CONSULTANCY MISSION ON YOUTH DEVELOPMENT IN THE REPUBLIC OF THE MARSHALL ISLANDS
1-21 October 1988

REPORT

Prepared by
Samuela Vanini
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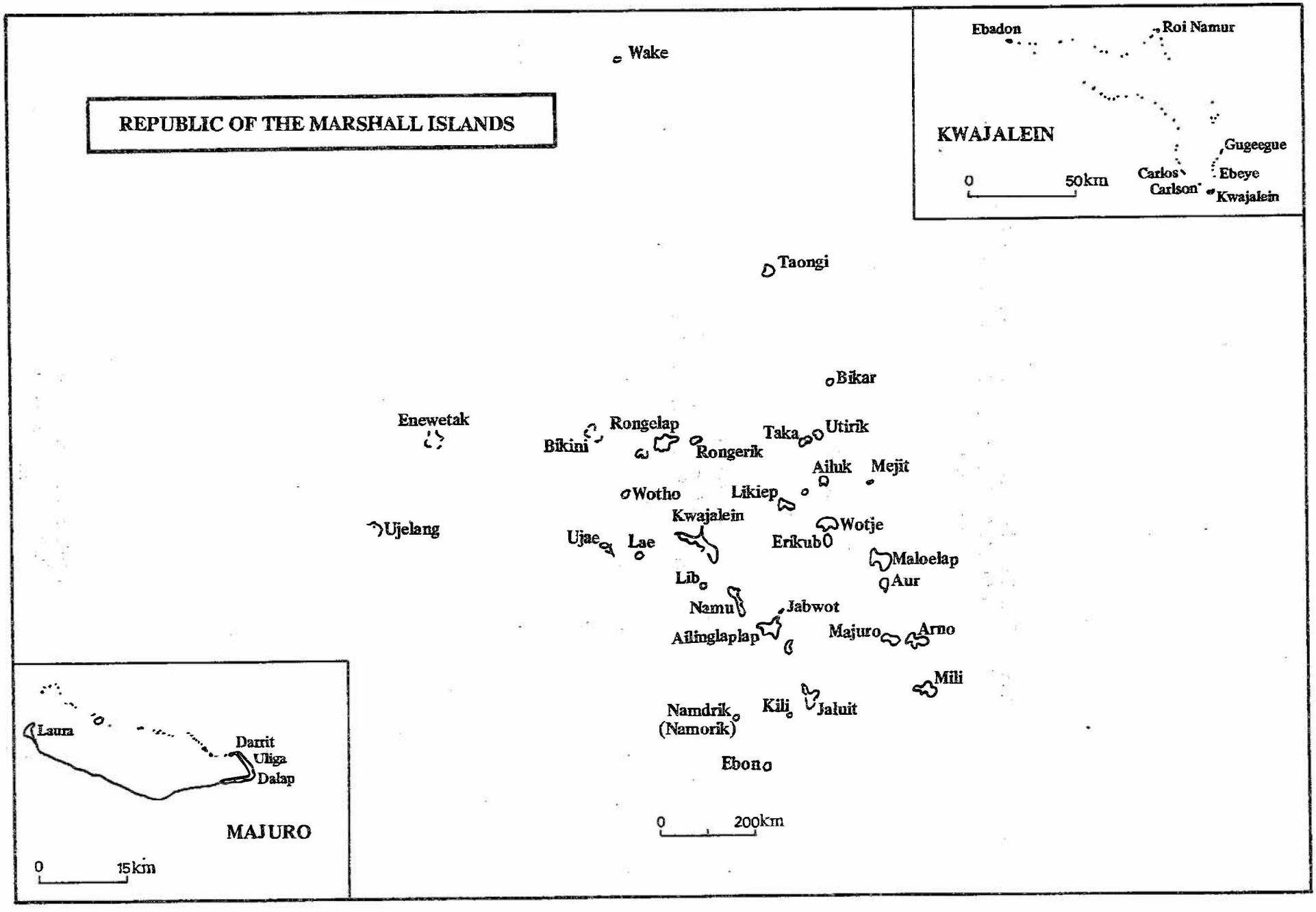
REPUBLIC OF THE MARSHALL ISLANDS
Wake
Taongi
Bikar
Enewetak
Bikini
Rongelap
Rongerik
Taka
Utirik
Ailuk
Mejit
Wotho
Likiep
Kwajalein
Ujelang
Ujae
Lae
Erikub
Wotje
Maloelap
Aur
Lib
Namu
Jabwot
Ailinglaplap
Majuro
Arno
Mili
Namdrik
(Namorik)
Kili
Jaluit
Ebon
0
200km
Ebadon
Roi Namur
KWAJALEIN
Gugeegue
Carlos
Carlson
Ebeye
Kwajalein
0
50km
Laura
Darrit
Uliga
Dalap
MAJURO
0
15km

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PREFACE

As a result of a request to the South Pacific Commission by the Government of the Republic of the Marshall Islands for assistance in the area of youth development, a three weeks consultancy mission arrived at the Ministry of Social Services in Majuro on 18 September, 1988. The mission was charged with the following terms of reference:

- To analyse, on the basis of examination of community and organisational experience, the needs of youth, youth leaders and community leaders, taking into account geographic, demographic, technological, social and other trends;

- To analyse those factors that contribute to the above trends and suggest strategies that can be employed as programme responses in as far as they affect youth and youth leader training;

- To evaluate the effectiveness of the role played by non-government youth organisations and government programmes and the advice available to youth, and suggest how these can be organised for maximum impact on youth development;

- To suggest a national youth training scheme that takes into account the above three assessments, with particular reference to training at certificate level, using training available in the Pacific region as a guide;

- To suggest several suitable methods of training delivery of a certificate course, complete with the target group, funds, expertise and other resources necessary;

- To suggest a course evaluation strategy, both internal and external, with emphasis on particular components of the course that can be improved and how this can be done.

This report is the outcome of that consultancy mission. The mission attempted to address the issues specified by its terms of reference within the limited amount of time allocated to it. It was, however, not possible to visit any atoll outside Majuro except Kwajalein. A separate report on that visit is attached (Annex I).

The mission was therefore limited to the resources available in Majuro. However, reports of youth workshops and seminars were available for information, including a report of a Task Force on Youth Development and Juvenile Delinquency. The consultancy mission decided that a constructive and objective critique of those reports (aligned to its terms of reference) would serve a better purpose. This has been done. The report has tried to reflect the status of youth services in the Marshall Islands and, although it was not specifically expressed in the terms of reference, the mission decided that the situation warranted a brief review of other community-related development programmes to demonstrate possible linkages and provide a contextual reference.

The report offers some recommendations for new strategies; it suggests possible re-orientation of present strategies and an integrated approach to increase the internal efficiency of the Ministry of Social Services. It proposes delivery systems that respect the needs of youth as a component of their larger community and take account of the geographic and social trends in the Republic that affect the welfare of youth.

ACKNOWLEDGEMENTS

The consultancy mission would like to record its appreciation to the Minister for Social Services, Honourable Antonio Eliu and Mr Laurence Edwards, then Secretary of the Ministry of Social Services, for their trust in the capability of the mission to assist the Republic of the Marshall Islands in this instance, and to the South Pacific Commission for providing the resources necessary to make this mission possible.

The mission is grateful to the following people, without whose assistance this report could not have materialised.

- Mack Kaminaga, Chief of Community Development
- Fredrick J. deBrum, Director, Youth Services
- Mitdle M. Ralpho, Youth Officer
- Charles Abraham, Director, Sports and Recreation
- Stephen Lepton, Co-ordinator, Family Food Production Project
- Taniela Lokeijak, Director, Women's Interest
- Winjang Ritok, Director, Aging Program
- Rebecca Lorennij, Co-ordinator, Family Life Education Project
- Kaki J. Anitok, Community Health Centre
- Fr. Thomas Marciniak, Church of the Assumption
- Honourable Alvin Jacklick, Mayor of Ebeye
- Jimata Kabua, Chief of Police, Kalgov
- Hiram Malolo, Ebeye Public Elementary School
- Kiron Sam, Women's Affairs/Education
- Irene Paul, Head Start Program, Ebeye
- Winton Sheets, Youth Affairs, Ebeye
- Romeo Alfred, Sports and Recreation, Ebeye
- Patrick Bing, Sports and Recreation, Ebeye
- Heddleson Jeadrik, Aged Program, Ebeye
- Jack Akeang, Trial Assistant, Legal Department, Ebeye

1. INTRODUCTION

This report is an attempt by the consultancy mission to analyse factors that contribute to existing social, economic and demographic trends in the Republic of the Marshall Islands, in order to put in context the nature and the parameters of youth needs and the problems they face.

It also examines the effectiveness of roles played by government and non-government organisations and the impact of these services on the youth population of the Republic.

The report then attempts to suggest possible strategies and programme responses and methods to maximise impact of services available to youth. A national youth training scheme is also suggested for the training of youth and community workers, volunteer youth leaders and professional youth workers.

A recurrent problem is the lack of comprehensive empirical base data on the youth situation and of an analysis of factors that influence their development (rather than of the type of problems they are blamed to have created). Such data would allow for an in-depth, systematic approach to the study. Indicators that could be studied for a youth data base are appended for future reference and possible action (Annex II).

Shortage of time did not allow for an intensive study on co-ordination of efforts directed towards youth development and the formation of a National Youth Congress.

It is hoped, however, that this report will provide a useful foundation on which a clear direction can be based and a systematic and comprehensive approach planned for future programmes.

2. THE BACK-DROP

2.1 The Pre-World War I Period

Many theories have been offered regarding the origin of the Marshallese. Oral tradition gives conflicting interpretations of their arrival in the Marshall Islands and of the trend of their migration in relation to the rest of the Pacific. History described the Marshallese as gentle and of agreeable temperament. They lived out their lives in tiny communities, where personal harmony was essential. In their desire and eagerness to please, they were willing to accept whatever fate might have in store for them. They were polite, obliging and ever willing to help.

The Marshallese were atoll dwellers and highly skilled, daring sea voyagers. Their ocean-going canoes sailed from atoll to atoll along sea-lanes that had names and were marked out by detailed sailing instructions. These they used for trading among themselves and also to seek assistance from their neighbours during disasters. They used the wind, current, stars and moon as sailing aids. The Marshallese led a simple life, were resourceful and lived on what the atolls could provide in terms of food, clothing, housing, implements and armour.

2.2 Social dislocation

The end of solitude began around 1521 A.D., when Magellan sailed across the northern end of the Marshall Islands on his way eastwards in search of the Spice Islands. He was followed by other Spanish voyagers, Portuguese, English, German and later American explorers. These ships carried missionaries, traders, mutineers and blackbirders who brought along with them their wares, the tools of their trade, the expertise of their professions and their values and customs.

2.3 The Spanish and Portuguese influence

Driven by the spirit of adventure, fronteersmanship and discovery or the desire to extend the boundaries of their country while serving the majesty of both their god and their king, the Spanish and Portuguese ships and cargo infiltrated the Marshall Islands from the West through Guam, the Philippines, the Celebes and what is now the Federated States of Micronesia. While the traders and runaways came and went, it was the missionaries who settled on some of these islands, and consequently made an impact on the lives of the Marshallese.

As early as 1858, the missionaries were teaching the Marshallese to be 'civilised', to do away with such things as institutionalised prostitution, divorce and bigamy and to throw away their heathen gods, their customs and traditions etc., which for centuries had formed the core, the basis and the meaning of their social life and well-being. These were replaced by a foreign god, foreign cultures and conflicting life styles and value systems. The missionaries did well. With missionary zeal, they transplanted in their schools the basis of a new social order and reinforced it with a powerful value system, in the name of a powerful god.

2.4 The Dutch, Germans, English and Americans

The political and economic situation in Europe in the 18th century strongly influenced and determined the life of the Marshallese and the inhabitants of the neighbouring archipelagoes. The influence of Spain and Portugal in the Marshall Islands declined after the war of 1899.

The Dutch and the Germans who came into the Marshall Islands to trade added yet another dimension to the social, cultural, religious and political dislocation of the Marshall Islands society. Changes in the strategies and policies of the churches, the overseas trading companies, the foreign market and world powers affected Marshallese education, land tenure, traditional hierarchy, customs and beliefs, and disoriented the socio-economic life of the Marshallese individuals, families and island communities.

With these foreign contacts came the usual scourges of prostitution, venereal diseases, influenza and epidemics. Dutch and Germans came for copra and bêche-de-mer. The Americans, like their Spanish and Portuguese missionary predecessors, came to harvest heathen souls; while the English were dumping convicts and robbing other traders of their cargoes to take back to England together with silk and tea from India and China.

Marshallese found themselves having to learn and to re-learn languages, behaviour and cultures and continue to adjust to the conflicting demands of foreign values, moral practices and their own goals in life. On 13 October 1986 a Treaty was signed by Chief Kabua and the Marshall Islands became a German Trust Territory.

