: SAINTS**

The St Ann Interagency Network for Transforming the Social Services (SAINTS) provides a good example of efficient and effective cooperation across agencies. SAINTS comprises the SDC, HEART, NCYD, MLSS, NCDA, CDA, Red Cross and the CDCs. This network was established to eliminate duplication and to coordinate and provide more comprehensive services.
However, relations between NGOs and CBOs appear to have similar hierarchical tendencies to those across state agencies and NGOs. Some representatives from NGOs suggest:

“At the national level, there are problems with turf and resource control”

“At the national level, the bureaucracy impinges on effectiveness”

With respect to relations among NGOs and CBOs, respondents noted:

“If organizations don’t know who we are they will believe we are stand offish”

“There is lack of information”

“Everybody is struggling to hold on to what they do.”

“There is lack of self awareness/low self esteem of workers/lack of clear, defined mission, vision and goals of the agency/and non buy in”.

(Note that the latter three observations are also pertinent for relations with government agencies.)

These are significant issues, with serious consequences for policy and programming. To compound matters, NGOs suggested that relations between agencies and the communities and families they are meant to serve are merely minimally effective to ineffective. Among the reasons given for inadequate collaboration among agencies, communities and families are the following:

1. “Time: Each community wants you to work in particular in their area and are not willing to come to a central place”
2. “Very few agencies have a family centric programme”.
3. “The culture of offering social services is with NGOs and government.
4. “There is still a lot of intimidation that people are feeling as we are not able to break down the communities and districts.”
5. Communities are protecting adults at the expense of children and youth.
6. Some CBOs still need further development; there is need for capacity development for the CBOs.

These responses emphasize that gaps in intra-and inter-organizational relations are consequential for youth development. Many of these issues point to the importance of stronger governance at multiple levels. However, governance mechanisms are often distancing, with insufficient attention to the relationships that are to be transformed. Here, responses would need to focus on less mechanical and procedural but entirely significant issues of relations of power.

Hierarchies across and within organizations and communities are historically cultivated, as are cultures of suspicion. This had bred distancing across
organizations that should collaborate if the aim is accountability to the youth predominantly. Inadequate resources add a further complexity since agencies have to compete, sometime ferociously, for scarce funding.

Respondents were asked about the resources that are required for bridging the identified gaps. While some spoke to the need for increased financing, there were others who agreed that:

“Sometimes resources are there but all are looking at the bottom line. For example, in communities, persons charge even for events that are in their interest”.

“We need greater networking and synergy across organizations and between organizations and families”.

“There is need for employment of qualified training personnel to offer instruction and coaching for their employees/agencies for personal development and accountability”.

One person was clear: “I don’t know if I want to further bridge any identified gap.”

Still others were unsure that persons actually knew what gaps existed:
“We need to identify where the gaps are, not just as perceived but in reality, broken down by geographic area.”

5. The Significance of Introspection There is a further dimension of power that should be highlighted: Generally, respondents were more comfortable with making abstract assessments, such as of gaps across organizations generally, than focusing on the specific gaps within their own institutions. In separate commentary, some persons noted that they felt unable to comment on some of the issues within their agencies that could be impairing development objectives. They regarded this as an area that only the “bigger heads” should address. This ‘inaction’ on the part of respondents provides an important signal of the need to explore intra-organization power relations and the consequences for the situation among youth. Who has voice within and across agencies? How is this voice expressed and with what outcomes?

It is noteworthy, for example, that there were only 7 responses to the question concerning the youth’s role in policy formulation within their own organizations: 2 of these respondents noted that youth have a role; 3 stated that youth have only some role; 1 indicated that youth are excluded while the other was unsure. Respondents who stated that youth have a role were asked to describe how young people were involved. The following are their responses:

“In some instances, through joint research and client feedback forms, our youth are given the opportunity to participate.”
“Through our intervention programmes such as ‘Cultural Re-socialization’ and ‘Overcomers in Action’, feedback is garnered through questionnaires and focus groups to inform the way forward.”

Only one organization noted that it sees youth inclusion as part of succession planning. Five of seven say there is no funding to support youth inclusion. One youth club commented that only young people who are part of the executive have the capacity to influence their organization’s direction.

It was more difficult to analyze critical questions on the relations between the internal structure of the organizations and outcomes for youth. This is because few agencies responded to these queries. Of the respondents, there were three noteworthy positions:

First, there is a belief that top-down structures can result in partial and negative outcomes:

“We believe that for an intervention to be successful, you must involve the persons you intend to impact. They are the experts on the issues so they would have the best understanding of the factors that should be considered”.

Second, there is contestation of the perception of beneficiaries, which a top-down structure and hierarchical relations tend to support:

“I strongly believe in ownership. I do not believe in the concept of beneficiaries. Over the years we have delivered programmes in a beneficiary culture. This is a culture that needs changing”.

Third, there is the view that more democratic arrangements can also lead to negative outcomes:

“Democracy can have negative outcomes. Sometimes we do not get the most effective board. Membership elects and not always well.”

6. Monitoring, Evaluation and Power Relations

It became apparent throughout the analysis of the surveys that respondents’ unwillingness to comment on their own agency’s operations was, in part, reflective of the failure of some agencies to establish clear objectives and targets, as well as to progressively measure, monitor and evaluate. For example, agencies were unable to define the proportion of youth reached of those targeted, although all were convinced that considerable need remains. Of the 69 respondents, only 7 replied to questions relating to achievement of policy and programme objectives. Of these 7, there were 3 government agencies. All 3 government agencies felt they were achieving policy and programme objectives; 1 non-government agency said that it was partially achieving its own policy objectives, while one youth group /CBO said it was partially achieving its policy objectives. In comparison, 2 non-government agencies said that they were partially achieving their programme objectives, while 1 was achieving them; one youth group /CBO said it was partially achieving its
programme objectives. (Note that despite explanations, there is confusion about what constitutes policies, programmes and projects.)

The “bigger heads” who agreed to complete the surveys were not as reluctant about naming gaps in their operations as well as identifying successes. These are presented below.

### TABLE 5.10 ACHIEVEMENTS AND SUCCESSES

<table>
<thead>
<tr>
<th>In what areas have your achievements been less than desired?</th>
<th>What would you name as your successes?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advocacy for employment; inclusion of PWDs in community activities; housing for unemployed youth with disabilities</td>
<td>Housing policy; National disability policy; Jamaica’s signing of the UNCRPD; draft disability act; establishment of training guideline for HEART; transportation policy and provision of special service buses and designated seats; change in perception of Jamaican public; increased awareness of infrastructural changes: ramps, Braille: signage; increased involvement for rights of Jamaican people; programmes in which disability is integrated: family planning; MOE; parking signs</td>
</tr>
<tr>
<td>At this time we wanted to be more closely aligned to getting allocation from the government</td>
<td>Employing professionally trained social workers and assisting parents in several inner city communities in Kingston</td>
</tr>
<tr>
<td>Capacity-Challenge to keep delivering</td>
<td></td>
</tr>
<tr>
<td>Enjoyed limited success; the needs are greater than available resources to satisfy same</td>
<td></td>
</tr>
<tr>
<td>Lack of resources (human, material and financial) has hampered the success of some special intervention projects.</td>
<td>The ability to deliver national programme to children who experience sexual abuse. Government ministries ask us for advice. We designed the first professional response to sexual abuse. We target different professionals to study in one area on our training.</td>
</tr>
<tr>
<td>Number of children still in lock ups. Ensuring children’s rights are protected</td>
<td>Public awareness raising on issues; The construction of the Metcalfe building; taking children out of lockup</td>
</tr>
<tr>
<td>We had to revise the starting point we envisioned and address literacy deficiencies. Had to tack in employability skills to the employment programme. Getting placements is a big challenge</td>
<td>Numbers of young persons we have had build resumes through permanent placement opportunities (over 200); redesigned programmes to improve literacy levels using JFLL curricula.</td>
</tr>
<tr>
<td>We would like to have a greater impact and be involved in more programs to help with the deficits in the nation</td>
<td>We are a monitoring organization in the Caribbean. We forge the path for youth development and at risk youth</td>
</tr>
</tbody>
</table>
7. Lessons on the Underpinnings of Successes and Failures

When asked to identify the reasons for their successes, NGOs credited:

1. Building the company in a holistic way.
2. Having a good working relationship and building rapport with our partners; these have been crucial to our current success.
3. How loud and long we shout and the instruments we have used. We have used international human rights.
4. Sheer hard work and openness to collaboration. We try to facilitate opportunities that allow for mutual benefits.
5. Students' voluntary support and contributions from philanthropists.
6. The very clear mandate that we have; our staff complement and the confidence funding agencies have in the organization.

Despite their successes, NGOs highlighted some persistent constraints:

- The belief in corporate world that you are still to be a given a handout rather than teaching people to fish. Corporate world prefers to donate modest amounts of cash but will not grant us large funding proposals.
- Huge need to formalize third sector because NGOs backs are against the walls. We have to follow funding.
- You are busy working on project so you are not able to widen the span of your finances, as you want to.
- There is a general lack of accountability.
- There is no coordinated social policy and programmatic approach. A programme like this is mopping up what has not gone right when what we need is many mops.
- There is the dogged class situation; for persons in policymaking, children in need of protection are seen as less than their children.

These constraints have compromised effectiveness:

- We are not as effective as we could be. A large part of this programme was to address stigma and bridge the divide and to bridge divide between inner cities and the rest of Jamaica. Stigma is in our heads.
- We can only focus on a small amount of work.
- Without resources, you do not progress as quickly as you would want to. Consequently, our organization is unable to employ adequate staff. This affects continuity and problems keep recurring with limited support.
• Some operational targets were not met; for example, special intervention projects/programmes.
• Children do not feel protected
• We are unable to meet most needs that exist among the target group
• We are lesser known than we should be.

Textbox 5.4: Pregnancy Resource Centre, St James: Valuable Intervention Limited by Scare Resources
This is a centre for youth who have had a crisis pregnancy. Counseling is provided pre and post abortion. The director of the centre notes that a home is provided for six girls who are pregnant, homeless and vulnerable. The Resource Centre helps these young girls to craft plans for their future. Scholarships are provided for the YES programme. Its staff goes into schools when invited and discusses matters of sexuality, abortion and abortion procedures. Yet, the Centre lacks adequate financial resources to reach the numbers of girls with the quality service required.

In like manner, the youth clubs and CBOs explained the reasons for their partial achievements:

1. Amount of business that comes in; if they were more resources we would be able to have a full time employee in some area.
2. Because most members attend school or is working.
3. Budgetary constraints
4. Getting gears and medical for players
5. Lack of reasoning abilities
6. Members refuse to attend meetings and behave themselves once the president is absent.
7. Not accessible all the time to take us in police vehicle
8. Not fully utilizing the educational system
9. Not getting enough support
10. Persons are lacking understanding
11. SDC don’t have the funding and the corporate world is not interested because of where we are located.
12. We don’t collect dues and lack fund raising activities
13. When we ask for sponsorship we are told that we are not registered; therefore, they cannot assist

Given these constraints, the clubs note that they are achieving less than desired in the following areas:
1. Community development: We don’t have the facilities to accommodate what we want to achieve in terms of behavioral attitudes.
2. CXC classes - not happening. Multipurpose court- not reaching these needs. Library not happening
3. Due to financial constraints we are not in the direction of reaching many persons. We need assistance to buy books and pay computer teacher by 15/2/12.
4. Empowerment training - Need motivational speakers to empower persons to go further in achieving what they want.
5. Enjoy limited success; the needs are greater than available resources to satisfy same
6. Lack of resources (human, material and financial) has hampered the success of some special intervention projects
7. Seeking jobs for the employed
8. We are trying to encourage teenagers not to get pregnant but to this date it is not being controlled.
9. Youth are not motivated to join the clubs, especially females.

8. Views from Government Agencies: Conflicts and Commonalities

The inadequacy of communication across government, non-government agencies and communities has fuelled perceptions of discord in areas where the findings suggest that there are some commonalities and, therefore, basis for joint action. For example, the government agencies represented in the sample acknowledged the lack of collaboration across agencies:

“Greater collaboration is needed to prevent duplication and reduce competition”.

“There is little cooperation”

Further, they had definite opinions on the types of relationships that are required for effective programme and policy implementation:

“There is need for consultation to know similar agencies, mandates and possibilities for collaboration.”

“We definitely need more streamlining. We have seen progress through NCYD but more needs to be done to prevent duplication”.