2.5 Japanese occupation

On 3 October 1914, the Marshall Islands became a Japanese Trust Territory after Japan seized German possessions in the Pacific. The Japanese mobilised and manipulated the whole Marshallese society, men, women and children, for Japanese Imperial military fortifications in preparation for World War I.

The Marshallese were subjected to Japanese moral decline and the rhythm of life in the Marshalls rotated around Japanese war efforts. Marshallese families were separated from each other and uprooted from their own home islands to other islands, dislocating Marshallese traditional social cohesion, incurring material loss to the families and society and compounding the age-old land ownership and land tenure systems. The once flourishing religious missions become a heap of moral ruins.

2.6 United States Trust Territory under the United Nations Trusteeship Council

Under U.S. Navy Administration 1-49, a Marshall Islands Congress was proclaimed after the war. The Congress was given the task of rebuilding the country with the assistance of the United States. It is assumed that the new Marshallese society after the war was greatly influenced by the U.S. social and educational policy which operated in all its Trust Territories at that time.

3. THE PRESENT SITUATION

3.1 Geography

The Republic consists of 29 atolls and 5 islands in the Central Pacific between 4 degrees and 14 degrees North and 173 degrees East. The atolls are found in two almost parallel chain-like formations: the eastern Ratak (Sunrise) group with 15 atolls, and the western Ralik (Sunset) group of 156 atolls and several islands. The total number of islands (including islets) for the whole Republic is 1,152, spread over a sea area exceeding 750,000 square miles. The total land area is 70 square miles.

The atoll group has a hot and humid climate. The average temperature is about 81 degrees F, with a maximum daily variation of 12 degrees. Occasional high temperatures are cooled by the prevailing trade winds drifting across the vast expanse of the sea. The average rainfall is about 12-15 inches per month, the wettest months of the year being October and November. The months from December to April can be very dry. Typically the northern atolls receive less rainfall than the southern atolls. The average rainfall in the north is 70 inches, compared to 170 inches in the south. The Republic is not generally considered to be in the typhoon belt. Nevertheless, because the island groups are true atolls with low-lying reefs and land mass, they are easily flooded during storms and tidal surges.

3.2 Resources

The Republic currently has a population of about 38,000, which represents almost a doubling over the past 20 years. Over half the population is under 15 years of age. About 60 per cent of the population is concentrated on two atolls, Majuro and Kwajalein. Kwajalein, where the U.S. Department of Defense operates a missile testing range, has a population of some 8,000, most of whom reside on the island of Ebeye.

As a consequence of rapid population growth the labour force is increasing at a high rate, resulting in a continuous problem of inadequate employment opportunities. On the other hand the Republic's development is constrained by the scarcity of skilled manpower.

The major agricultural resource is 22,000 acres of coconut plantation which cover over 60 per cent of the land area of the Republic. Some 16,000 acres are currently productive and with adequate care and management, this acreage could produce around 14,000 tons of copra per year. Neglect over the past 30 years in terms of maintenance, application of fertiliser, replanting and harvesting has been such that major outlays on rehabilitation and replanting will be required if the potential of this resource is to be realised. Root crops and other vegetables have traditionally been interplanted with coconut. This cropping pattern once provided self-sufficiency and variety to the daily sustenance of the Marshall Islands' people.

The territorial waters consist of more than 750,000 square miles of open sea, with its abundant marine resources. The fish catch within the 200 mile Exclusive Economic Zone (EEZ) averaged annually over 23,000 tons between 1977 and 1982 for those ships which reported their catch. The total catch in any year may be approximated to 40,000 tons when vessels of all nationalities are taken into account.

Small-scale livestock, involving mainly pigs and chickens, is another resource, although commercial type developments are still at the experimental stage at the Taiwanese farms in Laura and on Wotje Atoll. Many families raise livestock, but largely for their own consumption.

The Government is currently sponsoring a national survey of potential mineral deposits, particularly phosphate, polymetallic nodules, and oil on and under the seabed.

Development of the nation's resources is subject to several constraints. As in similar countries, such development is limited by small size, lack of onshore resources, distances to overseas markets and problems of communications and risks of natural disasters, including floods and droughts. On the oceanic islands, land, minerals, energy resources, fresh water, flora and fauna are limited in amount, number and variety.

3.3 Political development

The occupation of the country by the Germans in the late 19th century marked the beginning of the more recent history of the Republic. In 1914 Japan took over control from the Germans and governed the islands until the end of World War II. At this juncture the Marshall Islands became a U.S. Trust Territory under the United Nations Trusteeship Council.

The first Marshall Islands Congress was established by proclamation 1-49 of the U.S. Navy Administration in 1949. The Congress was a bicameral body consisting of a House of Assembly and the House of Chiefs, known as the *Iroij*. In 1957 the Administration of the Marshall Islands was transferred from the Navy to the Department of the Interior. The Congress was changed in the same year from a bicameral to a unicameral body. The House of Assembly was again restructured in 1964; 8 of the 24 members were to be *Iroij*, while the remaining 16 were elected from the population at large.

The Congress of Micronesia was established in 1963 to help co-ordinate Trust Territory-wide activities, although by 1973 its meetings were being boycotted by the local representatives. In the same year the Marshall Islands *Nitijela* established the Marshall Islands Political Status Commission to replace that of the Congress of Micronesia whose decisions were being increasingly questioned by the Marshallese people.

When a Constitutional Convention proclaimed the Constitution of the Marshall Islands in 1977, a major step towards self-government was taken. The Constitution was submitted to the people by referendum and, on 1 May 1979, the Government of the Marshall Islands was officially established. Since its inception, the Government has represented the Marshallese people in negotiations with the Trust Territory Government, the United States, the United Nations and other sovereign nations.

In recognition of the people's desire to establish the sovereignty of the Marshall Islands, as expressed in a plebiscite held on 12 July 1978 and in the 1979 Constitutional referendum, the name of the nation was officially proclaimed in March 1982 to be the Republic of the Marshall Islands.

3.4 Political structure

The government of the Republic consists of a bicameral legislature, President and Cabinet, the Judiciary and the Public Service. The two legislative bodies are the Council of *Iroij* or Upper House, and the *Nitijela* or Lower House. The Council of *Iroij* has a membership of 12. Its main function is to request reconsideration by the *Nitijela* of any Bill affecting customary law, or traditional practice or land tenure, or any related matter which has been adopted by the *Nitijela*. The Council can also express its opinion to the Cabinet on any matter of national concern.

Legislative power is vested in the *Nitijela*. This House consists of 33 members elected from 24 electoral districts. Each district corresponds roughly to each atoll in the Republic. Election to the *Nitijela* is based on universal suffrage for all citizens who have attained the age of 18 years.

Executive power of the Republic is vested in the Cabinet, headed by a President who is also the Head of State. The President is a member of the *Nitijela* and is elected by a majority of the total membership of the *Nitijela*. The Constitution states that the President shall nominate not less than six nor more than ten other members of the *Nitijela* as ministers. All appointments to office including that of the President are made by the Speaker of the *Nitijela*. At present the Cabinet consists of the President and ten other ministers. There are Ministers of Finance, Foreign Affairs, Resources and Development, Transport and Communications, Social Services, Public Works, Education, Health, Justice, and Interior and Outer Island Affairs.

The Judiciary consists of a Supreme Court, a High Court and a Traditional Rights Court. There is an independent Judicial Service Commission responsible for appointments to the Judiciary.

3.5 Compact of Free Association

The Compact of Free Association is an agreement between the Republic and the Government of the United States of America. This agreement defines the relationship between the two sovereign nations following the termination of the Trusteeship. The draft Compact agreement was approved by the people of the Republic at a plesbiscite in September 1983 and was also approved by the U.S. Congress and signed by President Reagan on 12 October, 1986, at which time the Republic of the Marshall Islands became a self-governing nation. The Compact agreement is for an initial period of 15 years and is renewable thereafter for another 15 years. The agreement broadly defines the nature of political, economic and military relationships between the two nations, which should supersede those under the Trusteeship status. Under the stated political relationships, the Government of the Marshall Islands is empowered to operate under its own constitution and conduct its own domestic and foreign affairs. On the other hand, the U.S. Government is given full authority and responsibility for defence and security matters.

In the case of economic relations, the U.S. Government will provide annual financial grants during the 15-year period of the agreement. Total annual grants are broken down into three specific categories: Capital Account Assistance, Grant Assistance and Program Assistance.

4. THE ORGANISATION OF EXISTING DIVISIONS OF THE MINISTRY OF SOCIAL SERVICES

Youth work services, along with other related community-based development programmes, are provided by the Ministry of Social Services. The Ministry was established in 1979 in accordance with Section 5 (1) of the Marshall Islands' Constitution, Article V. It is headed by the Secretary of Social Services, who is under the general direction of the Minister of Social Services in matters of overall policy.

4.1 Goals

The Ministry develops and assists in the establishment of programmes within the Republic in all areas of urban and rural development. It encompasses service to communities, with low-cost housing, training programmes for youth and women, nutritional education for families, schools and the elderly, and organises disaster relief and rehabilitation. The Ministry is dedicated to fostering better lives for people as their country develops. It seeks ultimately to broaden the base of community participation in the solution of social and economic problems, augmenting services provided by the Government, acting as liaison between funding agencies and project co-ordinators and monitoring community response in development areas.

4.2 Objectives

Some specific objectives in support of the major aims of the Ministry are:

- To assist regional communities by providing technical and financial support in the development of appropriate administrative and physical infrastructure;
- To offer women a strong forum through a national women's organisation;
- To help develop women's roles in leadership, life and home skills, health, home gardening, crafts and traditional areas;
- To promote good health and sound dietary habits by providing nutritionally adequate food services programmes for students, victims of natural disasters, the aged, and the needy;
- To upgrade family housing by administering an appropriate programme of financial and technical assistance;
- To increase opportunities for the elderly to participate in programmes of employment, health care/nutrition, and recreation;
- To meet specific needs of youth by providing a comprehensive and co-ordinated programme of job skills training, employment and voluntary community service activities; and
- To create a permanent programme of organised sports, recreation and physical fitness.

In its broad base of outreach, the Ministry works closely with other departments in programmes associated with community-wide education, health and environmental sanitation, urban planning, economic development and human resource training.

4.3 Community Development Division

The new Division of Community Development, with its reorganised structure authorised by the Minister of Social Services and approved by the Public Service Commission in August, 1985, was implemented in January, 1986. The Division was created to provide a broader base for reaching communities with viable social services and to develop resources for any community living in need, to help in order to achieve self-reliance and growth.

The Division of Community Development is sub-divided into the following service areas:

- Youth Services;
- Women's Affairs;
- Family Life Development Programs;
- Sports and Recreation Programs; and
- Aging Programs.

All sub-divisions are under the direction and co-ordination of the head of the division, the Chief of Community Development, and also report to this division head on their participation in activities adopted by the already established National Youth Advisory Board and Aging Advisory Board and the proposed National Women's Organisation.

4.4 Youth programmes

The Youth Services consist of the Office of Youth Planning and Statistics; the Outer Islands Youth Project; Community Help Center Counselling; and the Outreach Youth Program. The Youth Planner and the Community Help Center Counsellor are federally funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in Saipan.

The task of youth planning is performed exclusively by the Director of Youth Services. The goal of youth planning is to promote and improve the planning and administration of juvenile justice/youth development programmes throughout the Republic. This is and will be accomplished through accumulation and compilation of vital statistics on juvenile/youth related matters from various departments, agencies and organisations. This information is the basis for designing juvenile prevention and youth programmes. The Youth Planner is also responsible for the distribution of JJDP funds for juvenile delinquency prevention programmes within the Republic effective FY 87; processing and mailing of criminal justice data to the CNMI Criminal Justice Planning Agency as arranged by CNMI and the Republic; up-dating annually the National Development Youth Plan; working closely with the National Youth Advisory Board in planning, proposing and implementing juvenile/youth programmes; providing technical assistance to all programmes dealing with youth related matters; and directing and supervising all activities carried on within the Division.

The Outer Islands Youth Project has taken on responsibility for implementation of outer island youth projects. The Project Co-ordinator is directly involved in the recruitment of project participants; arrangements for necessary assistance with departments and agencies contributing to the project; and monitoring of activities during the project's implementation. The Co-ordinator also works closely with outer island Local Councils in the promotion of involvement of outer island youths in programmes conducted in the centres or elsewhere.

The Outreach Youth Program is responsible for the Department's involvement in any youth programmes. It represents Social Services in workshops and meetings on youth-related matters. It co-ordinates with church youth groups in promoting and monitoring youth activities.

The Community Help Center Counsellor provides counselling support and education for troubled youth and families. The Counsellor also trains peer counsellors to provide services to youth families, and serves as a referral resource for government and private agencies and local churches and schools.

4.5 The Office of Women's Affairs

With the Cabinet's October 1981 endorsement of promoting greater involvement of women in the content of national development, the Office of Women's Affairs has been reorganised and established. The Office of Women's Affairs will serve as the planning and monitoring entity for the creation, study and involvement of women in business, financial accountability, health, nutrition, self-employment, foster programmes and other effective services for the women. The Office of Women's Affairs will also function as the primary advocacy body for the preservation and expansion of basic rights of all the women in the Republic and as the major instrument of programme development and delivery of services.

The Community Field Worker is another out-reach link of the Office of Women's Affairs. The primary function of the Community Field Worker is to provide technical assistance to all the women's groups and organisations in conducting training and workshops, and in developing and promoting social programmes and educational programmes for women in the smaller communities/areas. The Community Field Worker also acts as liaison for all scouting activities for girls in the Republic.

4.6 Family life development

This programme consists of the UNFPA/ILO Family Life Education Project and the UNICEF/SPC Family Food Production and Nutrition Education Project. Headed by their respective Co-ordinators, these projects will complement the National Development Scheme for Youth (which will be structurally under the Community Education/Training Program with the

other youth projects). The Co-ordinator of the first project will also be involved with the National Population Education Project. The ILO office and an advisory committee will provide necessary guidance in the planning, implementation, monitoring and evaluation of the Family Life Education Project. The UNICEF office and another advisory board are doing the same for the Family Food Production and Nutrition Education Project.

4.6.1 Family Life Education Project

The Family Life Education Project will work with both women and youth workers during the period 1986-1988 in Majuro, Kwajalein, Wotje and Jaluit. This will involve both the development of materials and conducting workshops and island meetings. A total of six major workshops will be held during the two-year period, two on Majuro, two on Kwajalein and one each on Wotje and Jaluit. Participants in these workshops will travel to surrounding atolls/islands to conduct meetings on the general objectives of the project, which is geared especially to women and youth and offers understanding and knowledge on the planning of better family lives. This project will need special co-ordination with the JJDP-funded Community-Based Planning Project, which aims to work with outer island youth in the development of youth activities in their respective communities.

4.6.2 Family Food Production and Nutrition Education Project

The Family Food Production and Nutrition Education Project has initial two-year funding for the designated atolls of Ailinglaplap, Arno, Likiep and Mejit (with the probable addition of Mejatto, Kwajalein).

The project also works with both women and youth workers in the development of pilot gardens and eventually family gardens, and in the provision of nutrition education/food preparation training. This project is being encouraged to work closely with the to-be established School Gardening Education Project under the Ministry of Education, the School Hot Lunch Program and Aging Nutrition Program under this Ministry, as well as with the MCAA and EFNEP Food Programs.

4.7 Sports and Recreation

Structurally, this programme will consist of a section for planning and training, another section for implementation and monitoring and a support section for additional outreach. Co-ordination of Scout activities will also stem from this programme. The basic mission of the programme is to plan, organise and co-ordinate sports and recreational activities (including special events such as Constitution Day, Compact Day, etc.). One of the major efforts of this office is to implement national organised sports, including track and field events, canoe racing, basketball, volleyball, baseball and other relevant sports, encouraging intra- and inter-island, as well as Pacific, competition.

The planning and training section will include the services of advisors and/or outside counterparts such as Peace Corps Volunteers. This personnel will be responsible for overall planning as well as the training of the staff of this sub-division. The Volunteer-Trainer will have a local counterpart and overall organiser assisting in the development of the sub-division plans. Three Sports Co-ordinators will provide support - two primarily responsible for Majuro and the other for Ebeye.

The Scout activities will be co-ordinated by the overall organiser of this sub-division, with assistance to be provided by the other staff as necessary.

4.8 Aging Program

The Aging Division was established to operate and manage the various senior citizen programmes established in accordance with the Older American Act of 1965, as amended, to assist and support people over 55 years of age. There are three major programmes for the elderly administered through the office of Aging: the Nutrition Aging Program, the Geriatric Home Health Program and the Aging Employment Program.

The Nutrition Program and the Employment Program are fully co-ordinated and supervised by the Division of Aging, and the Geriatric Program by the Department of Health Services. All programmes none the less are within the advisory jurisdiction of the Aging Advisory Council, which interacts with the Secretary of Social Services and the Aging staff.

The Director of the Office of the Aging supervises all the Aging activities, reporting to the Secretary of Social Services and Minister of Social Services through the Chief of Community Development. The Director not only manages his supervisors but keeps the Aging Advisory Council informed in all matters relating to Aging issues. The Director of Aging Programs also works closely with the Geriatric Program and Aging Employment Co-ordinator, under the direction and supervision of the Chief of Community Development.

The Nutrition Program Co-ordinator supervises an accountant, two site managers, a secretary, two auto-mechanics, two night watchmen and one nutritionist. In turn, the nutritionist supervises three DUD cooks (a full-time cook in Laura and two part-time cooks) and three cook aides.

Apart from receiving balanced diet meals and health care services, the programme enrollees participate in other programmes as part of their personal contribution; these are usually cultural in nature.

At present, the Nutrition Program takes place at the D.U.D. Center, the Ajeltake Center, the Laura Center and the Ebeye Center. The Geriatric Program takes place mainly on Majuro; the Employment Program employs outer island as well as Majuro elderlies; and free legal service to the elderly is available to them in both district centres and outer islands through the Legal Services Office in Majuro. That Office is compensated for counsel and services provided to the elderly by the Aging Program budget.

5. THE NEEDS OF YOUTH: DEMOGRAPHIC, EMPLOYMENT AND EDUCATIONAL TRENDS THAT AFFECT YOUTH DEVELOPMENT

The problems of youth and the general concern for their welfare in the Marshall Islands have been articulated at many parliamentary debates and national and regional fora for the past decade. Solutions to these problems and efforts to alleviate them remained elusive targets. We would have been closer to the target if we talked about their **needs** rather than their **problems**.

Discussions on youth in the past focused on the problems that they 'cause' in society rather than their needs and potential for development, so much so that youth themselves were regarded as problems to society.

The tendency to rationalise the youth situation along these lines not only limited the parameters and narrowed the focus of the issues that affected youth, but also distorted the real nature and the reality of the youth situation. It compartmentalised youth from the larger society in which they lived, resulting in the formulation of programme responses that were developed out of the context of the society that youth lived in, and were often culturally negative. The misinterpretation of the real problem also led towards solving the symptoms rather than the root causes.

In fact, what were considered youth problems were essentially problems of society. Societies in the past seldom realised that youths were mirror images of their own larger society. The major trends in the society were manifested most acutely in the lives of young people. Therefore, any attempt to solve the problems faced by youth needed to be addressed to the root causes of those problems in the society at large.

5.1 The need to re-define 'youth problems'

A list of what were regarded as problems of youth in the Marshall Islands is given in Section 5.2 (below). The need to re-define the list is clear. The Ministry of Social Services needs integrated data to be collected from the many areas of concern to youth, and the approach must be multi-pronged to accommodate the complex of factors that influences the lives and welfare of youth in the context of the wider society in which they live.

Research is required on youth aspirations, goals, attitudinal changes, value conflict and clarification, the nature of the generation gap in urban societies and the reasons for the increase in crime, delinquency and suicide. Data should be collected on the status of young urban women and the importance of cultural values and the traditional heritage to urban youth. The study should identify and analyse urban, social, economic and administrative systems, organisations and institutions, including the family, that have an impact on the lives of youth. While some data on youth exist in the Marshall Islands, they are not arranged or presented, collated, and analysed in a form that lends itself readily to constructive use by the Ministry of Social Services and other agencies.

A consolidated empirical database on youth would improve the quality of the results and their value, add depth to programme responses and avoid duplication and wastage of resources.

A good database for youth could also assist in achieving policy decisions and options that are better focused and in alleviating the problems that young people face.

To ensure this, a recommendation to strengthen the Statistics, Research and Development Unit of the Ministry of Social Services is suggested.

5.2 Problems identified by previous seminars, workshops and studies as youth problems in the Marshall Islands

Problems related to family and marriage

Family planning (ineffectiveness of)
Lack of mother's milk
Divorce
Unwanted children
Neglected children
Infant malnutrition
Dignity of the state of motherhood
Crowded homes
Poor pre-natal and post-natal nutrition
Lack of privacy
Broken homes

Parental care and love

Norm control and acceptance
Human values
Mutual love and respect between men and women
Role of grandparents
Lack of clear sets of values
Separation of girls from family supervision
Runaways
Child abuse (beating)
Sex abuse (incest)
Child favouritism
Competing views on child discipline
Elders example
Vandalism
Promiscuous females
Home training and home responsibilities

'Problems' that are structural in nature

Poverty
Foreign education
Conflict of foreign/Marshallese cultures
Marshallese identity/culture
Juvenile justice
Impact of money economy
'Freedom' from customary restraint
Conflicting life-styles
Suicide
Pornography
Low family income

Training and continuing education

Human growth and development tasks
Drug and alcohol abuse
Teenage pregnancy
Sexual exploitation
Moral training
Sanitation/hygiene
Lack of cultural and sex education
Family size and economy
Respect of human dignity
Counselling
Civic pride

Problems related to bad management and organisation of youth service structures (including family)

Personal management
Bad communication
Bad decision-making
Bad local planning and development strategy
Lack of long range planning (social/economic - preventive)
Review of education system
Lack of needs assessment, analysis
Need for outreach (extension services)
Information services to youth

Economic related

Employment skills
Employment opportunities
Home budgeting

5.3 Demographic Trends

With a fast-growing population, the Republic is quantitatively well-endowed in human resources to meet its manpower needs for economic development. However, in qualitative terms, there are serious problems that need to be addressed now and in the future, especially in the period after the end of the Compact agreement. People who are born now will be youths at that time.

5.3.1 Situation and problems

The population of the Republic has been growing at high and accelerating rates during the 1960s and early 1970s, although a slow-down has been experienced since 1973, as indicated by 1980 census results (Table 1).

5.3.2 Youthful population

According to an estimate made in 1979, the crude birth rate and rate of natural increase are the highest in the entire Trust Territory, at 34.2 per thousand and 3.1 per cent per annum, respectively. The high birth rates experienced since the mid-1960s have resulted in a very youthful population. In 1980 the median age in the Republic was 14.8 years; 50.5 percent of the population was under the age of 15.

Table 1: Total population of the Marshall Islands for selected census years

Census year	Total population	Population change	Growth rate (per cent p.a.)
1920	9,800	-	-
1925	9,644	-156	-0.33
1930	10,412	768	1.54
1935	10,446	034	0.07
1946*	9,815	-631	-0.56
1950*	11,033	1,218	-2.97
1958	13,761	4,205	1.42
1967	18,925	5,164	3.60
1973	25,045	6,120	4.78
1980	30,873	5,828	3.03

* Estimate

Source: TTPI Office of Planning and Statistics, *Bulletin of Statistics*, Vol. III, No. 11, 1980; U.S. Bureau of the Census, *1980 Census of Population, Trust Territory of the Pacific Islands* (Washington: November 1982), Volume 1, Chapter A, Table 4; John Connell, Marshall Islands (draft chapter), January 1983.

Table 2 presents an age/sex breakdown of the national population as recorded in the September 1980 census and based on Office of Planning and Statistics projections for mid-1991.

Table 2: Population of the Marshall Islands by sex and age groups - 1980, 1986 and 1991

	September 1980			July 1986			July 1991		
Age	Males	Females	Total	Males	Females	Total	Males	Females	Total
0-4	3,377	3,125	6,502	4,262	3,963	8,225	5,139	4,800	9,993
5-9	2,661	2,362	5,023	3,360	2,995	6,355	4,050	3,628	7,628
10-14	2,117	1,937	4,054	2,673	2,456	5,129	3,222	2,975	6,197
15-19	1,434	1,522	2,956	1,811	1,930	3,741	2,182	2,338	4,520
20-24	1,223	1,378	2,601	1,545	1,747	3,292	1,861	2,117	3,978
25-29	1,142	1,083	2,225	1,441	1,373	2,814	1,738	1,664	3,402
30-34	930	849	1,779	1,175	1,007	2,252	1,415	1,304	2,791
35-44	1,044	911	1,955	1,318	1,156	2,474	1,589	1,400	2,989
45-54	785	723	1,508	990	917	1,917	1,194	1,110	2,304
55-59	332	332	664	418	421	839	505	510	1,015
60-64	359	283	642	452	359	811	546	435	981
65-over	447	517	964	566	655	1,221	681	794	1,475
Total	15,851	15,022	30,873	20,011	19,049	39,060	24,122	23,075	47,197

Source: U.S. Bureau of the Census, *1980 Census of Population, Trust Territory of the Pacific Islands* (Washington: April 1983), Volume 1.

The 1980-91 projections indicate that the structure of the population will remain youthful, with over 50 per cent under the age of 15 in 1991. The heavy dependency burden on the working-age population, deriving from the population structure, will thus continue.

5.3.3 Increasing growth rate

With 82 per cent of the female population under the age of 35 years in 1980, a combination of rising birth rates and declining death rates can be expected. This will lead to a significant increase in the population over the next 10 to 20 years.