Views diverge, however, on the factors that undermine collaborative relationships for while NGOs and CBOs tend to point to the government agencies, the government agencies in the sample level their comments at the NGOs and CBOs. Government agencies highlighted:

“Community mandates, as against government mandates, govern resources and authority on a particular programme.”
“There are personality conflicts; competition for financial resources especially from international funding agencies; lack of trust and lack of understanding of the common goal.”

“Those who have the funds just do their thing”

“People are interested in fame rather than focus on addressing the real issues in a collaborated effective way”.

“Agencies are not clear about programme goals”

Government agencies named the successes and more limited achievements as follows:

**TABLE 5.11 ACHIEVEMENTS AND LIMITED SUCCESSES**

<table>
<thead>
<tr>
<th>Achievements</th>
</tr>
</thead>
<tbody>
<tr>
<td>-Empowerment through education resulting in employment</td>
</tr>
<tr>
<td>-Life transforming secondary school programme</td>
</tr>
<tr>
<td>-Future Leaders Camp held for at risk youth in October 2011</td>
</tr>
<tr>
<td>-Programmes and interventions conducted by the following departments: Behaviour Change Communication Programme, Maternal and Child Health Clinic, Health Education/Promotion and School Health Programmes</td>
</tr>
<tr>
<td>-Projects for economic enablement among youth, participation of youth in leadership</td>
</tr>
<tr>
<td>-Referring students to the relevant agencies competent to meet the needs we are unable to meet</td>
</tr>
<tr>
<td>-Successes include a marked increase in the number of reports received by the OCR over the years. The marked increase conveys a growing confidence in the mission and mandate of the Registry, supporting the need for a confidential and central system to which reports of abuse against children can be made. The increase also suggests a heightened awareness amongst persons of the OCR and their legal obligation to report known or suspected incidents of child abuse and neglect.</td>
</tr>
<tr>
<td>-The quality of work conducted among school youths in high school in the parish and the engagement of unattached youths in HIV prevention programme at the local level</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Areas of lower levels of success</th>
</tr>
</thead>
<tbody>
<tr>
<td>-Employment - very low although the need for our services does exist</td>
</tr>
<tr>
<td>-Drug rehabilitation</td>
</tr>
<tr>
<td>-In school visitation, though we avail ourselves to do presentations, we would love to be able to have our presence felt more</td>
</tr>
<tr>
<td>-Need for more children to self report abuse</td>
</tr>
<tr>
<td>-Persons with disabilities</td>
</tr>
<tr>
<td>-Unattached youth with real psychosocial issues</td>
</tr>
<tr>
<td>-Would want to see more young professionals involved in political process. Need better programme implementation and move beyond policy.</td>
</tr>
</tbody>
</table>

Government representatives note that the following factors and forces have contributed to their successes:
1. Competent staff and collaboration with external agencies;
2. Constant engagement of said group to stakeholders who partner in the process;
3. Intrinsic motivation, motivation by employers and partnership with other organizations;
4. Strong structure; quality leadership;
5. Support at the policy making level; collaborations with other ministries dept. and agencies operating within the parish
6. Effective teaching strategies
7. Team work, structured programmes, human resources and collaborative efforts.
8. Teamwork, adaptable technology, skills of staff and volunteers
9. The agencies that have contributed to our success are the court system, probation and Child Development Agency and also the police.
10. True commitment

Meanwhile, the major constraints noted were lack of human resources, such as special educators and psychologists, limited incentives, low enrollment; inadequate financing; institutionalized lack of responsiveness; and inadequate communication. Among the consequences are the following: “it is difficult to get youth participation because of the history of non response”; “students with learning disabilities are often left behind due to a lack in understanding their plight and designing plans to meet their needs”; “the inability to reach clients when important decisions are made which would be of benefit to them”; lack of involvement from youth accustomed to non-response; “youth start families they can't care for and there is a cycle and spiral of social maladies.” In addition, there is “to much of this research thing and no tangibles to actually get the work done so youth become disenchanted with the whole process and this makes their engagement an uphill task”

The findings reveal differences and similarities in perceptions across government and non-government agencies. While there is agreement on some core issues, including the importance of improved collaboration, there appears to be clear variations on what has been working well, state achievements and even what is required to translate policies to effective programmes on the ground.

"Change happens. The pace of change may be frustrating but without work, change will not happen. Accountability is the critical thing. There is no point in threatening if nothing will be done. People need to be held accountable in visible and meaningful ways. We must also encourage the development of youth groups devoted to youth”

(Interview, Jamaicans For Justice)
CHAPTER 5  SECTION 5

This final section of the chapter suggests that based on the evidence, youth development requires policies and programmes that are guided by the following overarching principles:

(1) Recognition of the limitations of solutions that fail to deal with underlying and root causes;
(2) Respect for the fundamental rights and equality of all categories of youth;
(3) Commitment to correcting historic injustices and stemming, to the extent feasible, harmful emerging practices among youth; and
(4) Commitment to tackling ways of working that are inimical to the development of all categories of youth.

The subsections below reflect on these principles, highlighting what the Situation Assessment suggests to be some of the key priority issues and areas for action. Note that this subsection is meant to prompt discussions; it does not supply an exhaustive list of recommendations. The section incorporates views from stakeholders, including youth leaders and youth workers, across the parishes. These stakeholder views are presented in Tables 5.11 to 5.18 below.

IDENTIFYING UNDERLYING AND ROOT CAUSES: TOWARDS CORRECTING HISTORIC INJUSTICES

Sessions were conducted with core stakeholders (representatives from youth serving organizations) across the parishes. In eight parishes, stakeholders were asked to define the historical issues, emerging trends, core problems among youth, the underlying and root causes of these problems and to specify the effects of these problems. Focus groups adopted a twist of their own, as stakeholders concentrated on aspects of these themes that they considered most relevant. Consequently, the data below bear the flavour of the parishes.

It is worthwhile to note how the issues highlighted in Chapters Three and Four are reflected in these stakeholder assessments. (Note that the problems listed are consistent with those named by the differing groups of youth who attended the earlier sessions; thus, stakeholders corroborated the data.)

In highlighting the underlying and root causes of the challenges identified, stakeholders pointed to some of the lapses in existing programmes and the importance of designing more comprehensive and deep responses.

The tables allow for a disaggregated approach to programming, as they provide an outline of the core issues by parish. Correspondingly, the sections, Implications for Programming, highlight the types of actions required to address the causes of each core problem. They also describe the sort of introspective, culture sensitive, approach that is critical for transformative outcomes.
### TABLE 5.12 EMERGING TRENDS AND YOUTH DEVELOPMENT: ST JAMES

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drug abuse</td>
<td>-Serious parental issues, particularly substandard supervision, guidance</td>
<td>-Lack of family involvement in treatment programmes, which compromises sustainability</td>
</tr>
<tr>
<td></td>
<td>-High levels of stress, with respect to academic performance, family dynamics, community realities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-Low self esteem</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-Peer pressure</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-Mental health problems</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-Rebellion against authority figures</td>
<td></td>
</tr>
<tr>
<td>Implications for Programming</td>
<td>Stakeholders involved in treating drug abuse explained that family involvement is critical for the effectiveness of the treatment, given the support that is required for rehabilitation and restoration. Yet, lack of family support, serious parental issues, high levels of stress related to family are among the root causes of abuse. Treating the mental health and emotional issues that underpin abuse is critical. These core issues are manifested in other challenges, such as sexual promiscuity, which raises the importance of better incorporating psychosocial and spiritual interventions into programming.</td>
<td></td>
</tr>
<tr>
<td>Major Challenges</td>
<td>Underlying and Root Causes</td>
<td>Effects</td>
</tr>
<tr>
<td>Gang Culture/Negative Peer Pressure</td>
<td>-Serious parental issues, particularly substandard supervision, guidance</td>
<td>Increased violence</td>
</tr>
<tr>
<td></td>
<td>-High levels of stress, with respect to family dynamics, community realities</td>
<td>Threats to safety and security</td>
</tr>
<tr>
<td></td>
<td>-Low self esteem</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-Peer pressure</td>
<td></td>
</tr>
<tr>
<td></td>
<td>-Rebellion against authority figures</td>
<td></td>
</tr>
<tr>
<td>Implications for Programming</td>
<td>As noted above, lack of family support, serious parental issues, high levels of stress related to family are among the root causes of gang involvement. Serious parental issues, in many cases, are related to the absence of fathers and, increasingly, mothers. Many programmes that currently deal with issues of gang culture focus on developing what is dubbed as 'life skills’. While important, these interventions, particularly where they constitute brief encounters, are insufficient to tackle the deep psychological scars that youth bear. Mentorship programmes could also be scaled up so that young people, particularly boys, have alternative male role models. Youth groups are interested in forming their own support networks and these could be critical in helping to build self-esteem among peers.</td>
<td></td>
</tr>
<tr>
<td>Major Challenges</td>
<td>Underlying and Root Causes</td>
<td>Effects</td>
</tr>
<tr>
<td>Unemployment</td>
<td>-Low skill levels</td>
<td>Much behaviour that policymakers and practitioners seek to alter is magnified where there is no/inadequate employment.</td>
</tr>
<tr>
<td></td>
<td>-Few employment options; employment secured largely through links</td>
<td>-In the absence of</td>
</tr>
<tr>
<td></td>
<td>-Lack of sustainable entrepreneurship (not just selling)</td>
<td></td>
</tr>
</tbody>
</table>
Implications for Programming

As described, the underlying causes of unemployment and underemployment are not merely related to the inadequacy of options but to cultivated mindsets. It is worthwhile to ask candid questions about the extent to which employment strategies have fostered ambition and vision. Further, there are deep socially conditioned self-esteem issues that cause young people who have grown up within set boundaries to intensely fear moving beyond them. Placement in another context may not mean replacement of attitudes. Therefore, programmes need to focus on issues of self-perceptions and treat the root causes of these. However, and critically, employment options must seek to foster the type of entrepreneurship that can lead to changed attitudes and self-beliefs. Strategies for creating innovative employment are necessary, as is the support required to translate some visions into reality.

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low literacy levels/semi-literacy</td>
<td>Poverty Educational disadvantage/Poor teaching and learning methodologies Insufficient numbers of special schools and low standards of provision among many of those existing. Training opportunities do not necessarily foster ambition</td>
<td>Semi-illiteracy is more dangerous than illiteracy. Where people are semi-illiterate, they are not fully functional. Therefore, even skills to work out simple issues become a problem.</td>
</tr>
</tbody>
</table>

Implications for Programming

Throughout the fieldwork, it became apparent that some of the young people who had been thrust into remedial programmes might have been placed inappropriately or prematurely. There is need for improved awareness of the differing ways in which children learn as well as flexibility in teaching methods. In one case, for example, one young man explained and demonstrated his failures in Math. While he could add and subtract any sums of money if he were conducting transactions in the market, he could not add and subtract when done at the chalkboard. His teacher was unable to bring his street knowledge of Math into the classroom and he was eventually sent to another institution for remedial training.

It is important to institute high quality, monitored, programmes that seek to rectify the historic injustices in education provision, particularly for students requiring ‘special education’.

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate/Improper parenting</td>
<td>Intergenerational issues: traditions of abuse transferred Financial demands Irresponsibility</td>
<td>Parental neglect and abuse leads to youth involvement in illicit activities (for example, youth sell drugs in order to finance their needs and</td>
</tr>
</tbody>
</table>
Implications for Programming
There is considerable focus on the deficiencies in parenting. The critical question that needs to be raised is whether training persons in the art of responsible parenting is sufficient without a complementary thrust to deal with the intergenerational (unresolved) abuse that some parents carry and transmit to their children. Further, it is also important to question whether parenting programmes, as opposed to workshops, ought to be established and designed to address underlying problems, such as literacy levels, lack of entrepreneurship, low/no employment avenues and inadequate family support.

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Culture-Reluctance to do what is required for change</td>
<td>Fear</td>
<td>-Many youth do not follow up on treatment plans</td>
</tr>
<tr>
<td></td>
<td>Attitude of resignation</td>
<td>-Youth opt for quick and illicit gains</td>
</tr>
<tr>
<td></td>
<td>Lack of courage and drive</td>
<td></td>
</tr>
</tbody>
</table>

Implications for Programming
See statements on addressing the root causes of unemployment above. Specifically, “programmes need to focus on issues of self-perceptions/self-esteem and treat the root causes of harmful and debilitating self-beliefs”. It is critical that policymakers recognize this “resignation to fate” that is common among some youth; this is contrary to the confidence and resilience that is necessary for personal and the country’s development.