Based on a United Nations demographer's projection and estimate of future birth rates and life expectancy, the Office of Planning and Statistics in the Marshall Islands projected a population of 39,060 for 1986 and 47,197 for 1991, implying an average annual rate of population growth of 4.0 per cent for the period 1986 to 1991.

The continued high rate of population increase will cause more problems for development than just heavy dependency burdens. The labour force is growing at a rate outstripping the capacity of the economy to create work for it, government must devote extra resources to meet the educational requirements of the disproportionate number of children in the society, demand will increase for other basic needs such as water and health services, and the society as a whole will suffer from greater environmental problems and weakening of traditional social values.

5.3.4 Uneven distribution of population

An uneven population distribution pattern within the Republic is also creating social and economic problems. In 1980 Majuro Atoll and the island of Ebeye on Kwajalein atoll, with 11,800 and 6,400 inhabitants respectively, accounted for 59 per cent of the total population of the Republic, but the two areas occupied less than 10 per cent of the Republic's land area. The Darrit-Uliga-Delap (D.U.D.) island complex on Majuro and Ebeye constitute the two urban areas of the Marshalls, as defined by the U.S. Census Bureau; with 14,750 inhabitants, they represent 47.8 per cent of the total population.

Migration from the outer atolls to Majuro and Ebeye is responsible for the heavy concentration of population in these two centres. As a result of such migration, the other atolls have been left with an age structure among the male population that is disproportionately made up of children and old men; these cohorts constituted 62.3 per cent of the male population in 1980, as against 55.3 and 57.3 per cent on Majuro and Ebeye respectively.

5.3.5 Implications for youth of the demographic trend

(a) The suggestion by Government for collaboration in carrying out research, community surveys and community dialogue to analyse population problems and identify possible solutions is encouraging.

(b) Promoting Youth Affairs in the Ministry of Social Services can assist in development of the outer islands, to encourage inhabitants to remain in their communities rather than migrate to Majuro or Ebeye.

(c) Furthermore Government is asked to assist in establishing an attractive Rural Youth Program and rooting rural clubs firmly in each rural community. Government would have to help rural communities define and organise themselves before they can sponsor a rural youth club.

(d) An extension of (c) above would be an attempt by Government to decentralise its services by assisting communities to take on more responsibility for their development efforts. Government could then reserve its efforts for technical and resource services.

5.4 Youth and the unemployment trend

5.4.1 Situation and problems

The employment situation has been characterised since at least the early 1970s by a high and rising number of youth reaching labour force age and chasing a stagnant number of job opportunities. When confronted with the realities of the inadequate wage and salary employment possibilities, the youth (the manifestation of the birth rate explosion of 15 years earlier) have had a choice of emigrating, becoming unemployed or withdrawing from the labour force as 'discouraged workers'.

5.4.2 Analysis of tables on employment as related to youth

This analysis provides the following facts:

(a) The population 15 years of age and over (the potential labour force) increased by 2,180 over the seven-year period 1973-1980, but the numbers of economically active actually declined by 180 persons.

(b) Of the increase of 813 persons in employment between 1973 and 1980, only 92 new jobs were created in the money economy, with the balance of 721 occurring in the subsistence economy.

(c) With employment possibilities virtually at a standstill in the money economy between 1973-1980, many of those unable to find wage employment (especially youth leaving school) had the option taking up work in subsistence activities. Money economy employment fell from 2,843 to 2,763 over that period.

(d) The stagnation of employment in the money economy has been a striking characteristic of the labour market situation between 1973 and 1983.

(e) It is important to note that the important government component of employment in the money economy has actually declined from 2,030 in 1976 to 1,602 in 1983.

(f) A forecast of the labour supply for 1986-1991 indicates that an average net increase of 303 males and 150 females enter the labour force each year. If unemployment and under-employment are not to increase further, jobs will need to be created for the 453 youth who will not be replacing workers leaving the labour force.

(g) Youth are entering the labour market with little or no training for any job and with little possibility of gaining any training in the Republic.

(h) Almost all new entrants are drop-outs from elementary or high school or graduates of elementary school not continuing on to high school.

(i) A number of high school graduates have gone to the United States or other countries for higher education. Some have returned and find employment in the public sector.

(j) Many government positions, as well as those of the private employers, have had no qualified Marshallese as applicants, resulting in expatriates being hired.

5.4.3 Implications for youth of the current employment situation

(a) Youth Affairs should welcome the attempt by Government to:

  (i) Establish and revitalise manpower planning and trade training and testing schemes;

  (ii) Co-ordinate efforts with MCAA in its unemployment Training Project;

(iii) Support simple skill training like the SPC Mobile Training Unit; and

(iv) Provide scholarships for Marshallese youth for university studies overseas.

(b) In addition it is suggested that:

(i) Government encourage youth to establish themselves in income generating projects;

(ii) Government assist youth to establish themselves in small business by aid, government grants and soft loans, and training;

(iii) Youth Co-operatives, both national and regional, be encouraged. Malaysia has a model worth examining. Links could be established with national youth organisations around the Pacific;

(iv) Youth interact with and obtain sponsorship from the local community and the private sector for skill training and employment exposure through a Government-subsidised apprenticeship scheme.

5.5 Educational trends

In the 1987-88 education year, the elementary school roll (grades 1-8) was estimated at 10,440, and the secondary school roll (both public and private) at 1,956. The students were accommodated in 99 schools and taught by a total of 622 teachers.

Problems in education included a drop-out rate of 19 per cent over eight years for students entering the first grade in 1979. Secondary schools registered a drop-out of 55 per cent over the four years from 1983. Geographic isolation of the outer islands, early marriage, lack of interest in the value of education and insufficient guidance at home were factors contributing to this trend.

Other problems include:

- A general lack of teaching materials, facilities and equipment;
- The lack of a national and comprehensive standard of examination;
- Inadequate administration and supervision; and
- The insufficient opportunities for local post-secondary facilities to absorb elementary graduates.

Perhaps the most important factor is the inadequate involvement, care or concern given by parents and the community to the educational process of their children - even the rudiments of cultural training at home.

It is suggested that the senior citizen programme which took grandparents away from the home and children might be reviewed so that grandparents can assist in the training at home and fill this need. Parental education in family rearing, domestic training and Parent Teachers Associations could also be looked at with a view to improving the status and quality of general education in the Marshall Islands.

6. FIVE YEAR DEVELOPMENT PLAN - 1985-89: SOCIAL ISSUES, OBJECTIVES, STRATEGIES AND PROGRAMMES

6.1 Problems and issues

The Republic's social and community development problems have been identified as a result of several seminars, workshops, and meetings held in recent years:

- Second National Women's Conference, 1978;
- Laura MTU Project, 1981-82;
- Women's Leadership Training Program, 1982-83;
- Atoll Development Conference, 1982;
- Population Education Seminar, 1982-83;
- Community Development Workshop for Women, Health Aides and Mayors, 1983;
- Juvenile Justice Delinquency Project and Youth Development Seminar, 1983;
- Youth Development Seminar, 1983;
- National Conference on Youth, 1985;
- Youth Advisory Board Monthly Meeting, ongoing.

The problems identified on all these occasions were generally the same, although not in the same order of priority. These problems were brought into sharper focus by the Social Services Needs Study of the University of Guam, conducted in 1983. Using a classification adopted by this study, these problems may be stated as social problems and problems in the delivery of social services.

6.2 Social problems

These include:

- High incidence of alcoholism and suicide along the youth;
- Increase in juvenile delinquency and teenage pregnancies;
- Poor health and sanitation, and inadequate living conditions in general;
- Economic dependency, erosion of traditional systems and lack of local control over changing societal patterns;
- High rates of school drop-outs; and
- Child abuse and neglect and the breakdown of family relations.

Among problems in the delivery of social services are:

- Inadequate public awareness about policies and changes that directly affect the lives of families;
- Insufficient funding for community development projects;
- Absence of co-ordination between public and private agencies in efforts of community improvement;
- Lack of understanding of social welfare by policy-makers and therefore lack of policies for social development;
- Inadequate training of manpower, especially in the areas of social development;
- Poor communications between social services agencies, a situation which is aggravated by political interference; and
- Poor and high cost of transportation between social services agencies and the recipients of social services.

6.3 Objectives

The specific objectives of this sector are identified in relation to overall national development objectives. They are:

- Promoting social justice by providing assistance to disadvantaged individuals and groups, such as the aged, youth, women, the dislocated, the poor and victims of natural disaster;
- Offering opportunities to various groups, particularly students, youth, and women, to develop their skills so as to contribute to the political and cultural development of the Republic; and
- Facilitating grassroots-level participation in the identification of problems of community development and in identifying and implementing solutions to such problems.

6.4 Strategies[1]

The above objectives will be achieved through the implementation of the following strategies:

- Developing the capabilities of various community groups, such as women and youth, in leadership, life and home skills, health, home gardening, commercial crafts, child development, community education and development, and business (Goal Three);
- Upgrading housing conditions and standards by administering a reasonable programme of financial and technical assistance;
- Promoting good health and sound dietary habits by providing nutritionally balanced food services and food development programmes for students, dislocated victims, victims of natural disasters, the needy and the aged (Goal Three: Policy Guidelines);
- Assisting in providing viable programmes of employment and other productive community activities, especially to the elderly, women and youth (Goal Three: Policy Guidelines);
- Developing a continuous programme of organised sports and recreational and physical fitness activities, and providing facilities required for these activities (Goal Four: Policy Guidelines);
- Instituting an effective programme of public information on population issues and other socio-economic concerns, and possible remedial steps to these problems through radio broadcasts, workshops and other media (Goal One: Policy Guidelines);
- Assisting in the formulation of legislation and policies on social development through a community education training programme and by strengthening the public awareness/ information programme (Goal Three: Policy Guidelines); and
- Promoting community development through the full involvement of family units, women's groups and youth organisations and by focusing all efforts of the Ministry of Social Services on such developments (Goal One: Policy Guidelines).

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1. The bracketed goals provide linkages between National Development Strategies and suggested goals under Policy Guidelines found in the next section.

7. MINISTRY OF SOCIAL SERVICES: SUGGESTED POLICY GUIDELINES, STRATEGIES AND PROGRAMMES

7.1 Goals

The following goals are suggested:

Goal One

- To encourage the formation of broad-based community organisations in urban and rural areas of the Marshall Islands in order to facilitate a comprehensive approach to community participation and enhance the social and economic development efforts needed by the communities and those planned and executed by Government.

Goal Two

- To stimulate the constructive participation of urban and rural communities and the attainment of the quality of life needed by the communities and their members according to the overall development policy and strategies planned by the National Government.

Goal Three

- In collaboration with relevant Ministries of the National Government and national, regional and international agencies, to assist rural and urban communities to accommodate the special needs of families, out-of-school youth, women and senior citizens.

Goal Four

- To promote recreational, organised sport, education and training programmes for the urban and rural population and to facilitate the availability of leisure activities and facilities.

7.2 Linkages between goals, strategies and programmes

Strategy for Goal One: Developmental Research and Community Organisation Unit

It is recommended that a servicing outreach unit be established within the Ministry of Social Services, with members drawn from professionally trained Civil Servants and nominated or selected people whose combined contributions would provide the Community Development Division with the following services:

(a) Survey and statistics,
(b) Community motivation, building organisation,
(c) Communication management and training,
(d) Community needs research and analysis,
(e) Programme impact monitoring and evaluation.

Strategy for Goal Two

It is recommended that the existing programmes of the Community Development Division servicing youth, women, sport and recreation and the aged be streamlined and re-organised so that some clear definition of functional and shared responsibilities can be attained, duplication, and wastage of resources avoided, all-round co-ordination and consolidation improved, and effectiveness and efficiency achieved.

Due to the marked differences in geography, demography, service facilities and resources of the 32 atolls with local governments in the Marshall Islands, the following micro-strategies are suggested.

(a) Youth Services

Urban youth programme
Rural youth programme
National Youth Advisory Board
National Youth Congress

(b) Women's Affairs

Urban women's programme
Rural women's programme
National Women's Council

(c) Sports and Recreation

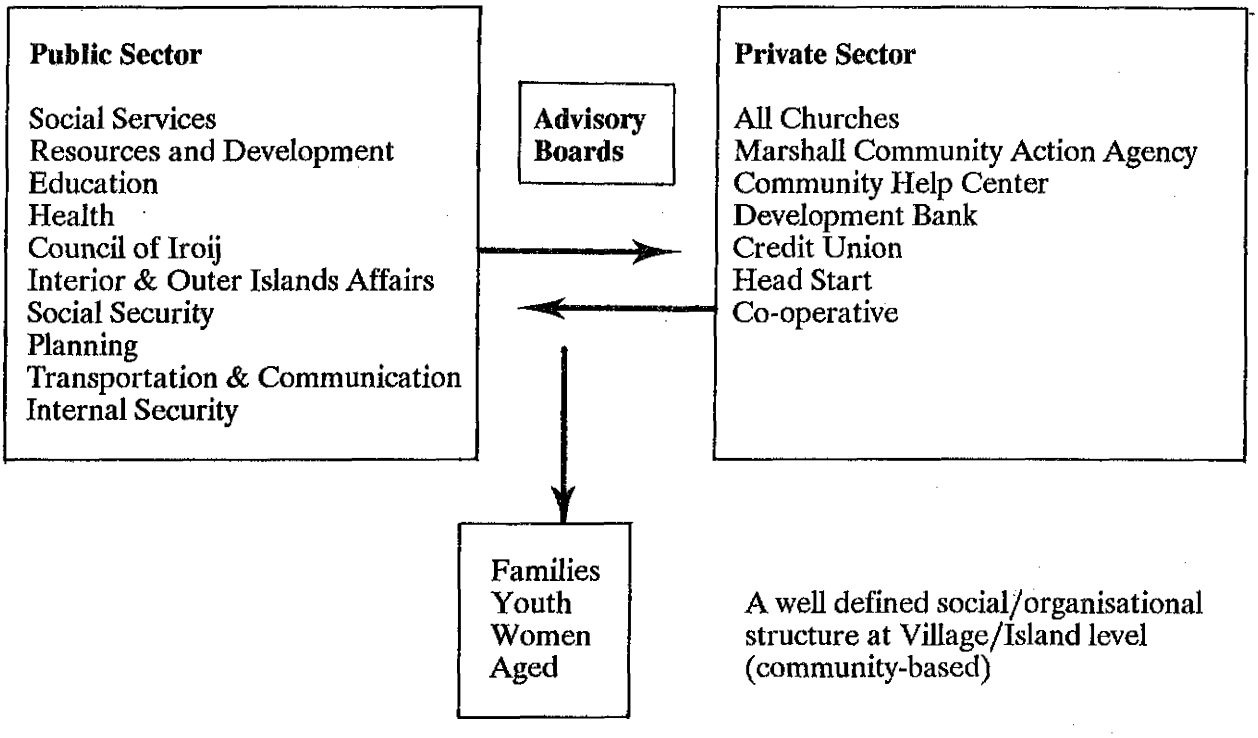
Urban Sports Federation
Rural Sports Federation
Marshall Islands Sports and Recreation Council

(d) Old Age

Urban old age programme
Rural old age programme
Old Age Advisory Board

Strategy for Goal Three

The Ministry of Social Services will fully utilise the existing services network, provided by relevant ministries of Government, other Federally funded programmes, regional, national and international development agencies, to channel well co-ordinated assistance programmes for the specific needs of families, out-of-school youth, women and senior citizens through the social and organisational structures developed under Goals One and Two. The following network is suggested:



Strategy for Goal Four

Using the social and organisational structures developed under Goals One and Two, the Ministry of Social Services will plan, train, implement and monitor sporting and leisure-time activities in both rural and urban areas to meet the needs of families, youths, women and the aged. Strategies designed to provide this service will include the following three functions at both national and local levels:

(a) (i) Formation of Sports Organisations (see functions below);
(ii) Formation of District Sporting Organisations (see functions below);
(iii) Zoning of Sporting Districts;

(b) Formation of National Sports Commission, with the following functions:

(i) Administration
(ii) Physical facilities
(iii) Technical.

(Details of these functions are included under the Sport and Recreation Programme)

7.3 Youth Services

7.3.1 Objectives

(a) To enable both urban and rural communities to accommodate the special needs of youth through:

(i) Character formation programmes to form attitudes of self-reliance, diligence and responsible citizenship and respect for the sacred institution of the family, traditional customs and accepted social norms;

(ii) Programmes that offer continuing education and training in family life skills and skills in the world of work;

(iii) Programmes to assist in the attainment of satisfying economic activity;

(iv) Programmes that stimulate the development of rural and urban communities, utilising the participation of youth constructively for their own growth and that of their communities.

(b) The establishment of administrative and physical infrastructures and support systems to promote and improve the planning and administration of juvenile justice, youth and community leader training and youth development in general.

7.3.2 Youth programmes

(a) Rural youth programme

(i) National Development Work Corps
(ii) Support for voluntary youth organisations
(iii) Family Food Production and Nutrition Project
(iv) Family Life Education Project

(b) Urban youth programme

(i) School holiday work camps
(ii) Support for voluntary youth organisations
(iii) Attachment/apprentice scheme and vocational training

(iv) Family Food Production and Nutrition Project
(v) Family Life Education Project

(c) National youth and community leaders training programme

(i) Basic national training for youth leaders
(ii) National certificate course for youth and community workers

7.3.3 Administration, co-ordination and monitoring programme

(a) National Youth Congress
(b) National Youth Advisory Board
(c) Outbreach Program
(d) National Resource Unit
(e) Statistics and Development Unit

Duties of youth planning service

- Accumulation and compilation of vital statistics on juvenile and related matters from various departments, agencies and organisations;

- Interpretation of accumulated coded and tabulated data on youth and related matters as basis for new preventative and development action;

- Distribution of JJDP funds for juvenile delinquency prevention programmes;

- Processing and mailing of Criminal Justice data to CNMI Criminal Justice Planning Agency;

- Annual up-date of the National Development Youth Plan;

- Close co-ordination with the National Youth Advisory Board;

- Planning, proposing, implementing and evaluation of youth programmes;

- Provision of technical assistance to all programmes dealing with youth **and related matters**;

- Overall responsibility and supervision for all activities carried on within the Division;

- Co-ordination of related activities of other Divisions;

- Collaboration and integrated planning and consultation with other relevant Ministries of Government on all matters relating to youth development; if possible, initiation of regular consultancy meeting of a Sub-committee on Human Resource Development for the Marshall Islands. This Sub-committee should include representatives at policy and decision-making level from the following Ministries or Departments:

  o Resources and Development
  o Social Services
  o Education
  o Health
  o Council of Iroij
  o Interior, for Outer Island Affairs
  o Social Security
  o Planning
  o Transport and Communication
  o Internal Security;

- Submission of a candidates monthly report to the Secretary of all youth projects and activities for the month, to include a critique and suggestions.

7.3.4 The Outer Islands Youth Project

Duties of Project Co-ordinator

- Co-ordination of activities and resources of other Departments and agencies;
- Identification of suitable, viable projects in outer islands that would provide the maximum development impact on the social and economic life of the community and also respond to priority need areas;
- detailed planning of project input, with special reference to the involvement of local governments and local youth, and community participation at all levels (including women);
- Preparation of detailed costings for the project and the total project budget, including sources of funding and any other form of assistance in cash or in kind;
- Recruitment of project participants with special reference to age, skill training required, expertise needed, health and related matters, education and possible future contribution to the life of the participant and to his/her community on the completion of the project;
- Monitoring of the project during implementation;
- Coverage of the project on public media;
- Production of the project report two weeks after completion; the report must include an independent internal or formative evaluation report on all aspects of the project.
- Production of an evaluation report six to twelve months after the project, to reflect the external benefit of the project to its beneficiaries and the satisfaction (or not) of their needs;
- Submission of a written monthly report covering the above to the Youth Director.

7.3.5 The Out-reach Program

Objectives

- Involvement of the Department in any youth programme;
- Representation of Social Services in workshops and meetings on youth-related matters;
- Co-ordination, promotion and monitoring of Government youth services with other Ministries of Government and other national agencies, local governments, all churches and religious groups, and regional youth organisations, including activities within the Department of Social Services itself;
- Development of a resource unit for Youth and Community Help Center Counsellors, volunteer youth and community workers, local government youth and community workers and church youth leaders;
- Weekly broadcasts of youth news, training tips, youth calendar of events, youth projects;
- Keeping of an up-dated list of mailing addresses and phone contacts of all youth organisations and youth and community leaders;

- Submission to the Youth Director of a monthly activity report for the previous month, which should include (apart from the above duties), the following:

  (i) Activities carried out and when,
  (ii) Circulation method,
  (iii) Who benefits/target group,
  (iv) Intended result,
  (v) Highlights,
  (vi) Problems,
  (vii) Suggested solutions, and
  (viii) Future plans.

8. SUGGESTED RE-ALIGNMENT OF EXISTING PROGRAMMES

8.1 The National Development Work Corps

8.1.1 Programme objectives

The objectives of this programme are:

(a) To train young Marshallese between 15 and 25 years of age to be self-reliant and to contribute to the development of their community and their nation;

(b) To provide youth with opportunities to upgrade their academic and vocational skills and to find more meaning and satisfaction in a life closer to nature;

(c) To expose young people to Marshallese culture and customs and the life-style of people in the outer islands, and to enable them to learn traditional skills and other riches of their heritage.

8.1.2 Background

The need to utilise and harness young people's potential in community development in the Marshall Islands was one of the priorities undertaken by the government since the declaration of 1985 as the International Year of Youth; together with the Nitijela's resolution urging the Cabinet to give full support to youth activities and youth development efforts.

In a developing country such as the Marshall Islands, with 50 per cent of the population below 15 years of age and more than three-quarters under 29, the young people are not only influencing their society *by reason of being* but, with their high levels of energy, enthusiasm and creative ability, they possess the potential to contribute to the well-being of the entire population on the basis of greater participation in the process of development.

It was, therefore, increasingly important for the Government to take a closer look at this large percentage of the population and encourage their integration in the development process. While some youth entered skills training programmes, action was needed to provide some source of work for those young people, who, from choice or necessity, did not have equal access to education, employment and specialised training opportunities.

While temporary jobs did not offer long-term solutions to unemployment, *particularly for rural youth*, the National Development Work Corps was successful in placing young people in the local job market and contributed to the abatement of the youth unemployment problem.

8.1.3 Justification

Historically, in the Marshall Islands, a man's wealth was often counted by the number of children in his family, i.e. children who could help fish, cultivate, produce copra and generally contributed to the family resources. However, with the migration to the urban areas of Majuro and Ebeye, the predominantly agrarian character of families shifted to urban amenities, increased consumerism and the dilution of many traditional aspects of *Manitin Majel* (Marshallese Customs).

Delinquency among youth, especially in Majuro and Ebeye, was increasing. Many of the adolescents were dropping out of schools and were unemployed, partly because they had no marketable skills. Some adolescents had alcohol problems; these were often involved in robberies and eventually ended up spending time in jail.

Furthermore, many of the traditional fishing methods and other Marshallese traditional skills were lost, because they were no longer being passed down to the young people by their elders and parents.

The Youth Development Work Corps was helpful in alleviating some serious social problems. Young people had to be encouraged to get off the streets, out of jails and bars, and into the schools, while being offered a constructive rehabilitation programme.

The Youth Development Work Corps was a necessary step to maintain the community's traditions, help youth overcome present-day problems, and produce useful, well-trained young citizens who could be productive in their communities in the future.

8.1.4 Participants (target group)

Fifteen to twenty-five year olds who were in local jails, on probation or unemployed school drop-outs were given the first chance to enter the programme. Students in the same age bracket were considered in the school summer period.

8.1.5 Work plan

Jobs for the Corps included gardening, road and airstrip construction, replanting of local crops, land cleaning etc. These tasks were carried out in collaboration with the Ministries of Resources and Development and the Public Works, which already had development programmes of this kind in the islands.

Atolls included in the Youth Work Corps Project

Twenty-one atolls (or islands) were be involved in the project. Since some of the participants' work experience was be co-ordinated with Public Works and Resources and Development projects, and since Public Works and Resources and Development working equipment came under YFU 76 and YFU 77 (grant aided from the United States), the supply of equipment used by each island for youth work depended very much on ships' schedules. The projected order for islands (or atolls) used for the Youth project was as follows:

YFU 75 (P.W.)	*YFU 77 (R&D)*
1. Jabot/Ailinglaplap (3 groups)	1. Namu (2 groups)
2. Mili	2. Lib
3. Namdrik	3. Likiep
4. Wotje	4. Ailuk (2 groups)
5. Mejit	5. Mejit
6. Ebon	6. Wotho
7. Jaluit (3 groups)	7. Ujoe

8. Utrik
9. Maloelap (3 groups)
10. Aur
11. Arno (3 groups)

8. Lae
9. Ujelang
10. Ebon

There were two major divisions of youth, a Majuro Division and a Kwajalein Division. These were to be divided as follows:

Majuro Division

1. Namdrik
2. Wotje
3. Mejit
4. Ebon
5. Jaluit
6. Utrik
7. Maloelap
8. Aur
9. Likiep
10. Ailuk
11. Ujelang
12. Arno

Kwajalein Division

1. Kwajalein
2. Jabor
3. Ailinglaplap
4. Namu
5. Lib
6. Wotho
7. Ujae
8. Lae

The programme

A programme lasted for approximately two months. Four types of activities were included in the training programme:

(a) Vocational training
(b) Continuing education
(c) Traditional cultural experiences
(d) Sports and recreational activities.

(a) Vocational training

Supervised learning experiences on outer islands included cleaning up roads before construction by R&D/PW and learning through observation how machinery is operated, maintained and used. The youth were instructed in the use of engineering tools; they assisted in construction projects. Instruction and practical work in gardening and the planting of food crops were also given.