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of Resources</td>
<td>-Lack of prioritization for youth</td>
<td>Without adequate resources within families, communities and across agencies, a lot of what we do is like “putting on band-aid. We are treating the symptoms rather than the causes.</td>
</tr>
<tr>
<td></td>
<td>-Inadequate financial and human resource allocations</td>
<td></td>
</tr>
</tbody>
</table>

Implications for Programming
Ultimately, substantial resources are required for the type of coordinated programming that is necessary for change. There is a lack of human resources, particularly in the area of psychological development and education. Youth across the parishes have expressed the desire to be trained in order to provide their own counseling and training networks.

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
<th>Effects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate policies and legislation</td>
<td>-Gaps in enforcing parental duties and responsibilities:</td>
<td>No basis for enforcing follow-up, such as of drug treatment plans</td>
</tr>
<tr>
<td></td>
<td>-Gaps in enforcing follow up of treatment plans (among youth and families)</td>
<td>No consequences for parental neglect and abuse</td>
</tr>
<tr>
<td></td>
<td>-No policies to address unnecessary and costly overlaps of some programme interventions</td>
<td>Many interventions are duplicated while some critical ones are not being done.</td>
</tr>
<tr>
<td></td>
<td>-No available and accessible drugs policy and legislation.</td>
<td></td>
</tr>
</tbody>
</table>
Agencies sometimes get deliverables from centre; these may have no reflection to realities on the ground. Top-down model does not work.

**Implications for Policy and Legislation**
The observations raised in this section pertain to policymaking and legislation. The problem of weak enforcement has been reported in many similar assessments. In a context of weak enforcement of legislations, standards and expectations, practitioners have difficulty instilling such a culture within programmes.

The problems with and consequences of duplication have also been highlighted in numerous reports, without the establishment of a mechanism to build coordination, develop specialisms among providers and effectively reach overlooked needs.

**TABLE 5.13 EMERGING TRENDS AND YOUTH DEVELOPMENT: HANOVER**

<table>
<thead>
<tr>
<th>Major Challenges</th>
<th>Underlying and Root Causes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Problems with illiteracy and semi-literacy</td>
<td>Parenting</td>
</tr>
<tr>
<td></td>
<td>Poverty</td>
</tr>
<tr>
<td></td>
<td>Learning Disabilities</td>
</tr>
<tr>
<td></td>
<td>Mental health problems are common</td>
</tr>
<tr>
<td>-Unemployment and underemployment</td>
<td>Illiteracy or semi-literacy</td>
</tr>
<tr>
<td>-Lack of sustainable employment</td>
<td>Lack of opportunities</td>
</tr>
<tr>
<td></td>
<td>Brain drain</td>
</tr>
<tr>
<td></td>
<td>Migration</td>
</tr>
<tr>
<td></td>
<td>Scamming seen as employment</td>
</tr>
<tr>
<td>Lack of parental involvement – single parenting, barrel children; ‘latch key’</td>
<td>History and cycles of abuse</td>
</tr>
<tr>
<td>(having their own keys) children and youth</td>
<td>Mental health problems</td>
</tr>
<tr>
<td></td>
<td>Inadequate value placed on education</td>
</tr>
<tr>
<td></td>
<td>Young parents</td>
</tr>
<tr>
<td></td>
<td>Absent fathers; absent mothers earn living with boyfriend</td>
</tr>
<tr>
<td></td>
<td>Children seen as assets for making money</td>
</tr>
<tr>
<td>Core principles reversed – For example, scammers are the authority figures in</td>
<td>High regard for baphomet</td>
</tr>
<tr>
<td>homes</td>
<td>Changed meanings of ‘nigger’</td>
</tr>
<tr>
<td></td>
<td>Neither children nor parents know their roles</td>
</tr>
<tr>
<td>Behavioural problems</td>
<td>Substance abuse</td>
</tr>
<tr>
<td></td>
<td>Mental health problems</td>
</tr>
<tr>
<td></td>
<td>Abuse and violence</td>
</tr>
<tr>
<td>Ingrained and accepted abuse</td>
<td>Abuse is normalized</td>
</tr>
</tbody>
</table>

**Implications for Programming**
Many of the underlying issues highlighted in this focus group were identified in St James; in
these cases, the implications for programming remain. However, additional issues have been raised or deepened, such as the normalization of abuse; the shifts in values among youth in Hanover; the high regard for ‘baphomet’; shifts in authority and the acceptance of terms such as ‘nigger’ as greeting, which persons saw as disregard and disrespect for the country’s history.

Programmes rarely involve matters of the spirit, in some part because the approach to youth development is not sufficiently holistic. However, spiritual development is key to personal development; it is reflected in self-beliefs and persons’ willingness and capacities to act.

In Spanish Town, St Catherine, stakeholders named the major challenges and, themselves, identified the implications. The material below is self-explanatory. In addition to the issues that are common to the considerations noted in Hanover and St James, due regard must be paid to the critical issue of the creation and fostering of borders; the lack of confidence in government programmes and the perception that there is inadequate and skewed attention to youth.
TABLE 5.14 ST CATHERINE: EMERGING TRENDS AND CONSEQUENCES FOR YOUTH

Major Challenges

1. **Creation of borders.** Borders are now entrenched in the culture and come in varied forms. For example, there are borders between the Christian and the secular. Churches are excluded from different arenas, such as policymaking and legislation. Churches also refrain from engaging in matters that are considered secular. There are also physical borders, such that persons are restricted from venturing across zones and territories. Furthermore, interventions are created in ways that sometimes foster fresh social borders.

2. **Increased crime and gang involvement.**

3. **Dynamics within families and homes.** It is necessary to deal with some fundamental socio-economic problems since the way people live affects their behaviour. Parental support is inadequate. Both parents and children lack self-esteem.

4. **Acceptance of abuse, in its various forms.**

5. **Inadequate Funding,** particularly for some of the well reputed associations such as the 4H club and the Boys Scout movement.

6. **Lack of confidence in government programmes.** This is because many programmes appear not to be working. Furthermore, those programmes that appear to be working also have significant gaps. For example, in principle, HEART exists to offer help; however, there is ineffective follow up. CAP raised expectations; however, there are budgetary constraints. In Spanish Town, under one project, 300 of the most at risk youth were, on instruction, mobilized to participate in CAP. However, cuts were made, without early notification, which resulted in disillusion among the young people and, with this, heightened risk.

7. **Inadequate and skewed attention to youth issues.** Participants questioned whether policies and programmes were really concerned with youth needs for while there is public/visible commitment to youth, there is less visible care for youth. Indeed, there is a band-aid approach to policymaking and programming. To compound matters, more resources are invested in administration than in programming.
### TABLE 5.15: HISTORIC INJUSTICES AND TYPOLOGIES OF YOUTH: ST ELIZABETH

<table>
<thead>
<tr>
<th>Categories of Youth</th>
<th>Surface Reasons</th>
<th>Deep Reasons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Victims of Crime</td>
<td>Domestic violence</td>
<td>Family breakdown</td>
</tr>
<tr>
<td></td>
<td>Peer influence</td>
<td></td>
</tr>
<tr>
<td>Repeat Offenders</td>
<td>Peer influence</td>
<td>Culture-patterns of abuse and violence learnt and repeated</td>
</tr>
<tr>
<td></td>
<td>Lack of parental commitment</td>
<td>Inattention to deep reasons for recidivism</td>
</tr>
<tr>
<td></td>
<td>Lack of restorative justice</td>
<td>Lack of restorative justice</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Unprofessionalism among professionals: confidentiality is a problem</td>
</tr>
<tr>
<td>Abandoned Youth (such as through desertion)</td>
<td>Lack of parental commitment</td>
<td>Poverty</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Family breakdown</td>
</tr>
<tr>
<td>Youth who have been abused in all forms</td>
<td>Carnal, physical, emotional abuse</td>
<td>Culture-patterns learnt. Abuse is repeated within homes and naturalized</td>
</tr>
<tr>
<td></td>
<td>common</td>
<td></td>
</tr>
<tr>
<td>School dropouts – Some children and youth have to go to farms and take care of siblings. Child labour is widespread</td>
<td>Unemployment</td>
<td>Poverty</td>
</tr>
<tr>
<td></td>
<td>Desire for early independence</td>
<td>Recession</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Level of education among parents (no priority/value placed on education)</td>
</tr>
<tr>
<td>Drug abusers – Alcohol, beadie, tobacco, marijuana use common</td>
<td>Peer pressure</td>
<td>Unprofessionalism among professionals: confidentiality is a problem</td>
</tr>
<tr>
<td></td>
<td>Parental socialization</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Family stress – single motherhood poses limitations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Lack of outlets for youth</td>
<td></td>
</tr>
<tr>
<td></td>
<td>frustration and lack of trust in available outlets</td>
<td></td>
</tr>
<tr>
<td>Barrel Youth – Youth whose parents are abroad. Effects: lack of supervision; reduced focus on education</td>
<td>Unemployment</td>
<td>Poverty</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Family breakdown</td>
</tr>
</tbody>
</table>

**Implications for Programming, Policy and Law**

The surface and deep reasons for the challenges identified in St Elizabeth are not uncommon. In many respects, the cultures and realities in the parishes allow for differing manifestations of the same types of mental, spiritual and emotional dislocation. In St Elizabeth, stakeholders also identified challenges, such as the problems caused by repeat offending and the failure to institute credible mechanisms for restorative justice; the prevalence of child labour; the unprofessionalism among professionals; the mental and emotional risks to ‘barrel youth’; the
commonality of carnal, physical and emotional abuse; and the lack of outlets for expressing frustrations and learning how to resolve them. It is possible to add to the underlying and core issues, the inherent and contingent limitations of existing policies, programmes and laws.

As in St Catherine, stakeholders in St Mary suggested recommendations to the core issues and their manifestations. These have been reported verbatim.

**TABLE 5.16: EMERGING TRENDS AND YOUTH DEVELOPMENT: ST MARY**

<table>
<thead>
<tr>
<th>Issues</th>
<th>Manifestations</th>
<th>Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teenage Pregnancy</td>
<td></td>
<td>Age of Consent should be changed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Parents must be required to pay more attention to their children</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Youth could form counseling teams</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Expand reach of Women’s Centres</td>
</tr>
<tr>
<td>Gay Culture</td>
<td>Children and youth being propositioned by older men</td>
<td>Reporting of gay abuse should be mandatory</td>
</tr>
<tr>
<td></td>
<td>Gay lifestyle being adopted for survival and economic gain</td>
<td>Counseling is critical for addressing identity issues</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Need leadership from groups such as Fathers Incorporated, lessons on how boys</td>
</tr>
<tr>
<td>Interrupted Development</td>
<td>Crime  Taking on early responsibilities  Teenage pregnancy  Too much freedom/lack of parental supervision  Consequences: depression leading to suicide; lack of awareness of appropriate life-skills; immaturity</td>
<td>Re-socialization with peers Counseling</td>
</tr>
<tr>
<td>Freedom</td>
<td>Freedom stereotyped because of mental disabilities  HIV positive persons are isolated in schools and communities  Young persons not allowed to express themselves  After slavery, we have re-imprisoned</td>
<td>Equality should be adopted as a principle</td>
</tr>
</tbody>
</table>

TABLE 5.16: EMERGING TRENDS AND YOUTH DEVELOPMENT: ST MARY
Drug Abuse | Widespread drug use among youth | Find out where the addiction began and treat the root causes, including through education. Teach abusers how to work through issues
| | | Develop local rehabilitation programs for youths struggling with drug abuse
| | | Counseling

Gang Culture | Increasing numbers of youth joining gangs | Examine why person wants to be gang member and treat root causes
| | | Improve police-civilian relations
| | | Create diverse programme for youth
| | | Increase young people’s access to financial resources

| **TABLE 5.17 EMERGING TRENDS AND YOUTH DEVELOPMENT: PORTLAND** |
| **Challenges** | **Underlying and Root Causes** |
| Teenage Sexual Promiscuity | Problems with Parenting
| | Peer Pressure
| | Older to younger youth abuse
| | Teenage fathers
| Poverty | Lack of housing, work experience, employment, income
| | Low levels of education and lack of use of education
| | Skewed beliefs and priorities
| | Negativism and unwillingness
| | Lack of trust
| | Failure to create system that uplifts
| | Poor psychology
| Greed/Desire to Acquire | Swag culture promoted by the media
| | Visible inequalities; swag is the equalizer
| | Limelight lauded
| Increase in Criminal Activities | Blackberry is a status symbol
| Drug/Substance Abuse | Poverty
| | Lack of parental involvement
| | Belief systems
| | Abuse and depression
| Incestuous relationships | Increasingly, in addition to incest involving young girls and
older family members, younger males are being attacked by older males in the family

| Trend of disrespect | Normalization of disrespect | Younger educators are unable to command respect |

**Implications for Policy, Programming and Law**
The focus group that was conducted in Portland reinforced some of the outcomes of approaches to development that entrench some of the inequalities that they claim to be intent to resolve. In the absence of avenues for equal opportunities and equal exercise of rights, ‘swag’ becomes the social leveler. Persons who feel denied of the limelight nevertheless find the limelight through the means they can. Promoting certain routes to success, such as education and traditional forms of employment, while investing insufficient amounts in ensuring that these avenues can catapult persons beyond their social standing cause lack of faith and disengagement.