(b) Educational training

Since most of the youths who were involved in this project did not finish high school and did not therefore possess the basic academic skills needed for work and for survival, special emphasis was placed on learning basic mathematics, English, nutrition, health and first aid. Classes in these subjects were held for two hours during the evenings.

(c) Traditional/cultural experiences

During the weekends and evenings, traditional island crafts and fishing skills were taught and practised. These included construction of canoes, making *amimono*, traditional navigation skills, and traditional methods of fishing.

(d) Sports and recreation

At times when the youths were not involved in vocational and educational skills, they took part in planned and supervised sports and recreational activities, such as baseball, volley-ball and learning traditional songs and dances.

The staff

The youth project's staff included a co-ordinator selected from the Youth Planning Office at Social Services, who supervised the team. Each group had a supervisor from the Youth Planning Office, and a local policeman assisted in the organisation of training. Outer island teachers and Peace Corps Volunteers taught other skills required.

Transportation

The youth and equipment needed were handled by YFU 76, YFU 77 and supply trip ships, and participants were transported by field-trip ships.

Equipment and local government responsibilities

Work equipment was provided by R&D, PW and Social Services and sports equipment by Youth/ Sports and Recreation Subdivisions of the Department of Social Services.

Local governments' role in the project included the following:

- Preparation of food supplied by the government and service of food using school cafeterias;
- Provision of transportation for participants on the outer islands, seeds for gardening, work site supervision and training facilities. They also supplemented sports and recreational facilities;
- Recruitment of local police, teachers and Peace Corps Volunteers to act as trainers;
- Assistance in locating camp site for the project.

Supplies

Food and toilet articles were supplied by the government, while sleeping gear, clothing and eating utensils were supplied by the youths themselves.

Salaries and extra income

The participants were paid $30.00 a month to cover their personal needs, and were able to generate extra income by copra making and the sale of coconut crabs, salt fish, *jiokra, amimono* or shells.

Evaluation and follow-up

A questionnaire was used to judge the effectiveness of the training experiences. Trainees were also interviewed and the questionnaires discussed.

Staff members on the Corps reported on how they believed the programmes benefited the youths, and were asked to make recommendations for the future. Staff reported on individual progress of participants in the programme. Afterwards, follow-up was supplied by the Youth Services of Social Services, and by the staff of the Counselling Center. The youths who were in the training

programme were interviewed about available jobs, and given recommendations for further education. These youths were encouraged to use the Counselling Center freely as needed for vocational, educational or personal counselling.

8.1.6 Cost budget

Meals on ship - $10.00 per day x 200 youths		$ 2,000
Food		$42,000
Breakfast	0.60 x 200 x 60 days = $ 7,200	
Lunch	1.40 x 200 x 60 days = $16,800	
Dinner	1.50 x 200 x 60 days = $18,000	
Trainees' Compensation $30.00 x 385 youths x 2 months		$23,100

8.1.7 Benefits

The overall goal of this youth training project was to rehabilitate youths who needed help in developing attitudes and skills necessary to survive in and to contribute to modern-day Marshall Islands society. This project was an attempt not only to develop skills, but also to help these young people to gain a better self-image and a sense of personal and social responsibility. Both urban youths (from Majuro and Ebeye) and rural youths from outer islands who had problems while growing up profited greatly from the experiences offered in this programme. Results showed that youths who were delinquents, high school drop-outs, or unemployed (and often unemployable) learnt a great deal through participating in the comprehensive two months of training while living on an outer island. They proved that with improved skills, attitudes and self confidence, plus careful follow-up, these young people would finally become equipped to find and hold jobs. They were encouraged to act more maturely, so that they could work, obtain further education and become productive citizens.

The programme benefited about 550 youths who were not adapting well to society. They were given the opportunity to gain access to a new tool for life by living and working among people on outer islands who acted as positive models. The training on Marshallese culture and traditions was received with respect and appreciation.

8.2 Women's Affairs

8.2.1 Objectives

The objectives of this programme are:

(a) To encourage formation of social structures at local (village) and community (municipality) levels in order to:

(i) Help protect, enrich and expand the role of women in their community, reinforcing their function in family life, family health and nutrition, family education and child care;

(ii) Train family members to live out the traditional Marshallese values and to integrate them into all aspects of social and economic development and the protection of the sacredness of the institution of the family;

(iii) Provide information on, plan and implement community programmes that respond to the needs of women, children, youth and family life conditions in order to effect changes in policies of institutions that affect them;

(b) To encourage the formation of a national organisation for women in order to:

(i) Provide a forum where women, as a body, can influence decisions that affect their lives;

(ii) Represent the combined voice of women in the Republic regarding their basic rights and decisions that affect women's functional and traditional responsibilities;

(c) To conduct and sponsor attendance by women at workshops, seminars and skill training programmes (local, national and regional), in order to expose women to other information on their changing role.

8.2.2 Justification of needs

The needs of women in the Marshallese society have been the subject of many seminars, conferences and workshops, both national and regional. However, after many attempts to alleviate the problems, little has been achieved.

8.2.3 Programmes versus problems

(a) Problems affecting women

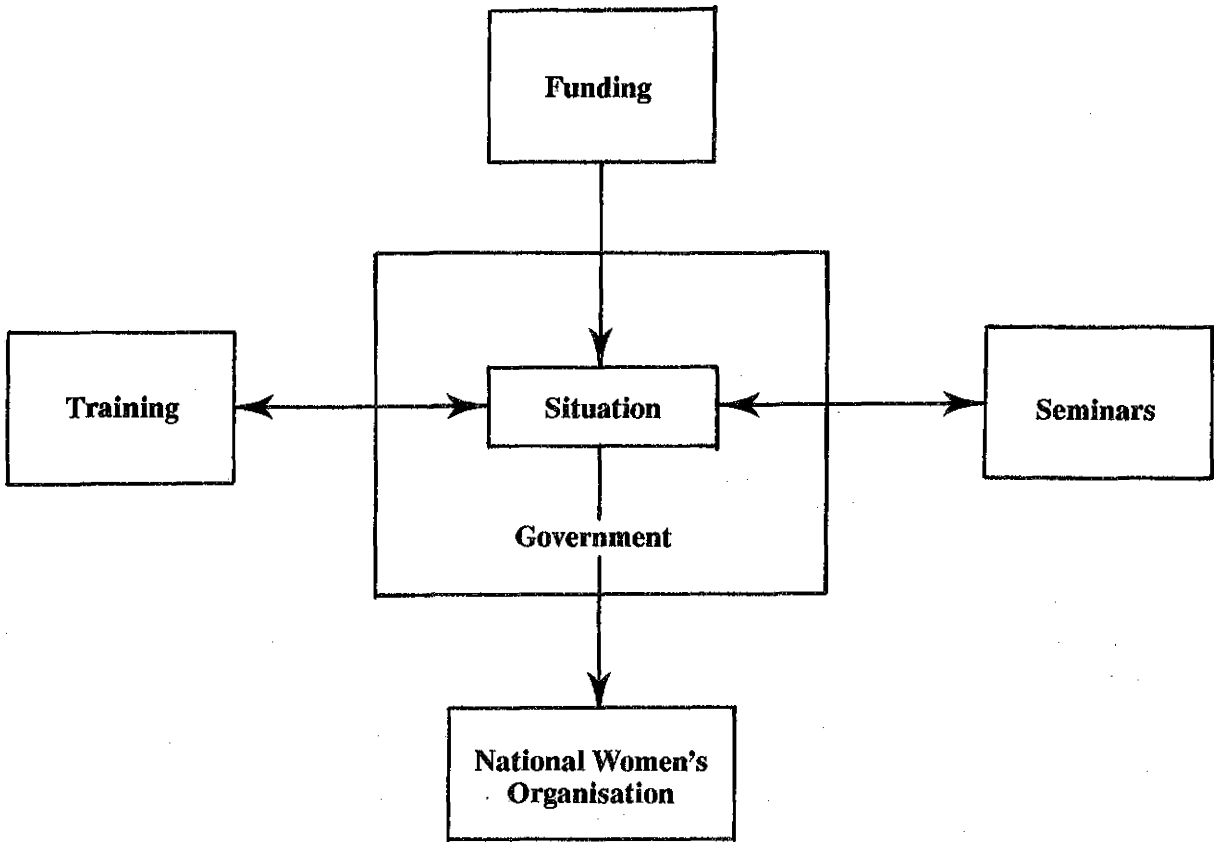
Unwed mothers
Teenage pregnancy
Lack of ante- and pre-natal education and care
Lack of parental guidance on children
Parental desertion
Money management at home
Excessive children in the family
Less family income
Female runaways/prostitution/school drop-outs

(b) Programmes mounted for women

Business training
Family planning
Vocational skill training
Counselling
Consumer protection
Legislation and policies
Food preparation and nutrition
Leadership
Health education
Home skills
Midwifery
Sewing machine repairs

Women representatives have attended seminars, both local and overseas. Women representatives have attended courses. Yet, the problem seems not only to persist, but to be worse every year.

THE REAL PROBLEM



The real problem can be in any one or in all of the above boxes.

This is also true for any social situation:

- *The problem identified is not the real problem in the situation box.*
- *The solution is wrong.*
- *The money and support are not there.*
- *The programme is not delivered.*
- *The delivery structure is wrong.*
- *The staff responsible are wrong.*

We do not know the real problem.
Therefore we are solving the signs only (smoke).
The cause of the problem continues (fire).
We continue to suffer and lose money/problem continues.

Recommendation

Find the real problems first, then we can get *organised,* and then we can run programmes and activities to satisfy the need and solve the problem.

How?

House-to-house domestic and base resource survey.

8.3 Family life education for youth and women

8.3.1 Aim

To create among youth, women and community leaders a better appreciation and understanding of the close inter-relationship between population characteristics and the enhancement of employment opportunities and development, and of how conscious planning at community level will improve the living standards and the welfare of families and individuals, and consequently those of the country.

8.3.2 Objectives and strategies

Objective 1: to strengthen the capacity of the Government and of community-level organisations to implement more broad-based and comprehensive training, education and information activities, particularly for youth and women.

Strategy: incorporating and integrating components of population and family life education with on-going and envisaged social services and outer island development programmes.

Objective 2: to train youth/women leaders and community workers from the main centres of population and from a cross-section of the other atolls on aspects of population, employment and development.

Strategy: training to include issues relating to family life and welfare of young workers, women workers, their families and their communities; national and community-level structures and systems for implementing programmes aimed at island-based social and economic development; problem identification; and organising and implementation of education and information activities, including non-formal communication and motivation techniques.

Objective 3: to provide opportunities for and to enable the trained leaders, youth and community workers to organise and carry out non-formal education and information activities in their own and other communities.

Strategy: organise family and individual aspects of community-level planning and development, family life and welfare and island-based social and economic development.

Objective 4: to develop a selection of literature and aids, including visual and audio-visual materials, for non-formal training, education and information dissemination activities.

8.3.3 Workshop and meeting content

Training workshops

Family life
Family welfare
Family health
Population/family planning
Identifying needs
Organising community-level activities
Problem identification
Programme implementation
Use of local resources/amenities
Employment and development

Meetings

Family life
Family welfare
Family health/nutrition
Family needs/budgeting
Family-level relationship
Social problems
Decision-making
Use of local resources
Promoting social and economic development
Communication
Motivation

8.3.4 Background/justification

The country is characterised by rapid population growth, young age of population, severe overcrowding, high youth unemployment and underemployment and increasing social problems.

8.3.5 Participants

Youth, women and island communities.

8.3.6 Work plan

(a) Training workshops

	Location	Number	Duration (weeks)
1st year	Majuro	20	2
	Ebeye	20	2
2nd year	Jaluit	20	2
Wotje		20	2
	Ebeye	20	2
	Majuro	20	2
		120	12

(b) Island meetings

	Location	Number	Duration (weeks)
1st year	Majuro (8)	25 x 8 = 200	3 days x 8 = 24 days
	Ebeye (6)	25 x 6 = 150	3 days x 6 = 18 days
2nd year	Majuro (11)	25 x 11 = 275	3 days x 11 = 33 days
	Ebeye (11)	25 x 11 = 275	3 days x 11 = 33 days
	Jaluit (8)	25 x 8 = 200	3 days x 8 = 24 days
	Wotje (6)	25 x 6 = 150	3 days x 6 = 18 days
		1,250	150 days

(c) Cost

	Personnel	Training/Workshops	Equipment	Misc.	F/T
1st year	$ 9,000	$ 14,400	$ 1,000	$ 1,300	$ 25,570
2nd year	$ 10,000	$ 15,600	$ 1,000	$ 2,300	$ 28,900
	$ 30,000	$ 30,000	$ 2,000	$ 3,600	$ 54,600

(d) Government input (annual)

Personnel salary/benefits	$ 6,000
Office/facilities	$ 5,000
Travel	$ 2,000
Personnel support	$ 4,000
	$17,000

8.3.7 Additional administrative functions

- Planning the programme with ILO Advisory Committee
- Programme implementation
- Programme monitoring
- Programme evaluation with ILO Advisory Committee
- Development of training materials
- Co-ordination with JJDP/UNICEF/SPC

8.3.8 Constraints/needs etc.

- Planned activities were not in touch with root of the problem.
- Impact on people hindered because activities were not planned with them.
- Monitoring of needs satisfaction, not known at H/Q.
- Determination of needs not done - using topdown approach.
- Need to meet with people - survey
- Need to work with others - mayor, counsellor/area meetings, churches.
- Advisory Board members do not fully understand needs of people served.
- Need more support system in the office.
- Family life education is too broad.
- Difficult to plan priorities.
- Follow-up depended on availability of funds.
- Progress report and biennial evaluation insufficient.
- Programme to be realistic - one target group like youth.
- Other constraints - irrelevant training, lack support, transport
- Impact not known - perhaps 50-70%.