In Portland, stakeholders highlighted the prevalence of incestuous relationships. This worrying and unlawful trend has also been identified in other studies. The lack of enforcement of existing legislations has helped to allow for the normalization such behaviours, particularly in an emerging cultural context where children and young people are regarded as assets.

**TABLE 5.18: EMERGING TRENDS AND YOUTH DEVELOPMENT: ST ANN**

| Gang Violence | Gang violence escalated because of behavioural problems, principally in schools rather than communities. Communities in St Ann are too disperse to facilitate the community-based gang culture that is common in other areas. Authority figures demonize children so they turn to their peers. |
| Drug Abuse | Group smoking and drinking prevalent. The age of initiation into alcohol use is normally 5 years. Parents socialize their children into using and abusing alcohol. Fathers initiate their sons into lighting and smoking cigarette. Grand Market, which is unique to Brown’s Town, is a key occasion when youth party widely, use and abuse drugs and participate freely in premarital sex. |
| Indiscipline | Teachers have given up. Parents respond by assaulting teachers. There is no consensus on management. Yet, the worst children behave better when they are treated with respect. Many youth are reluctant to work |
| Culture changing | There is less identification with history. There is poor influence from the media: entertainers and (self) designated role models are questionable |
Children are on their own; there is no guidance

| Poverty                                                                 | The high poverty levels in the parish present severe obstacles to parents, who want to send their children to school. |

**Implications for Programming**

Stakeholders in St Ann noted some of the problems that appeared common across the participation. However, there were unique aspects. For example, gang violence is not community based, since these (communities) are dispersed; gang violence is concentrated within the schools.

The indiscipline among youth that is noted as prevalent in St Ann is also common across parishes. Among the cultural shifts is a profound disrespect for authority, particularly where children and young people have been forced to adopt parental roles or where children and youth are forced/resort to role models who provide poor and even destructive guidance.

Interventions that center on mentorship; behaviour management; coping and overcoming skills are important but these must incorporate and prioritize interventions that tackle the roots causes of the behaviours youth are exhibiting.

**TABLE 5.19: EMERGING TRENDS, HISTORIC INJUSTICES AND YOUTH DEVELOPMENT: MANCHESTER**

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Underlying and Root Causes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unemployment</td>
<td>Manchester is regarded as wealthy but it is largely because of returing residents, many of whom hoard their wealth. Many employers think of saving rather than giving out.</td>
</tr>
<tr>
<td>Recession</td>
<td>Employers are looking for persons with experience</td>
</tr>
<tr>
<td>Youth prefer to stay home than work for low salaries</td>
<td>Low awareness of available opportunities; little publicity</td>
</tr>
<tr>
<td>Low awareness of available opportunities; little publicity</td>
<td>Closure of Alpart and associated companies has caused wide job loss</td>
</tr>
<tr>
<td>Literacy and skills levels</td>
<td>Majority of youth are educated. Most of the bad men are educated. However, there is still a problem with teaching styles. Some subjects are taught in one basic way.</td>
</tr>
<tr>
<td>Many youth have lots of subjects but no skills</td>
<td>Parental influence: “Our parents say we are dunce and can’t make it”. (Youth with intellectual disabilities, Manchester)</td>
</tr>
<tr>
<td>Absence of fathers has a negative effect on learning</td>
<td></td>
</tr>
<tr>
<td><strong>Drug abuse</strong></td>
<td>Stigma attached to HEART and JFLL results in low attendance; nobody wants to be seen in uniforms</td>
</tr>
<tr>
<td>----------------</td>
<td>-----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td><strong>Crime</strong></td>
<td>Many youth are involved in crime, not because of the money but because of peer influence.</td>
</tr>
<tr>
<td><strong>Hype</strong></td>
<td>In Manchester, hype life is common. Someone would use all their funds to buy a car in order to profile</td>
</tr>
<tr>
<td><strong>Disrespect</strong></td>
<td>Many youth are spoilt; there is no respect. For example, youth use the community centres irresponsibly</td>
</tr>
<tr>
<td></td>
<td>Parents ignore indiscipline</td>
</tr>
<tr>
<td></td>
<td>Elders have detached from youth</td>
</tr>
<tr>
<td></td>
<td>Influence from cable television promotes disrespect</td>
</tr>
<tr>
<td><strong>Sexual Promiscuity</strong></td>
<td>Amoral attitudes among young</td>
</tr>
<tr>
<td><strong>Drug Abuse</strong></td>
<td>Parents introduce children to alcohol and marijuana</td>
</tr>
</tbody>
</table>

**Implications for Programming**
Manchester has pockets of poverty, as in other parishes. However, as described, the culture within the parish is somewhat different. In the face of visible wealth and associated trappings, young people focus on maintaining profiles. Strong parenting appears to be uncommon among the youth who participated in the focus groups. Many who were designated as having learning difficulties spoke of problems with parenting and substance abuse. As in other parishes, it is critical that programmes center on these root issues. As above, it is also important that policymakers pay attention to what is transpiring within remedial education institutions. On what basis are students being referred? What is the standard and quality of the education provided? What assumptions underpin the education that is provided? Investments should be made in expanding the breadth and depth of these interventions.
# Chart 5.1: Key Principles, Objectives and Issues

## Core Principles
- Equality
- Equity
- Rights
- Corrective Justice
- Accountability

## Core Objectives
- Addressing underlying and root causes
- Advancing the fundamental rights and equality of all categories of youth
- Correcting historic injustices
- Stemming harmful emerging practices among youth
- Tackling ways of working that are inimical to the development of all categories of youth

## Core Issues
- Intergenerational Abuse (Emotional, Mental, Physical, Spiritual, Sexual)
- Poor/Inadequate Parenting
- Family Breakdown
- Internalized and External Stigma
- Skewed Belief Systems and Core Values
- Lack of spiritual development
- Low (including disadvantaged) education and skill levels
- Poverty
- Disadvantageous and non-transformative Education
- Non-transformative Employment and Entrepreneurship
- Adolescent and youth sexual and reproductive health, mental health
- Non-transformative Social Protection
- Gender Relations and Violence
- Substance Abuse
- Cultures of Materialism and Quick Gain
- Sexual Promiscuity
- Allegiance to the Occult
- The Burgeoning Underground
- Civic Irresponsibility
- Inadequate Coordination and Communication
- Adverse Power Relations within and across Agencies
- Inadequate Monitoring and Evaluation
- Lack of Accountability
- Developing the Resource Base
The tables above describe how understanding and treating underlying and root issues can help to re-focus existing programmes. It is worth reinforcing three of the key root issues identified since these were common across parishes:

A. Abuse: Attention must be paid to identifying and addressing the varied and multiplied forms of abuse that youth, across social categories, experience either directly or indirectly.

B) Parenting: Considerable attention is now being paid to problems with parenting, although this is largely focused on the lower social classes. Note that interviews with upper class youth described the emotional abuse that exists within some of these homes; it is important to emphasize that upper class youth are also prone to emotional dislocation. Understanding the underlying and root causes of “poor parenting” is critical for designing interventions.

C) Family breakdown: Young people of all social classes report (both directly and indirectly) widespread family breakdown. In some contexts, family dislocation is normalized: “Barrel youth”; “latch key youth”; youth assuming the responsibilities of their parents; “missing fathers” are among the deep factors that produce detachment from “the system” or destructive forms of engagement. Family interventions are required to supplement the focus on youth.

Textbox 5.5 Tackling Abuse: Some Specific Actions

Intensify public education on varying types of abuse.
Institute credible and accessible outlets as well as supply active interventions aimed at redress and restoration.
Provide multidisciplinary training in identifying varying forms of abuse;
Increase the numbers of social workers, as well as resources allotted for their services, such that abuse can be treated and prevented
Engage with psychologists and support and expand existing programmes in order to address and prevent mental and emotional problems among youth.
Make legal recourse more efficient and effective: many reports have pointed out that the law lacks “teeth”.
Under the CCPA, enforce the law in cases of parental neglect and abuse
Strengthen groups such as Fathers Incorporated, faith based establishments etc to provide ongoing mentorship and support to youth who have lack fathers
Expand social protection provisions, including psychological services, to young people who have been abandoned; young people in charge of families; “barrel youth”
Enforce laws related to underage labour as well as those related to unfair employment practices

D) Internalized and external stigma and discrimination: There are particular categories of youth (such as young people with disabilities; young people living in particular inner-city communities and in some rural areas; young persons who are
MSMs or WSWs; young people from the upper classes; young people enrolled in remedial education programmes) who are subjected to stigmatization and discrimination. Laws must be enforced to ensure that all young people are able to enjoy equal citizenship rights. Furthermore, public education campaigns should confront and tackle these social ills, such as to change mindsets and check the infringements on citizenship rights that is prevalent within the society.

As described, internalized stigma undermines the sort of ‘surmounting’ resilience that is most promising for youth development. Accordingly, “a suh di ting set’ can be interpreted, not only as a depiction of the state of affairs but as a resignation that circumstances are difficult or, perhaps, impossible to change. This belief system must be addressed, since it leads, as some youth workers indicated, to issues such as “resistance to change and new forms of occupation”; “disinterest in employment”; “lack of sustainable entrepreneurship”; and an uncomfortable settlement in/acceptance of “their set zone”.

Tackling resignation is challenging for it requires going beyond training, empowerment sessions and counseling. Rather, it also requires supplying credible alternatives, which include implementing processes and mechanisms that are seen to work and providing opportunities that demonstrate commitment to fairness, equality and corrective justice.

Textbox 5.6 The Importance of Family Interventions: View from Flankers Peace and Justice Centre
The Peace and Justice Centre works with students from all schools in St James. Youth workers note that many of the parents they encounter are young and place little value on family life. Abuse is ongoing in homes and, accordingly, children vent in schools. One youth worker recounted a case of a young lady whose father regularly used a shoe to beat her in the face. This was compounded by verbal abuse. The Centre recognized the importance of helping the family using a two-pronged approach; that is of treating the young woman while discussing matters within the home.

Youth workers to the root to the problems that are presented at the Centre are real economic needs; poor parenting (parents too young); teachers not paying sufficient attention; and no moral values.

“Our young people are exposed to a lot of negative messages that press them into unhealthy sexual behaviours. There is confusion in children’s minds. They recognize 16 as the age of consent but even at 18, they are not ready for much”.

E) Belief systems: Self-perceptions; cultural beliefs; religious beliefs; perceptions of others; perceptions of one’s place in the world and of one’s potential and possibilities have powerful effect on how individuals choose to exercise agency. While beliefs should not be mandated, a development policy that ignores the cultures and subcultures/patterns of meaning that exist may (1) result in
inappropriate or ill timed responses; (2) fail to facilitate interventions that foster young people’s spiritual development.

**EQUALITY, EQUITY, RIGHTS AND CORRECTIVE JUSTICE: SUMMARY IMPLICATIONS FOR YOUTH DEVELOPMENT**

The findings emphasize that interventions, if they are meant to be transformative, must also be based in principles of rights, equality and corrective justice. Stakeholders have identified certain priority areas of intervention.

**A) Education:** In Jamaica, education has long had a substantive role in producing and entrenching social inequalities. Bivens, Moriarty and Taylor (2009) underscore that this situation is not particular to Jamaica. Schooling, they note, can enable children to ‘learn for a life based on freedoms or prepare them for a life of limited choices and ‘unfreedoms’. The authors admit that education often entrenches the very inequalities it should uproot and helps in the transmission of adverse power relations across generations. Further, the emphasis on targets, measurements and assessments---this more behaviourist approach to education---is not necessarily supportive of approaches that focus on learner transformation and empowerment or approaches that engage directly with processes of change within communities.

The Situation Analysis reinforces the view that transformative learning must aim to catapult, particularly the children and families who have suffered educational disadvantage, beyond their current social standing. The following goals are important:

1) All youth completing, at minimum, top quality secondary level education and acquiring the skills to enable them to be prepared for livelihood, self-development and the exercise of equal citizenship rights.

2) Educationally disadvantaged youth (including youth in institutional care, youth living and working on the streets, teen mothers etc) given a genuine ‘jumpstart’ that will correct historic injustices and allow them to actualize visions beyond the confines of their contexts.

3) Educationally disadvantaged areas/regions given a genuine ‘jumpstart’ that will correct historic injustices and allow youth to actualize visions within and beyond the confines of their contexts.

4) Prioritize accountability to each student; develop systems that are committed to and answerable for the holistic development of each child/young person.

5) Reframe the ways in which ‘second chance’ education is labeled in order to reverse the associated stigma.

6) Incorporate psychosocial and spiritual development within education programmes.
Textbox 5.7 Rectifying Inequalities in Education: Some Specific Actions

- Strengthen current efforts to improve and equalize the quality of early childhood education.
- Strengthen current efforts to provide education that is child-centered (which recognizes and is responsive to the differences in how children learn) and befitting standards in the twenty-first century.
- Strengthen current efforts to boost (a) teachers’ knowledge of differing learning styles and (b) their use of child centered teaching methodologies.
- Strengthen current efforts to hold teachers accountable for student performance as opposed to delivering the curriculum within a designated time period.
- Equip organizations to give students the best start/second start feasible. (Supplying a genuine jump-start, of the sort afforded by affirmative action programmes in select countries, necessitates dedicated financial and human resources underpinned by overarching principles of justice and equality.)
- Strengthen current efforts to equip rural/deep rural area schools to access education of quality comparable to privileged urban areas.
- Increase the level of support that is currently devoted to youth serving organizations that are working to improve the life-chances of youth who are categorized as unattached, living and working on the streets and marginalized in other ways.
- Develop and monitor an ambitious and comprehensive education programme for children and youth in institutional care.
- Ensure that sanctions are levied where youth in care are denied high quality education comparable to the best in the public system.
- Develop specialisms among providers; target groups that are currently detached from the system; monitor and hold providers accountable for outcomes.
- Require (through policy and law) that underage youth who fall pregnant and who are no longer attending their own schools attend an educational facility and are, subsequently, reintegrated within schools. This requires amending the Education Act (See Education Regulations 1980, Page 21, Section 31, paragraphs 2 and 3)
- Devote adequate resources to developing special education units. This is not a privilege; it is a right. In Hanover, stakeholders recommended that special education is required at each grade level since “half the population in certain schools has learning disabilities”.
- Address funding for prospective/existing tertiary level students, particularly youth from disadvantaged contexts.
- Evaluate the status of psychosocial provisions within formal and non-formal institutions.
- Institute a comprehensive system, which provides effective and CONFIDENTIAL psychosocial support to families; and implementing standards to ensure that providers are held to account. Psychosocial interventions are critical and must involve families.
- Evaluate guidance counselors’ roles and effectiveness and implementing EFFECTIVE accountability processes for the quality of service.
- Develop a network of trained youth counselors from among youth
- Increase and improve community level education programmes for parents, such as to stem the intergenerational transmissions of ignorance. Again, youth, such as those enrolled at the NYS, could be involved in providing community-based adult education.
- Offer qualifications to youth with disabilities and implement programmes that are responsive to their needs and varying capacities.
B) **Employment and Entrepreneurship:** Youth policy and programming must aim for an environment that promotes the creation of ‘ambitious’ opportunities for employment and that actively fosters entrepreneurship. Lack of/inadequate, inequality promoting and sustaining employment contribute substantially to self/group stigmatization, frustration, violence and resignation.

**Textbox 5.8 Rectifying Inequalities in Employment: Some Specific Actions**

- Incorporate principles of entrepreneurship into education programmes from an early stage.
- Focus on developing entrepreneurship among rural and deep rural youth. Note that rural area youth need not be confined to occupations in agricultural development.
- Equip CBOs to foster innovative entrepreneurial schemes within communities
- Work through youth groups, such as the Young Entrepreneurs, to promote youth to youth entrepreneurial development
- Use technology and one on one interventions to build transforming entrepreneurship
- Ensure that HEART/NTA still maintains a focus on and commitment to youth who are illiterate/semi-literate; thus, catering for these levels of need
- Advocate for better integration of skills training with training that allows for academic progression
- Increase the range of transformative skill options, (offered by HEART/NTA) such that youth can have and actualize visions beyond what is considered marketable for youth within particular contexts.
- Evaluate, with a view to improving, HEART procedures for follow up with applicants
- Dedicate resources to increasing placements for HEART graduates
- Expand the range of options offered by NYS, including more attractive and marketable courses, such as engineering, agriculture and ICT
- Ensure, through policy, that young people (with special attention to PWDs) have increased access to work experience opportunities
- Include entrepreneurship training and employment preparation within programmes provided by Women’s Centres.

C) **Adolescent and Youth Health:** Healthy lifestyles and optimum physical and mental health are fundamental to securing rights, equality and justice for all segments of the youth population. The Situation Assessment emphasizes the need for sustained attention to substance abuse; sexual practices and, significantly, mental health. Related interventions are required across social categories.
**D) Revising Approaches to Social Protection**  
It is critical that social protection has a transformative intent. In their (2009) article, Sabates-Wheeler, Devereux and Hodges agree that transformative approaches must, necessarily, infiltrate social protection policies, which currently concentrate on short-term provisions to stem income and consumption deficits. Instead, social protection needs to take 'a long view'; that is, an intergenerational perspective in order to ensure sustainable improvements in wellbeing. This intergenerational perspective, as various authors have emphasized, is important for understanding the processes, including the social dimensions of vulnerability, that entrench chronic forms of poverty. Therefore, Sabates-Wheeler et al. outline a transformative social protection (TSP) agenda, which recognizes that many of the current manifestations of vulnerability – such as malnutrition and low educational performance – may well reflect 'intergenerational problems'. TSP aims to address the structural causes of vulnerability and the power relations and dynamics that underpin them. As the authors note, ‘this implies transforming society to redress power relations that result in discrimination and social exclusion’. For example, the TSP agenda would go beyond cash transfers and include sensitization campaigns to challenge and transform the behaviours that sustain gender inequalities and support legislative changes in order to prevent discrimination. Therefore, a transformative approach is critical if there is a sincere aim to break chronic poverty traps and accelerate youth development.

**E) Developing and Implementing Strategies for Transformative Interventions for Children and Young People Who are in Need of Care and Protection**

It is crucial that effective care and protection is afforded to youth whose rights in these areas have been compromised. This involves advocating for full implementation of the provisions of the National Plan of Action for Youth Justice in Jamaica. Youth workers explained that effective care and protection requires addressing the following:

- Ensure that youth with intellectual disabilities are treated as children, where the intellectual age is consistent with those of a child
- Amend laws to establish standards for male rape
- Increase the age of consent to 18 years
- Enforce laws in cases of abuse
- Ensure protection for male youth who report being attacked/solicited by adult males
- Enforce laws in cases of parental neglect and abuse
- Amend Education Act to ensure that youth who get pregnant while in school are placed in a sufficiently regarded education facility and that they are re-integrated in the formal education system thereafter
- Consider Youth Care and Protection, such as obtains in New Zealand. Under such an Act, make provisions for disadvantaged youth and their families whose needs cannot be addressed under CCPA
STEMMING, TO THE EXTENT FEASIBLE, HARMFUL EMERGING PRACTICES AMONG YOUTH

The transformative strategies outlined above can encourage young people to reject some of the increasingly popular but harmful practices. However, the evidence confirms that attention must be paid to stemming the cultures of materialism and the illicit activities these provoke; the rampant drug use; sexual promiscuity and the allegiance to the occult, which youth are convinced is restricting growth and development in some areas. Here, where strong and consistent programming is critical, youth to youth interventions may prove effective.

The goal of cultivating ‘living environments’ that are conducive to positive youth development will remain superficial unless policymakers and programmers recognize that it requires understanding and engaging with the emerging cultures and subcultures among youth.

TACKLING WAYS OF WORKING THAT ARE INIMICAL TO THE DEVELOPMENT OF ALL CATEGORIES OF YOUTH.

Effective youth policymaking and programming depends on fundamental changes to some traditional ways of working. The following are noteworthy:

1) The desk review and community focus groups depict an unhelpful distance and some mutual suspicions across government, non-government agencies and community-based organizations. The more effective collaborative relationships appear to be among select NGOs. Youth development will depend on substantially improved communication and coordination, which will necessarily involve confronting and tackling the relations of power that obstruct these. Youth leaders and youth workers have suggested the following actions:

- Develop a coordinated communication strategy, across agencies, in order to reduce costs
- Monitor correspondence between plans and programme and project implementation
- Develop consultative processes and implement mechanisms for effective coordination across agencies and actors at government and nongovernment levels
- Develop consultative processes and implement mechanisms for effective coordination across agencies and actors at community levels
- Develop strategies for building relationships across agencies

2) While inter-agency coordination is important, Eyben suggests that it should not be used to impose unrealistic boundaries and excessively streamlined
solutions. She favours an approach that sees problems as unbounded and messy, in which persons and agencies at varied levels have and can offer solutions. This suggests a more horizontal approach to policymaking. Where it is well coordinated, the ‘unbounded’ approach is likely to reduce the charge that policies are normally mandated from the centre, with little basis in local realities. Further, the unbounded approach better lends itself to development partnerships for youth development. Significantly, these partnerships must include youth.

3) Particularly since the onset of the global economic crisis, policy and programme implementation have suffered from inadequate funding. Programme sustainability requires fund creation. Currently, the competitiveness involved in obtaining project funding undermines the coordinated and targeted approach that is needed to secure funds at the levels required and for the types of interventions described. Funding would also be enhanced through increased allocations to youth.

4) Accountability, defined in its traditional sense, is inadequate for guiding and evaluating the sort of proactive representation that is necessary for youth development. A relational view of accountability exposes how power dynamics and relations affect processes and outcomes; it forces policymakers and programmers to identify and rectify the injustices that exist deep within societies. Therefore, rather than being held to account solely for achieving apolitical macro-institutional targets, accountability conceived in its relational sense assesses, for example, the extent to which interventions aim for and effectively reduce injustices in outcomes for differing categories of youth.
CHAPTER 6

CONCLUSIONS

The 2012 Situation Analysis of Youth in Jamaica is designed to evaluate the status, needs and prospects of the youth population. It uses (a) secondary data (through a literature review); and (b) primary qualitative data through focus groups and interviews.

Fieldwork for the Situation Analysis was conducted across all 14 parishes, though with concentrated study in 7 of them. At the outset, the GOJ prioritized young people in difficult circumstances, noting that the principal concern was with finding solutions to the challenges that youth conventionally classified as “unattached” are facing. Correspondingly, these perspectives weigh heavily on the findings. The study also included views from the privileged youth within and across social classes, youth leaders as well as youth workers. While these categories of youth provided differing lens on the situation that youth in Jamaica are facing, they did not refute the realities of the most disadvantaged among them; neither was there substantive disagreement on the roots to the problems identified.

As described in the Preamble, the study utilized the strength-based, as opposed to the problem-based, approach to analyzing the situation of youth. Thus, it resisted the tendency to depict young people merely as problem-prone, inherently problematic and lacking capacities to contribute to and actively participate in formulating solutions. Second, the study used a historical, intergenerational, approach, based in the belief that young people’s current conditions are often shaped by their experiences during childhood and are likely to be consequential for their status and roles as adults. Particular attention was paid to how deep-rooted inequalities and injustices from childhood have helped to shape the status, needs and prospects of the youth population. Third, the study recognized that young people also make lifestyle choices and develop trends, which may or may not be connected to their histories. Consequently, the analysis sought to capture some of these choices and trends, as these are also quite relevant for the direction of policy, programming and legislation.

Given the research approach described, the questions posed in this Situation Analysis are based in principles of justice, fairness, equality, equity and accountability. Specifically:

c. To what extent do these principles inform legislation and policy instruments that are designed to respond to the needs and improve the status and prospects of the youth population on the whole and of different categories of youth, in particular?

d. To what extent is the absence of legislation and effective policy based in injustice, unfairness and longstanding inequalities and inequities and what actions (beyond merely filling gaps in legislation and policy) are
required to improve the status and prospects of different categories of youth?