8.4 Family food production

8.4.1 Objectives

The main objectives of this project are:

(a) To strengthen the capacity of participating households to supply a nutritionally adequate diet for their members;

(b) To improve the nutrition status of participating households through production and consumption of local foods;

(c) To revitalise the production and use of selected traditional food crops;

(d) To diversify the household food base;

(e) To strengthen the capacity of national and community organisations to solve nutritional problems utilising local resources.

The service objectives of the project are:

(a) With each community receiving direct services under the project, to develop a plan of work which specifies impact and service objectives specific to that community's situation (see section 8.4.4).

(b) To continue to work closely with community development networks by providing technical and programme support to FFPN services provided to their clientele;

(c) To assist Agriculture to integrate nutritional considerations and food crop support into the extension service programme.

8.4.2 Justification

Throughout the Pacific, urbanisation and reliance on imported foods are correlated with increasing rates of diet-related diseases in adults and under-nutrition in children. This project aims to improve nutritional status by an integrated community-based intervention programme designed to increase household food supplies, increase knowledge about food and improve utilisation of available food resources, especially for feeding of infants and young children. The integration of three primary nutrition components, together with a strategy which emphasises adaptive change based on traditional practices, has been shown to be effective.

8.4.3 Content

Phase I of the project (July 1985 - December 1986) was an initial pilot stage. Phase II of the project is envisioned to continue the focus on four pilot atolls, with intensification of programme efforts based on accumulated experiences. It is hoped this phase can be completed in approximately 24 months, by the end of which a viable project model will have been developed. Phase II (1989-91) will focus on expansion of project activities to other outer atolls.

8.4.4 Work plan

	Year	Activities
Phase I	1988-89	Strengthen project network with other organisations
	1990	Evaluation/case studies

Phase II	1989-91	Identification of islands in need of project
	1990-91	Baseline assessment and development of technical work programme for newly participating islands
	1990-91	Study tours of initial pilot islands for community leaders and development workers
	1990-91	On-island workshops
	1991-92	On-island follow-up and technical consultation

8.4.5 Cost

1988	1989-1992
$ 6,200 $ 4,000 $ 5,800	To be determined (at 15,000 per year)
$18,000	$60,000

8.4.6 Participants/beneficiaries

- Community development networks
- Population of Mejit, Likiep, Namdrik, Jaluit and Majuro
- Community garden club
- Youth group

8.4.7 Monitoring

(a) National nutrition survey will collect information to gauge effectiveness of food sources, dietary patterns and nutrition status.

(b) Island/community-based plan and evaluation will also gauge impact.

(c) Six-monthly visit from UNICEF consultant.

(d) Radio net.

8.5 Sports and recreation

8.5.1 Objectives

The objectives of this programme are:

(a) To plan, organise and co-ordinate sports and recreational activities and programmes at national level;

(b) To implement organised sport for all sections of the community and all areas of the country, according to criteria that improve sport, while at the same time building character, inculcating civic pride and nurturing mental discipline;

(c) To improve the standard and technical aspects of all sports to international level, including rules, control, by-laws, food and equipment, medicine, literary resources, audio-visual aids, facilities, physical conditioning and the control of coaching clinics;

(d) To ensure that through sport and recreation activities, the population of this country attains a healthy physical life, and to bring communities together in friendly competition in a true spirit of sportsmanship.

8.5.2 Background

Sport and recreation have been part of Marshallese culture as of all societies. The influence of other cultures during their occupation or administration of the Marshall Islands made a lasting impact on how the present society views and takes part in sporting activities. The First World War had its devastating effect on the social life of Marshallese society and this, coupled with the American influence, means that the Sports and Recreation Programme will have to work hard to restore some of the social lubricants of Marshallese society through sport.

8.5.3 Justification

Sport and recreation are regarded as part and parcel of the development tasks of nation-building. In a nation such as the Marshall Islands, scattered and with scarce facilities to occupy the human spirit for competition and challenge, sports and recreation must be regarded as a priority. Without an efficient sports and recreation organisation, the dark side of life of an individual or a community can emerge to cause a regressive step away from national unity and cohesion.

8.5.4 Participants

- Children of Elementary School age
- Children of High School age
- The adult population after leaving school - men and women

8.5.5 Activities

Little League	(9-12 years)
Soft Ball	(17-25 years)
Community League	- Baseball
	- Volley-ball
	- Basket-ball
	- Tennis
	- Field and Track
Possible inclusions	- Soccer
	- Swimming
	- Netball
	- Canoe racing

8.5.6 Organisation/administration

Pending the establishment of a National Sports Commission, a National Olympic Committee presently organises and administers the sporting and recreation needs of the population of the Republic.

The Committee consists of:

- The President
- The Vice President
- The Secretary/Treasurer
- Twenty Committee members who were appointed to the Committee to be responsible for certain sports and other functions.

It is from these Committee members that contacts are made with the sporting public for the various competitions for each sport scheduled from time to time. Draws are made after the closing date for each sport for a certain date.

8.5.7 Suggestions for setting up a National Sports Commission

It is suggested that:

(a) Mother Federations for each sport register themselves at national level as the recognised body for the organisation, development, scheduling, grading implementation, monitoring, funding, control and resourcing of that sport;

(b) All other branch/sub-unions of each sport register themselves with the mother Federation, abide by its regulations, and attend its meetings;

(c) All sporting Federations elect representatives to the National Sports Commission, which will be responsible for the three strategy functions at national level, just as the branches are at local level.

The following functions should be carried out:

- Administration and planning	Constitution, scheduling, disciplinary, standard, co-ordinate national grading.
- Community organisation	Inter-island committee responsible for all grading.
- Research and development	Improving the organisation/rules, facilities, membership.
- Co-ordination/support system	National/atoll committees/sponsors, outreach
- Pacific regional/world games	Affiliation
- Programme implementation	References, doctors

Attention also needs to be given to the following:

- Main stadium

- Organised sports facilities

  - o Indoor facilities
  - o Outdoor facilities
  - o Lighted/all weather
  - o Ensure that communities and local governments keep the ratio of players to availability of facilities/usage.

- Equipment

  - o Cost control
  - o Legal quality
  - o Ambulance

- Development of sport (clinics etc.)
- Resource material
- Training tips and schedule
- Food/medicine/first aid.

8.6 Critique on Task Force on Youth and Juvenile Delinquency

The Task Force on Youth Development and Juvenile Delinquency (C.P. 881(85)) established by the Cabinet on September 13, 1985 did commendable work during the time given to them, bearing in mind the complexity of their task. The intention of this critique is to add to their recommendations my own viewpoint which hopefully will provide a holistic and comprehensive view of what we normally call 'Youth problems' (see section 5, above).

8.6.1 Youth Advisory Board

It is further suggested that this body should only be concerned with youth policy decisions based on the National Development Objectives. The Board might want to have a National Youth Congress (a youth organisational infrastructure) to carry out programmes and submit reports to the Board for submission to Cabinet or decisions on policy change etc. The Board might like to perceive youth more from a developmental, positive angle and in totality rather than piecemeal in isolation from the community. Information gathered about youth should cover a wider field than just incidence of social problems (see Annex II).

8.6.2 Restructuring the Police Force

This approach might be expensive if police are used as our front line of defence. The police should be our last line of defence to make our approach to youth development a little humane and put more emphasis on inculcating values of self-development and self respect.

8.6.3 National Development Scheme for Youth

This programme is being implemented and a suggestion on its improvement is included under National Youth Work Corps.

8.6.4 Recommendations of the Task Force

(a) Justice and law enforcement

Laws under this heading - drinking laws, curfew etc. - were not enforced; no manpower provision or no legal provision. Comment: the same as 8.6.2 above.

(b) Churches, schools and agencies

There was no concerted effort or agreement to a common practical approach by churches and schools to assisting out-of-school youth (runaways or drop-outs). The control could not be handled by a second social grouping with only a minimum contact with youths. Very little impact, if any, could be achieved by youth programmes of these agencies, because the very basic, first social group (the family) is too loose and has lost its reinforcing social lubricant, after being caught up in different value systems with the adult population hesitant as to the accepted norm at any one time.

8.6.5 Future directions

It is suggested that a complete turn-around in approach to youth development, with some of the following ingredients, could be attempted:

- Youth participation at all levels of their own development so that they achieve some sense of pride in their own efforts to better themselves;

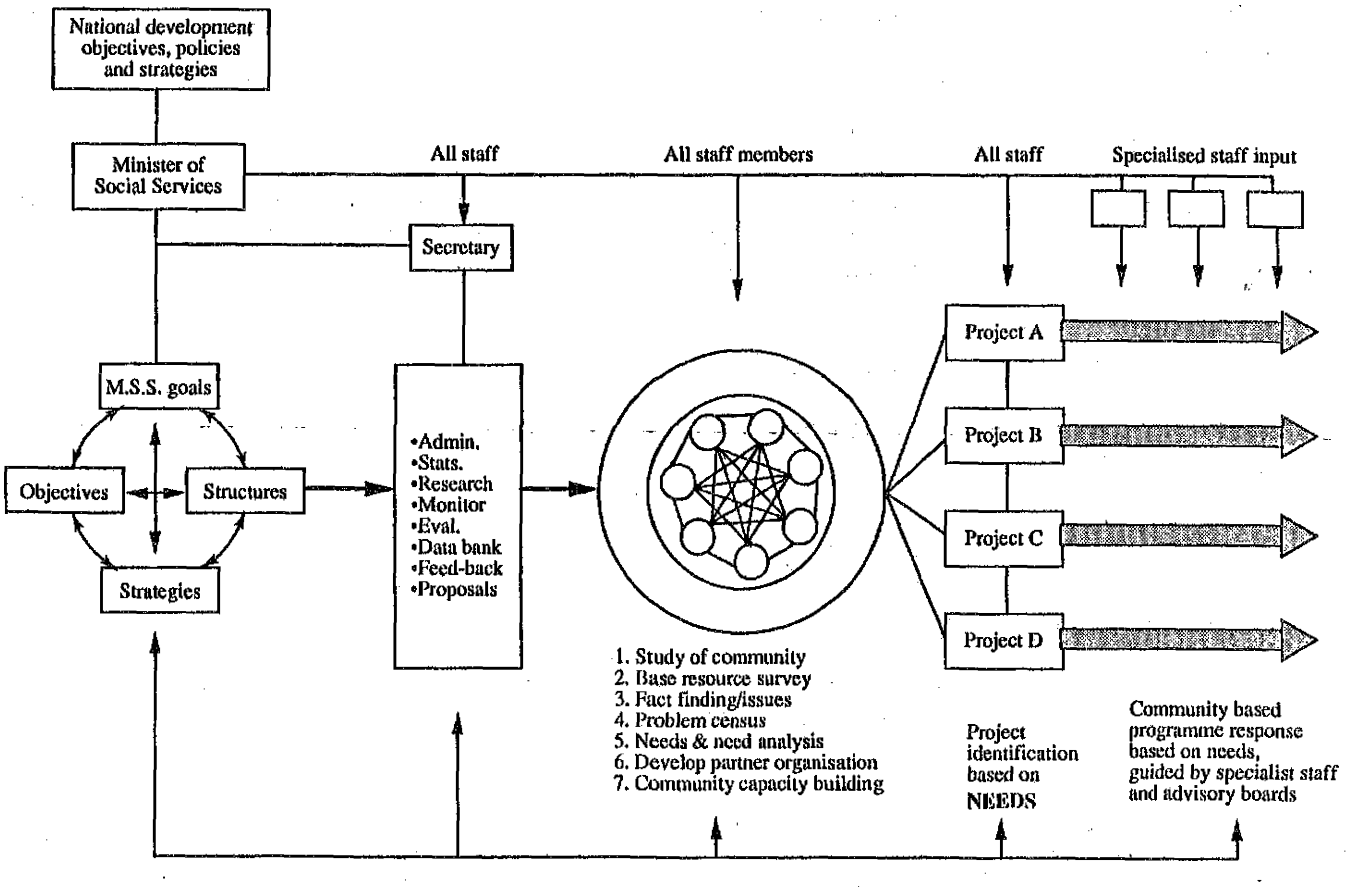
- A well-resourced youth organisation be established to provide co-ordination;

- A more human and personal approach to youth be adopted, with less use of impersonal instruments such as the media, legislation, essay-writing etc.;

- A community approach through which youth could achieve a sense of belonging, usefulness and achievement. The churches and schools can then reinforce this once it has taken root;

- The family must play the initial role in all the above. We must start from the person and family, and then go out to secondary social groupings to reinforce an already established sense of dignity, pride and contentment before youth can be expected to give the same to others in their community or nation.