Chapter Two of the Situation Analysis provided a synopsis of Jamaica’s economic, social and political background and indicated how the country’s major development challenges have influenced and are influenced by youth development. The chapter pointed, specifically, to the challenges posed by:

(a) The macroeconomic context: in a context of low growth and inequity, “youth are particularly affected by the attending structural constraints”. The data shows low labour force participation and high levels of unemployment, with attending social consequences.

(b) Poverty, urban and rural: Poverty is often transmitted across generations, compromising the life chances of children to the elderly. However, there is concern that youth who consider themselves to be excluded from national production plans and who are frustrated by poverty may opt to find alternate---including underground---avenues to survive, with serious social and economic consequences.

(c) Education: Inequalities in education provision stunt youth who are disadvantaged by the system, also with considerable social and economic spin off effects.

(d) Health and HIV AIDS: The data shows that within Jamaica’s socio-cultural context, (1) “adolescents suffer some of the most significant costs of the high rate of crime and violence that now seems endemic in Jamaica; (2) an increasing number of adolescents are referred to Child Guidance Clinics for mental health and behavioral problems; (3) adolescents are highly vulnerable to factors that promote negative reproductive health outcomes; and (4) social norms regarding sexuality and gender issues, such as sexual risk-taking and multiple partnerships have negative implications for the risk-taking behaviours of adolescent males and females.

(e) Citizen security, community safety and access to justice: Young people are the major victims and perpetrators of crime and violence. Violence among youth in Jamaica constitutes a major public health challenge Violence is reproduced among youth, given the influence of both proximal (near environment/within family) and distal (far environment/community and beyond) factors.

The chapter concluded: “in Jamaica, as in a number of other Caribbean countries, the socio-economic contexts provide myriad risks, though for some groups more than others. ... Risks and risk taking behaviours [appear] less common among youth who [have] benefited from “effective education, taking good counsel and opportunities, and proper parenting; these were protective factors”. However, where youth [are] forced to subsist in contexts of violence, poverty, community stigmatization and poor influence, risk taking is considered a means of survival and the existence of risks, a way of life”.
Chapter 3 examined the core questions that were posed at the end of the second chapter: “Why are risks transferred from childhood to youth?” “What does the intergenerational transfer of adversities and risks suggest about policy and programme effectiveness? To what extent are policy and programmes designed to disrupt and uproot harmful patterns? To what extent do they provide surface solutions? The chapter, Historical Injustices, Structural Constraints, Intergenerational Transmissions and Youth, examined the injustices that differing categories of youth encounter. As noted in the Summary, it explored some of the features and consequences of chronic, intergenerational, poverty as well as the roots to this poverty (including educational disadvantage and abuse). Stories from “unattached youth and female youth dancers, persons with disabilities, young people who live in homes, young persons who are in remedial education institutions, in lock ups and on probation, youth who are MSMs or WSWs portray the prejudice, discrimination and persistent disadvantage in experience that particular categories of youth are experiencing. Their situation is compounded by historical spatial inequalities.

Views from the privileged youth revealed similarities in many cases. The most stark social and cultural distinctions obtained between upper and upper middle class youth from St. Andrew and the other groups of privileged youth identified across the parishes as well as the less privileged young people who participated in the study. Yet, even these ‘most privileged’ young persons were cognizant of and, in some measure, affected by the conditions that impair the less advantaged. As noted, the interviews revealed shared discontent; recognition of the historical injustices that have profited certain classes at the expense of others and that leaves the more privileged at risk; as well as acknowledgement that the urgent transformative programming that is required must prioritize the less advantaged if there is to be security for the privileged.

The chapter reinforced the view that youth resilience can take varied forms. Where youth resist, they appear to do so based on the principles they have learnt but also using the tools they know and the opportunities at their disposal. This problem of bounded resistance exposes the limitations of some current interventions, which fail to foster visions and catapult disadvantaged young people beyond the borders to which they are accustomed and the manner in which they are labeled.

Chapter 4 highlighted lifestyle choices and emerging trends among selected Jamaican youth. It pointed to (1) shifts in gender dynamics, in which young women are violently resisting and, as some see it, actively preventing male on female abuse; (2) the prevalence and consequences of emerging cultures of materialism and quick gain; (3) the perceived significance of ‘links’ for survival and growth as well as the wide disbelief in the existence of transparency; (4) concerns about shifting moralities, which result, for example, in persons accepting and legitimizing scamming, drug abuse, pimping, poor parenting and what some youth dub as “immoral music”; (5) a growing frustration with violence, such that young people, in some parts, are trying to reverse trends; (6) the continued acceptance
and practice of wanton violence despite the frustration expressed in some circles; (7) the growing significance of the occult and its debilitating consequences for trust, social bonding and youth and community development; the emerging and varied crises of identity among differing categories of youth and (8) the prevalence of substance abuse, including among female youth from 13 years.

The stories reinforced the relevance of the questions that guided the study: Are the existing interventions sufficient for the transformation desired? Do they deal with root causes of dislocation? Are they consistent with principles of equal rights, fairness and corrective justice? Correspondingly, Chapter 5 argued that youth development requires a purposeful agenda that is underpinned by principles of equality, equity, rights, corrective justice and accountability and governed by commitments to (1) address the underlying and root causes that differing groups of youth are encountering; (2) advance the fundamental rights and equality of all categories of youth; (3) correct historic injustices; (4) stem harmful emerging practices among youth; and (5) tackle ways of working that are inimical to the development of all categories of youth. Based on the findings, it identified the core issues for this agenda to be:

**Addressing underlying and root causes:**
- Intergenerational Abuse (Emotional, Mental, Physical, Spiritual, Sexual)
- Poor/Inadequate Parenting
- Family Breakdown
- Internalized and External Stigma
- Skewed Belief Systems and Core Values
- Lack of spiritual development
- Low (including disadvantaged) education and skill levels
- Poverty

**Advancing the fundamental rights and equality of all categories of youth and correcting historic injustices:**
- (Disadvantageous and non-transformative) Education
- (Non-transformative) Employment and Entrepreneurship
- Adolescent and youth sexual and reproductive health, mental health
- (Non-transformative) Social Protection

**Stemming harmful emerging practices among youth:**
- Gender Relations and Violence
- Substance Abuse
- Cultures of Materialism and Quick Gain
- Sexual Promiscuity
- Allegiance to the Occult
- The Burgeoning Underground
- Civic Irresponsibility
Tackling ways of working that are inimical to the development of all categories of youth:
- Inadequate Coordination and Communication
- Adverse Power Relations within and across Agencies
- Inadequate Monitoring and Evaluation
- Lack of Accountability
- Developing the Resource Base

The chapter recommended policies, programming and legal actions for addressing these core issues. These are summarized in the table below.

**TABLE 6.1 KEY POLICY, PROGRAMMING AND LEGISLATIVE ACTIONS**

<table>
<thead>
<tr>
<th>ADDRESSING UNDERLYING AND ROOT CAUSES</th>
<th>Key Policy Actions</th>
<th>Key Programming Actions</th>
<th>Key Legislative Actions</th>
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<tbody>
<tr>
<td><strong>Intergenerational Abuse</strong>&lt;br&gt;(Emotional, Mental, Physical, Spiritual, Sexual)</td>
<td>Ensure, through policy, that there is improved understanding of and responsiveness to varying forms of abuse&lt;br&gt;Strengthen policies such that youth over 16 years--particularly those most at risk---are protected from and have effective recourse where there is abuse, in varying forms.</td>
<td>Intensify public education on varying types of abuse&lt;br&gt;Increase the numbers of social workers, as well as resources allotted for their services, such that abuse---in its various forms---can be treated and prevented</td>
<td>Expand the scope, efficiency and effectiveness of legislation to address varying forms of abuse, ensuring special protection for those least able to protect themselves.&lt;br&gt;Enforce the 2000 Victims Charter&lt;br&gt;Reinforce the recognition and treatment of abuse within the restorative justice agenda</td>
</tr>
<tr>
<td><strong>Poor/Inadequate Parenting</strong>&lt;br&gt;<strong>Family Breakdown</strong></td>
<td>Strengthen and expand the reach of policies that aim to improve parenting. Note that it is important to build frameworks that protect against top-down and de-contextualized intervention approaches&lt;br&gt;Ensure the adequacy of (cross-sectoral)</td>
<td>Expand family focused interventions, such that youth who are targeted under programmes such as CSJP have more supportive family contexts&lt;br&gt;Institute a comprehensive system, which provides effective and CONFIDENTIAL</td>
<td>Strengthen and enforce the law (including the Children’s Guardianship and Custody Act) in cases of parental neglect and abuse&lt;br&gt;Expand the scope of legislation to ensure that young persons</td>
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</table>
frameworks, guidelines and support mechanisms for recognizing and dealing with family breakdown. Note that early recognition and treatment plans are especially relevant in schools.

Secure sufficient resources to establish long-term psychosocial interventions in order to tackle the psychological scars that youth bear.

Secure sufficient resources to establish long-term psychosocial interventions in order to tackle the psychological scars that youth bear.

Psychosocial support to families; and implement standards to ensure that providers are held to account. Psychosocial interventions are critical and must involve families.

Counter, through programming, the tendency to normalize family dislocation. Accordingly, develop and implement effective psycho-social interventions so as to prevent the detachment that is now common among certain categories of youth, including those labeled as “barrel youth”; “latch key youth”; youth assuming the responsibilities of their parents; youth with “missing fathers”

Scale up mentorship programmes so that young people, particularly boys, have alternative male role models. Youth groups are interested in forming their own support networks and these could be critical in helping to build self-esteem among peers.

- Internalized and External Stigma
- Skewed Belief Systems and Core Values
- Lack of spiritual development

Ensure the adequacy of frameworks and guidelines for addressing stigma (including self-stigma) and discrimination

Intensify public

Evaluate and revise conventional training and ‘empowerment’ programmes to ensure that these target---and do not reinforce---stigma (including self stigma).

Ensure the adequacy of laws to protect against stigma and discrimination

Enforce legislations (Sexual Offences Act), so as to combat the normalization of incestuous relationships. (Note evidence from Portland)

Enforce 1948 Incest (Punishment of) Act

Enforce 2005 Maintenance Act

currently beyond the reach of the CCPA also have recourse in cases of parental abuse.
| Education on stigma and discrimination | Strengthen the development and implementation of multisectoral national strategies and financing plans for combating HIV/AIDS that: confront stigma; silence and denial; address gender and age-based dimensions of the epidemic; eliminate discrimination and marginalization |
| Reframe the ways in which ‘second chance’ education is labeled in order to reverse the associated stigma. |
| Strengthen programmes that address gender-based violence, ensuring that they also work to check female on male violence. |
| Deepen and expand collaborations with faith-based groups in order to confront and address value systems through supplying an effective counter-acting influence. |

### Poverty
- See notes on Social Protection and Employment/Entrepreneurship

### ADVANCING THE FUNDAMENTAL RIGHTS AND EQUALITY OF ALL CATEGORIES OF YOUTH AND CORRECTING HISTORIC INJUSTICES

- **(Disadvantaged us and non-transformative) Education**
  - Strengthen current policies for transformative learning such that the strategies that are implemented can catapult, particularly the children and families who have suffered educational disadvantage, beyond their current social standing.
  - Strengthen policies to address spatial inequalities.
  - Ensure, through programming, that educationally disadvantaged youth (including youth in institutional care, youth living and working on the streets, teen mothers etc) are given a genuine ‘jumpstart’ that will correct historic.
  - Ensure that sanctions are levied where
<table>
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<tr>
<th>in education provision, ensuring that educationally disadvantaged areas/regions are given a genuine ‘jumpstart’ that will correct historic injustices and allow youth to actualize visions within and beyond the confines of their contexts.</th>
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<tbody>
<tr>
<td>Develop and monitor an ambitious and comprehensive education programme for children and youth in institutional care.</td>
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<td>Review, with a view to providing effective guidelines, the process of referring students for remedial education.</td>
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<td>Review the quality of provision within institutions that provide remedial education, with a view to expanding their depth and breadth</td>
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<td>Devote adequate resources to developing special education units. This is not a privilege; it is a right.</td>
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<td>Address funding for prospective/existing tertiary level students, including for youth from disadvantaged contexts.</td>
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<tr>
<td>(Non-transformative) Employment and Entrepreneurship</td>
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<tr>
<td>Review policies to ensure that they promote ‘ambitious’ and sustainable opportunities for employment and that they</td>
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<tr>
<td>Develop entrepreneurship among rural and deep rural youth. Equip CBOs to foster</td>
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<td>youth in care are denied high quality education comparable to the best in the public system</td>
</tr>
<tr>
<td>Require (through policy and law) that underage youth who fall pregnant and who are no longer attending their own schools attend an educational facility and are, subsequently, reintegrated within schools. This requires amending the Education Act (See Education Regulations 1980, Page 21, Section 31, paragraph 2 and 3) Consider Act to address specific needs of disadvantaged youth.</td>
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<tr>
<td>actively foster entrepreneurship</td>
</tr>
<tr>
<td>Deepen integration of skills training with training that allows for academic progression</td>
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<tr>
<td>Increase the range of transformative skill options, (offered by HEART/NTA) such that youth can have and actualize visions beyond what is considered marketable for youth within particular contexts.</td>
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<tr>
<td>Expand the range of options offered by NYS, including more attractive and marketable courses, such as engineering, agriculture and ICT</td>
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<tr>
<td>Ensure, through policy, that young people (with special attention to PWDs) have increased access to work experience opportunities</td>
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<tr>
<td>Include entrepreneurship training and employment preparation within programmes provided by Women’s Centres.</td>
</tr>
<tr>
<td>Secure loans for youth entrepreneurial development. Involve youth in developing their own loan schemes. (Note that some youth involved in scamming are already trying to fill this void.)</td>
</tr>
<tr>
<td><strong>Adolescent and youth sexual and reproductive health, mental health</strong></td>
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<tr>
<td><strong>(Non-transformative) Social Protection</strong></td>
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**STEMMING HARMFUL EMERGING PRACTICES AMONG YOUTH**

| **Gender Relations and Violence** | Ensure effective implementation of CSJP interventions, | Deepen and expand CSJP interventions, | Enforce Domestic Violence (Amendment) |
### Tackling Ways of Working That Are Inimical to the Development of All Categories of Youth

<table>
<thead>
<tr>
<th>Inadequate Coordination and Communication</th>
<th>Develop a coordinated communication strategy, across agencies, in order to reduce costs</th>
<th>Monitor and evaluate programming approaches in order that implementing agencies do not entrench some of the inequalities that they claim to be intent to resolve.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adverse Power Relations within and across Agencies</td>
<td>Monitor correspondence between plans and programme and project implementation</td>
<td>Develop consultative processes and implement</td>
</tr>
<tr>
<td>Inadequate Monitoring and Evaluation</td>
<td></td>
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<tr>
<td>Lack of Accountability</td>
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</tbody>
</table>

- Substance Abuse
- Cultures of Materialism and Quick Gain
- Sexual Promiscuity
- Allegiance to the Occult
- The Burgeoning Underground

- Restorative justice provisions
- Involve spiritual community into policy and programme design and implementation
- Conduct intensive investigations into the underground economy
- Ensuring that these involve families
- Substantially strengthen support for proven youth intervention programmes, such as Children First and Rise Life Management
- Increase family involvement in substance abuse treatment plans
- Collaborate with spiritual community to build holistic interventions that address involvement with the occult
- Act. Expand Act to include provisions for male victims of violence.
- Enforce 2002 protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children
- Enforce 2007 Trafficking in Persons (Prevention, Suppression &Punishment) Act
- Enforce child labour legislations
- Enforce Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflicts
- Strengthen the 1996 Broadcasting and Radio Re-diffusion Act
- Developing the Resource Base

- mechanisms for effective coordination across agencies and actors at government and nongovernment levels

- Develop consultative processes and implement mechanisms for effective coordination across agencies and actors at community levels

- Develop strategies for building relationships across agencies

- Develop a more horizontal approach to policymaking, which sees problems as unbounded and messy, in which persons and agencies at varied levels have and can offer solutions.

- approaches (across agencies) to secure funds at the levels required and for the types of interventions described

- Build coordination across agencies in order to minimize costly duplication.

- Develop specialisms among providers in order to effectively reach overlooked needs

In summary, the 2012 Situation Analysis of Youth in Jamaica provides important directions for policy, programming and legislation. It indicates the sorts of transformative approaches that are required if service providers are to be judged accountable, when this is conceptualized in its relational sense. This interpretation of accountability imposes new and, in some contexts, radical standards for rather than being held to account solely for achieving apolitical macro-institutional targets, accountability conceived in its relational sense assesses, for example, the extent to which interventions aim for and effectively reduce injustices in outcomes for differing categories of youth.

The deep approaches to youth development that the findings recommend are not meant to replace ‘other’ actions that are critical for maximizing the prospects for policy and programming success. For example, while youth development is likely to result in decreased rates of crime and violence, arresting these will require continued concerted actions at multiple levels. Here---building on recommendations of the 2001 National Committee on Political Tribalism---the approach may need to be equally incisive/anthropological: understanding and uprooting the relations and incentives that sustain crime and violence, despite their destructive impact.
ANNEXES

IDB/GOJ Youth Development Programme
Terms of Reference for
Conducting Situation Analysis of Youth in Jamaica – 2011

1.0 INTRODUCTION

1.1 The Government of Jamaica has received a loan # 2039/OC-JA 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 systematic and long-term support, both financial and technical, to the youth sector over an estimated minimum period of eight (8) 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 programme 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 The Youth Development Programme will support the institutional strengthening of the National Centre for Youth Development (NCYD) by providing technical assistance to support governance and articulation between sectors engaged in youth development. Implementation of Phase 1 of the programme (2009-2013) will result in improved capacity of the NCYD to implement, monitor and evaluate youth policies and programmes and to fulfill its mandate as it relates to sector management of the youth portfolio.
1.3 To achieve these objectives, the programme will support the revision of the National Youth Policy (including the framework for monitoring its implementation), as well as the strengthening of the coordination mechanisms among relevant ministries and agencies involved in youth initiatives. To provide updated and comprehensive information about the status, needs and prospects of the youth population, the Programme is also financing the design, implementation and analysis of a National Youth Survey representative at the parish level. This is a household survey, which is intended to capture quantitative data on youth and their perspectives on a variety of issues they face. The National Youth Survey is slated for completion by December 2010.

1.4 The National Youth Survey, the Electronic Youth Programmatic Inventory and the Gap Analysis are preceding activities that will provide primary data on Jamaican youth and their opinion on the issues they face as well as examine the gaps in youth programmes, and develop an electronic inventory of such programmes respectively. The Situation Analysis will build on these activities through the collection of secondary data (through a literature review) and the collection of qualitative data on the situation of youth in institutions and the relevance and use of various national, regional and international legal and policy instruments. These will be done through a series of face-to-face and elite interviews.

1.5 The findings of the National Youth Survey and the Situation Analysis in conjunction with results from national consultations with major stakeholders will be used to update the National Youth Policy and to define measurable indicators. These indicators will allow subsequent monitoring and evaluation of its implementation. Technical Assistance is also being provided to develop mechanisms and procedures for systematic data collection and analysis in respect of the programmes being offered within the Youth Sector.

1.6 The 2008 Economic and Social Survey states that youth between 15-24 years constitute 456,800 (16.9 per cent of the total population). This represents a decline of 2,400 since 2007. Despite this decline, youth continue to represent a significant proportion of the Jamaican population and are a critical group for continued policy and programmatic interventions.

1.7 In order to be able to appropriately address the needs of our young people, the NCYD and its partners recognize that a comprehensive review of existing research, programmes, legislation and policies needs to be done. Hence the Youth Development Programme will provide support to undertake this Situation Analysis.

2.0 PURPOSE OF CONSULTANCY

2.1 The purpose of this consultancy is to provide the NCYD and its stakeholders with specific current and useful information in respect of the situation on youth in
Jamaica. In this regard, the Consultant will conduct a literature review of existing local, regional and international research and reports on the status of youth development in Jamaica. In addition, the consultant will conduct focus groups, face-to-face meetings and key informant/elite interviews with selected stakeholders, Agencies and Technocrats involved in planning and implementing Youth Development programmes.

2.2 The consultant will also, review and assess the relevance, impact and adequacy of existing programmes, policies and legislation (at the international, regional and national levels) on the youth development landscape in Jamaica. In addition, the recommendations coming out of this review will provide the NCYD with specific information that can be utilized to guide programme development and other relevant action in respect of youth development and the sector as a whole.

3.0 SPECIFIC OBJECTIVES OF THE CONSULTANCY

The key objectives for this consultancy are to:
1. Review the prevailing literature and research conducted into youth development issues nationally, regionally and globally, in respect of the Jamaican situation for all youth, giving particular attention to unattached youth and youth in difficult circumstances.
2. Review the legal and policy environment at the international, regional and national levels, which impact on youth development activities in Jamaica.
3. Assess the knowledge and understanding of youth development practitioners in respect of these legal and policy covenants or instruments. The consultant will also examine the extent to which such knowledge and understanding affect service provision to our youth.
4. Select individuals from a mix of public, private and NGO sectors (including youth) to conduct elite interviews with experts and youth service providers to ascertain the key programmatic issues that affect youth and the findings of research or data collection done by the selected agencies/entities.
5. Reach selected youth including young people in difficult circumstances (correctional institutions), unattached youth and in youth in places of safety to ascertain the circumstances they face and their response to these circumstances.
6. Make an overall assess on the status of youth in Jamaica giving particular attention to what accounts for their success or lack of success in pursuing their development goals.
7. Assess coordination issues and the monitoring and evaluation of programmes in respect of youth development and policy implementation.
9. Make specific and actionable recommendations in respect of policy, programmes, legislation and time driven interventions to address issues identified.
4.0 ACTIVITIES FOR THE CONSULTANCY

The activities below are recommended and are not intended to limit the consultant in identifying other actions deemed necessary to complete the assignment.

1. Conduct desk review at the NCYD and with other key partners who provide services to youth to review current research, documentation or data on youth.
2. Conduct meetings /informant interviews with key experts and service providers within the youth sector.
3. Conduct interviews with young persons within Places of Safety, Children Homes and the leaders/managers of these facilities to ascertain the conditions and circumstances these youth face and their expectations for their development.
4. Conduct focus group meetings, one-on-one or face-to-face interviews with youth at risk and un-attached youth.
5. Undertake research at libraries and on line sources for regional and international studies and published or unpublished reports in respect of the situation facing Jamaican Youth.
6. Prepare Interim, Draft Final and Final Reports on the assignment
7. Organize and present final report in workshop in a public forum to NCYD stakeholders.

5.0 QUALIFICATIONS OF THE CONSULTANT

The consultant should possess:
At least five years experience conducting development research.
At least a PhD. Degree with a specialist focus in development studies.
At least 5 years of practical experience in youth development within the Jamaican context, the Caribbean region or a mix of both.

6.0 RESPONSIBILITIES OF THE CONSULTANT

The Consultant will:
1. Prepare and submit a plan for qualitative data collection, review of the legal & policy environments and review of literature.
2. Develop a comprehensive list of documents to be reviewed.
3. Make specific arrangements with organizations and institutions to carry out the objectives of the consultancy.
4. Organize workshops and meetings required to complete the assignment and seek necessary approvals for accessing Places of Safety and other similar institutions for youth.
5. Timely submission of deliverables to the NCYD. Provide the NCYD with early information in respect of any challenges encountered in the undertaking of this assignment for early resolution.
6. Submit requests for payment with invoices to the Technical Coordinator for
Component 3 in a timely manner.
7. Provide the NCYD with early alerts/information in respect of challenges encountered in undertaking the assignment with a view to early resolution.

7.0 RESPONSIBILITIES OF THE NCYD

The NCYD will:
1. Provide list of research and documentation on youth to the consultant that are available to the NCYD
2. Timely review and feedback on deliverables
3. Establish review meetings with consultant as required during the implementation of the consultancy
4. Provide a list of key stakeholders to the consultant with contact details.
5. Where necessary, facilitate arrangements for face-to-face meetings with target groups.
6. Prepare payment request and submit to the Project Implementation Unit.

8.0 DELIVERABLES OF THE CONSULTANT

The Consultant will:
1. Submit a detailed Work Plan, draft instruments for focus groups and key informant/elite interviews, within one week of signing the contract.
2. Submit Interim Report and finalized instruments for focus groups, key informant and elite interviews.
3. Submit and present Draft Final Report to NCYD
4. Present and submit Final Report in public forum. In addition, the Consultant must present to the NCYD, eight (8) hardbound copies and four (4) soft copies of the Final Report. The information in the report must be disaggregated by parish, age, gender, social status, education levels/training, youth at risk, unattached youth and youth in difficult circumstances. The report must take into consideration the fact that youth as a group are not homogeneous and the issues they face may be influenced by a variety of factors. Hence the report should distinguish and assess the key issues that are similar and those that are different among youth.

9.0 REPORTING RELATIONSHIP
The Consultant relates directly to the Technical Coordinator for Component 3. He/she is accountable to the Project Manager of the National Youth Development Programme and the Director, Youth Programmes and Policy (NCYD).

10.0 TIME FRAME FOR IMPLEMENTATION
The consultancy will be completed over a period of three months.
### RESEARCH GUIDES

**Analysis of the Relevance and Use of National Plans**  
*(Overarching Questions for Interviews, Focus Groups and Policy Working Groups)*

<table>
<thead>
<tr>
<th>National Plans</th>
<th>Questions</th>
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</thead>
<tbody>
<tr>
<td><strong>Goals</strong></td>
<td>How knowledgeable are implementing agencies and other stakeholders of the provisions of each plan? Describe the process (es) for disseminating knowledge? Which agencies/stakeholders are most knowledgeable? Why? Which agencies/stakeholders are least familiar with the plans? Why? How has the status of knowledge across agencies/stakeholders affected implementation of each national plan? What processes and strategies are required to increase knowledge of each plan? What processes and strategies are required to ensure better implementation of each plan, particularly with respect to youth?</td>
</tr>
<tr>
<td>All implementing agencies and other key stakeholders know the objectives and provisions of each national plan, as well as their roles in implementation, particularly their responsibilities to youth.</td>
<td></td>
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<tr>
<td>There are systems and mechanisms in place and operational to educate communities and families about the objectives and provisions of each national plan, particularly the relevance to youth.</td>
<td>How informed are communities and families about each national plan? Describe the process (es) for disseminating knowledge? Which communities are most knowledgeable? Why? Which communities are least familiar with the national plans? Why? How has the status of knowledge across and within different communities affected implementation of the plans? Give examples. What processes and strategies are required to increase knowledge of each plan? What processes and strategies are required to ensure better implementation of each plan?</td>
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<tr>
<td>There is effective coordination among implementing agencies (state and non-state).</td>
<td>How effective is coordination across agencies and actors? What strengths and weaknesses have been observed since the national plan was formulated/implemented? What measures and resources are required for bridging identified gaps? What types of relationships (within agencies, across agencies) are required for effective implementation? What is the status of these relationships? What factors undermine/are likely to undermine these relationships? How can these be addressed?</td>
</tr>
<tr>
<td>There is effective coordination among agencies and communities and the families within them.</td>
<td>How effective is coordination among agencies and communities and the families within them? What strengths and weaknesses have been observed since the national plan was formulated/implemented? What (a) measures and (b) resources are required for bridging identified gaps? What types of relationships (with communities, families and among youth) are required for effective implementation? What is the status of these relationships? What factors undermine/are likely to undermine these relationships? How can these be addressed?</td>
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<tr>
<td>Sufficient resources are available for effective implementation of the national plans.</td>
<td>What resources (financial, human) are required for implementation (including coordination and institutionalization) of each national plan? What and where are there resource constraints? How can the constraints be addressed?</td>
</tr>
<tr>
<td>There are systems and mechanisms in place and</td>
<td>What resources (financial, human) are required for proper monitoring and evaluation of each national plan? Where are</td>
</tr>
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</table>
operational to monitor and evaluate the implementation of each national plan. there resource constraints? How can the constraints be addressed? What is the process for monitoring and evaluating the implementation of each plan? How effective is this process? Where are there gaps in the process? What factors prevent/are likely to prevent effective monitoring and evaluation? How can these be addressed?

### Analysis of the Relevance and Use of International, Regional and National Policy Instruments (Overarching Questions for Interviews, Focus Groups and Policy Working Groups)

<table>
<thead>
<tr>
<th>Goals</th>
<th>Questions</th>
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| There are international, regional and national policy instruments, which effectively protect the youth population. | 1. What policy instruments exist and what youth related issues do they address? Where do gaps exist? How visible are youth issues?  
2. How effectively are the international and regional policy instruments complemented by national provisions? |
| All implementing agencies and key actors know the principles and provisions of the international, regional and national policy instruments. | -How informed are implementing agencies and actors of the international, regional and national policy instruments? Describe the process (es) for disseminating knowledge?  
Which agencies are most knowledgeable? Why? Which agencies are least familiar? Why? How has the status of knowledge across different agencies and among different actors affected implementation of the policy instruments?  
What processes and strategies are required to increase knowledge of these instruments? What processes and strategies are required to ensure better implementation of the instruments? |
| Policies and programmes have effective synergies, which ensure coherence. | Where are there synergies among policies and programmes? Where are there contradictions? How can these be addressed? |
| All implementing agencies and other key stakeholders know the provisions of each policy and programme, as well as their roles in implementation. | -How knowledgeable are implementing agencies and other stakeholders of the provisions of each policy and programme? Describe the process (es) for disseminating knowledge?  
Which agencies/stakeholders are most knowledgeable? Why? Which agencies/stakeholders are least knowledgeable? Why?  
-How has the status of knowledge across agencies/stakeholders affected policy/programme implementation? Give examples. What processes and strategies are required to increase knowledge of each policy/programme?  
-Through what processes are civil society organizations involved in implementation? How are CSOs involved? What are the consequences?  
-What processes exist to involve youth in policy/programme implementation? How adequate are these processes? How feasible is it to address any identified gaps? What strategies and mechanisms are required? |
| There are systems and mechanisms that are in place and operational to educate communities and families about each policy and programme. | How informed are communities and families about each policy and programme? Describe the process (es) for disseminating knowledge? Which communities are most |
| **communities and families about the provisions of each policy and programme** | knowledgeable? Why? Which communities are least knowledgeable? Why? How has the status of knowledge across and within different communities affected policy/programme implementation? Give examples. What processes and strategies are required to increase knowledge of each policy and programme? |
| **There is effective communication and coordination across implementing agencies (state and non state).** | What process exists for coordinating policies across agencies? Provide concrete examples. How well are the policies coordinated across agencies? Provide concrete examples. How effective are the communication strategies across agencies? Provide concrete examples? What is process for coordinating policies within agencies? Provide concrete examples. How well are the policies coordinated within agencies? Provide concrete examples. How effective are the communication strategies within agencies? Provide concrete examples? What strengths and weaknesses have been observed since the policy/programme was formulated/implemented? What measures and resources are required for bridging identified gaps? What types of relationships (within agencies, across agencies) are required for effective policy and programme implementation? What is the status of these relationships? What factors undermine/are likely to undermine these relationships? How can these be addressed? |
| **There is effective communication and coordination among agencies and communities and the families within them.** | - How effective is coordination among agencies and communities and the families within them? In what areas are coordination most effective? In what areas are coordination least effective? Why is this so? What can be done to address this? - What strengths and weaknesses have been observed since the policy/programme was formulated/implemented? What (a) measures and (b) resources are required for bridging identified gaps? - What types of relationships (with communities, families and children) are required for effective implementation? What is the status of these relationships? What factors undermine/are likely to undermine these relationships? How can these be addressed? |
| **Sufficient resources are available for effective implementation of each policy and programme.** | What resources (financial, human) are required for effective implementation (including coordination and institutionalization) of each policy and programme? What and where are there resource constraints? How can the constraints be addressed? |
| **Capacity levels are adequate for effective implementation of each policy and programme** | What capacities are required for effective implementation of each policy and programme? Where are there capacity constraints? How can the constraints be addressed? |
| **There are systems and mechanisms in place and operational to effectively monitor and evaluate implementation of** | - What resources (financial, human) are required for monitoring and evaluation each policy and programme? Where are there resource constraints? How can these constraints be addressed? |
each policy and programme

-What is the process for monitoring and evaluating the implementation of each plan? How effective is this process? Where are there gaps in the process? What factors prevent/are likely to prevent effective monitoring and evaluation? How can these be addressed?
-How are state and non-state actors involved in the policy and programme implementation, monitoring and evaluation, and with what consequences? Please specify what agencies and actors are involved and how.
-What (a) opportunities and (b) processes exist to involve youth in policy evaluation? How adequate are these processes? How are youth---and different categories among them---involved in the implementation, monitoring and evaluation of the policies, and with what consequences? Please specify what categories of children are involved and how. How feasible is it to address any identified gaps? What strategies and mechanisms are required?

Guide questions for focus group discussions with young people in children’s homes and places of safety

Background

1. Tell us about yourselves. How did you arrive where you are? (Here, probe history of structural etc inequalities)
2. How would you describe you economic and social prospects?
3. Why do you have this vision?
4. How has the following helped to shape your vision:
   a. Family history
   b. School Experience
   c. Experience with Other State Agencies (Justice, Health, Youth Development)
   d. Community/Environment
   e. Quality of Outreach from NGOs/CBOs
   f. Perceptions of Discrimination
   g. Self-discrimination

Analyzing the Status of Legislative Development
1. Do you know of any laws that relate to youth?
2. Can you name/describe them?
3. How have these laws affected you?
4. How have these laws affected other youth you know (of)?
5. Do you understand what I have told you about [name specific legislative provisions]? Tell me what you understand
6. Imagine that you were experiencing all the rights and protections I told you are provided under [name specific legislative provisions], what would your life be like? What is your life like now?

7. In what areas do you feel you have rights? Tell me why you feel this way?

8. In what areas do you feel you do not have rights? Tell me why you feel this way?

9. In what areas do you feel you are protected? Tell me why you feel this way?

10. In what areas do you feel you are not protected? Tell me why you feel this way?

11. What do you think needs to be done if you are to experience all the protections and rights we discussed? Specifically, what laws are required to provide for more fair and just outcomes for youth of your social and economic standing? Give concrete recommendations.

12. What do you think you need to do if you are to experience all the protections and rights we discussed? Do you feel you can do what you say you need to? Why/why not?

Analyzing the Status of Public Policy for Youth

1. How aware are you of any plans and policies that relate to youth?
2. Can you name/describe them?
3. How have these plans and policies affected you?
4. How have these plans and policies affected other youth you know (of)?
5. Do you understand what I have told you about the [name specific policies and plans]? Tell me what you understand
6. How would you describe a young person who has access to good quality health care?
7. Which groups of youth in Jamaica do you feel have access to good quality health care? Do you feel you have access to good quality health care? What Why/Why not?
8. What about the young people you associate with: Do you think they have access to good quality health care? Are they in the same position as you or are things different? Why do you think things are the same for youth around here/different for some youth?
9. If the government asked you to help to make good health policies that all the youth in your community could benefit from, what would you suggest needs to be done?
10. How would you describe a young person who has access to good quality education?
11. Which groups of young people in Jamaica do you feel have access to good quality education care? Do you feel you have access to good quality education? Why/Why not?
12. What about the young men and women you know: Do you think they have access to good quality education? Are they in the same position as you or are things different? Why do you think things are the same for youth around here/different for some youth?
13. If the government asked you to help to make good education policies that all the youth in your community could benefit from, what would you suggest needs to be done?
14. How would you describe a young person who is secure?
15. Which young people in Jamaica do you feel are kept secure? Do you feel that you are secure? Why/Why not?
16. What about the young men and women you know (of): Do you think that they are secure? Are they in the same position as you or are things different? Why do you think things are the same for youth around here/different for some youth?
17. If the government asked you to help to make policies so that all the youth could be kept secure, what would you suggest needs to be done?
18. What policies are required to provide for more fair and just outcomes for youth of your social and economic standing? Give concrete recommendations
19. What policies are required to genuinely equalize opportunities and prospects for youth in Jamaica? Give concrete recommendations
20. What challenges do you see to implementing the policies and laws you recommend?

**Analyzing the Status of Youth Participation in Issues that Concern Them**

1. Are you able to participate in the issues that affect you? How do you participate in the issues that affect you?
2. You have given me ideas on improving health, education and security; do you think government would listen to you if you wanted to tell them these things? Why/Why not? Who would you tell your ideas in order to influence what is done for you?
3. Are there activities in your community that allow you to participate in issues that affect you? If yes, tell me about these activities? Do you participate in them? If yes, how do you participate? Do you think you participate enough? What more could you do? Which groups of youth in your community participate the most? Which groups participate the least? Why?
4. Are there activities in your school that allow you to participate in issues that affect you? If yes, tell me about these activities? Do you participate in them? If yes, how do you participate? Do you think you participate enough? What more could you do? Which groups of youth in your community participate the most? Which groups of youth participate the least? Why?
5. Across Jamaica, do you think that there are some youth who are able to participate more than others? What groups are these and why can they participate more? Are there some of these young people in your community?
REFERENCES


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USAID (2010) Corruption Assessment for Jamaica