A COMMUNITY-ORIENTED RATHER THAN A PROGRAMME ORIENTED STRUCTURE



9. SUGGESTED NATIONAL TRAINING SCHEME FOR YOUTH AND COMMUNITY DEVELOPMENT WORKERS

9.1 Basic Youth Leadership Training Course: Component A

9.1.1 Objectives

(a) To provide basic knowledge and skills in managing youth clubs and associations;

(b) To instill personal discipline, confidence and awareness so as to create more dynamic leaders.

9.1.2 Participants

(a) Ordinary Youth Club members with potential to become youth leaders.

(b) 20-30 persons.

9.1.3 Duration

1 week

9.1.4 Course contents

Module I: Interaction/orientation

- Self-introduction
- Course expectation
- Ground rules

Module II: Youth

- Youth and society
- Definition of youth
- Characteristics of youth
- Role of youth

Module III: Youth work

- Role of individual in society
- Youth and youth activities
- Concept of volunteerism in youth work
- Types of youth
- School youth
- Out-of-school youth
- Problems and needs of these youth

Module IV: Understanding your community

- Social structure
- Social units/systems
- Social roles
- Social lubricants

Module V: Youth organisations

- Organised youth
- Club activities
- Types of youth organisations/associations

Module VI: Organisational structure and functions of youth organisation

- Organisational chart
- Roles and functions of office bearers
    - o Chairman
    - o Vice-Chairman
    - o Secretary
    - o Assistant Secretary
    - o Treasurer
    - o Committee members

Module VII: Island Youth Council

- Organisational structure
- Objectives
- Role
- Activities

Module VIII: Meetings

- Preparations for meetings
- Rules and regulations governing meetings
- Preparation of agenda
- Roles of chairman of meetings
- Writing of minutes of meetings
- Role play on how to conduct a meeting

Module IX: Records and filing

- Types of letters
- Correspondence and filing
- Indexing and classification
- Records on membership, finance and activities

Module X: Programme planning

- Planning of programmes from clear objectives based on youth/community needs
- Types of programmes
- Source of finance
- Implementation and evaluation
- Identifying problems from evaluation
- Handling and re-programming 'feed-back'.

9.1.5 Methodology

- Group discussion
- Brainstorming
- Lecture
- Case study
- Role play

9.2 Basic Youth Leadership Training Course: Component B

9.2.1 Objectives

(a) To provide knowledge and skills in developing leadership and organising abilities of youth leaders;

(b) To instill a sense of awareness for personal growth and development as a leader.

9.2.2 Participants

(a) Those members who have attended Component A of the Youth Leadership Training Course and have shown interest and proved ability;

(b) Members of Local Government and island Youth Councils;

(c) About 30-40 persons.

9.2.3 Duration

2 weeks.

9.2.4 Course content

Module I: Youth and development

- Physical growth/stages of development
- Socialisation

Module II: Leadership

- Styles of leadership/theories/definition
- Leadership games to show types and functions of leader
- Role and problems of a leader
- Effective leadership

Module III: Club finance and office management

- Sources of finance
- Book-keeping
- Annual statement of income and expenditure
- Budgeting - definition and preparation
- Purpose of an office
- Record-keeping
- Correspondence
- Audit and financial control

Module IV: Planning and Management

- Planning of youth programmes and activities
- Project paper/proposal
- Implementation, control and evaluation

Module V: Communication

- Definition of communication
- Communication process
- Problems of communication
- Interpersonal communication

Module VI: Constitution

- Youth Club constitution
- Characteristics
- Functions
- Powers and authority
- Limits and constraints

Module VII: Youth Councils

- Organisational structure of Island Youth Council
- Role and function of office bearers
- Motivation
- Role and function of Youth Council

Module VIII: Decision-making and problem solving

- Individual decision-making
- Group decision-making
- Values in decision-making
- Situational roles and hidden agenda in decision-making
- Steps in decision-making

Module IX: Community studies

- Social structure
- Social institutions
- Social roles and positions
- Systems and their relationships

Module X: Report writing

- Principles of preparation of report
- Kinds of report
- Classification of reports
- Functions of reports
- Steps in report preparation
- Qualities of good report

Module XI: Personal development

- Understanding yourself
- Ego and needs
- Self-management
  (taught in 12 units each with specific behavioural objectives).

9.2.5 Methodology

- Lecture
- Role play
- Group discussion
- Case study
- Demonstration
- Stimulation
- Brainstorming

9.3 National Certificate Course for Youth and Community Workers

9.3.1 Objectives

(a) To enable the participants to understand concepts of leadership and youth and community work and be skillful in organising and managing their activities;

(b) To imbue the course participants with positive values, discipline and confidence for personal development as a leader;

(c) To instill an awareness in the participants of the role of youth and the need for community discipline in national development.

9.3.2 Participants

(a) Youth club members who have attended District and Provincial Divisional Youth Leadership Courses;

(b) Members of Provincial Youth Councils;

(c) About 30-40 persons.

9.3.3 Duration

6 weeks

9.3.4 Course contents

Module I: Youth work

- Characteristics of youth
- Scope of youth work
- Policy for youth
- Mobilisation of youth

Module II: Adolescent growth and development

- Physical
- Emotional and social factors
- The peer group
- The search for identity
- The adolescent and the family
- Developmental tasks of adolescence
- Use of leisure
- The influence of culture
- Techniques of working with adolescents

Module III: Age grouping and community development

- The 'test of adulthood'
- An exercise in discrimination
- The ages of man
- Young and old
- Community clubs
- The welfare of the community
- The generation gap
- Youth in the community

Module IV: Attitudes - acquisition and change

- The structure of attitudes
- Acquisition
- Sources
- Selection
- Changing attitudes

Module V: Some problems affecting young people

- Unemployment
- Homelessness
- Illiteracy

- Health problems
- Other problems

Module VI: Group process and dynamics

- What a group is
- Group leadership
- Group problems
- Motivational techniques
- Membership and leadership functions
- Principles of planning
- Some phases of community problem solving
- Opportunities, leadership, development

Module VII: Essential skills for effective youth work

- Skills in analysing the group situation
- Establishing a purposeful relationship
- Skills in participating with the group
- Programme development
- Operating national service programmes
- Using community resources
- Skills in evaluation

Module VIII: Management

- Definition of management
- Principles of management
- Time management
- Self management
- Management of projects
- Project proposals
- Implementation and control
- Progress charts and reports
- Project evaluation
- Negotiation skills
- Effective communication

Module IX: Contemporary issues and national policies

- Need analysis - macro and micro
- National policies and strategies
- Policies related to youth work
- National youth policy
- Policy formulation - methods and strategies

Module X: Social research and investigation

- Working hypotheses
- Methods of collecting data
- Processing and analysing data
- Sampling
- Presentation
- Report writing

9.3.5 Assessment

Each component of the Course covered should be assessed by means of:

- Formative and summative assignments
- Individual interviews
- Tape-recorded presentations
- Final written examination and oral post-test.

The variety of methods ensures that each student is not handicapped by the use of a single method. The method used, however, will depend on the students' diversity of experience, education, etc. and the trainers' own judgement on what is best for a particular course.

Formative and summative assignments are normally written and could be followed by individual interviews or group discussions.

Tape-recorded presentations allow students to pre-record future plans, using some of the learnt concepts, and see how they can improve their present situation. After the tape is played by the trainers, each student is required to defend his statements.

The final examination is based on the objectives of the course, allowing room for conceptual thinking, relevancy and depth.

9.3.6 Course evaluation

Written questionnaire

A questionnaire is drawn up for students to fill and should draw from the students' responses in areas such as:

- Preparation at home before the course
- Reception on arrival
- Board and lodging
- Course administration
- Course content - relevancy, depth, presentation, etc
- Course components, tie - ups
- Rating of all components
  - collectively and separately
  - best/worse
  - difficult/easy
  - relevant/irrelevant, etc.
- Suggested improvements

These are to be collated, summarised and a report prepared.

9.4 Youth Situation Data Bank: Training Course*

By knowing your community, you can help to build its capacity to cope with the pressure of its development.

A village-based intervention strategy

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* *See also Annex IV*

9.4.1 Course components (approximately a one month course all together)

(a) Preliminary

(i) Objectives of course
(ii) Social grouping, kinship, roles, resource ownership, social structure
(iii) Values, norms
(iv) Identification of 'partner organisations' in the community
(v) Power, leaders, followers, servants, community workers and leaders

(b) Change and development

(i) The concept of change and development
(ii) Essence and substance of development
(iii) Development forces - from within and from outside
(iv) Building in the community's coping ability
(v) Changes in values, norms, tradition and culture
(vi) Direction of development - macro/micro

(c) Community capacity building

(i) The need for data and information
(ii) Types of information, useful, formal, secondary, etc.
(iii) Data gathering skills
(iv) Techniques of data gathering
(v) Recording of information
(vi) The human side of information gathering
(vii) Questionnaire technique

(d) Data handling

(i) Collation and tabulation of data
(ii) Interpretation of data
(iii) Problem census and data matrix
(iv) Community involvement and prioritisation
(v) Community development plan based on needs identified

(e) Data to problem to need to response

(i) Data, problem, need
(ii) From need to objective - setting objective
(iii) From objective to programme planning/project
(iv) Project funding, monitoring, implementation

(f) Project evaluation

(i) Indicators (from objective)
(ii) Internal efficiency
(iii) External productivity
(iv) Resource measurement

10. CONCLUSIONS

This report was written and arranged to review the existing socio-economic situation and trends, and how these affected the youth population in the Marshall Islands. It also examines existing programmes and projects already in place for youth development in the Republic.

It goes on to suggest policy guidelines, strategies and programmes, an alternative social services structure and the realignment of existing programmes. It also recommends the establishment of a Youth Data Bank and a National Training Scheme for Youth and Community Leaders. A lot of work remains to be done in the form of detailed planning and co-ordination of these suggestions on the ground. Several high-level inter-ministerial meetings would have to be arranged in order to clarify such things as shared responsibilities, co-ordination and reference points etc. Continued consultation and participation of 'partner agencies' in each atoll community should also be carried out, in order that they feel that they are not only part of a programme but that it is also *their programme* and its success also depends on them. For this to happen, clear goals, strategies and programmes need to be designed and a suitable structure established to deliver, monitor and evaluate these services.

The report suggests alternative philosophical approaches to youth and community development in the Republic: some a complete turn around from existing ones.

The following changes are suggested from the general present situation:

(a) From a negative reaction response to a need-based response;

(b) From a preventive approach to a developmental and positive one;

(c) From a narrow, piecemeal fashion to comprehensive and corporate planning;

(d) From the Ministry of Social Services as the sole programme deliverer of social services to the establishment of more facilitative community action groups, involving youths themselves in providing services needed by themselves and their community;

(e) From a delivery service that is generally impersonal, superficial and highly technical to a more humanitarian approach - a belief that trusts in the use of human dignity as a tool to generate human dignity in others;

(f) From the lack of basic data on youth to a readily available Youth Data Bank containing empirical and comprehensive information;

(g) From a lack of decentralised infrastructures for youth's involvement in development to a well represented and versatile youth organisation serving as a development partner agency for national development.

ANNEX I

REPORT ON VISIT TO EBEYE

Introduction

The detailed interfacing (or linkages) between the programmes initiated and executed by Ministries and Departments of the National Government on the one hand and those by Local Governments on the other, has not been clearly defined in the past and remained a gray area for some years. The general attitude adopted by some Local Government leaders and National Government officers in the outer islands had therefore been one of either, 'wait and see what happens' or putting the blame on others if matters went wrong.

The Mayor of Ebeye, Honourable Alvin Jacklick, placed many hopes on the younger administrators who had education and international experience and who were coming into both National and Local Government service. This younger generation could change the almost static development situation, if their employer could afford to retain their services at home. Being a young Mayor himself, the Hon. Jacklick believed that younger leaders could get the job done with the help of the people and support from the National Government. Technical and other kinds of assistance could come from outside, but the onus and the initial commitment must originate from the people themselves.

As an example, the Hon. Jacklick was able to persuade his Councillors to approve that $9,000 of Ebeye Local Government funds be appropriated for community services and recreation projects on Ebeye. He planned to appropriate $70,000 more to increase allocations for other social service needs (juvenile accommodation, employment and training of four youth and social workers, additional administrative costs and equipment). While the Mayor of Ebeye continued to respond to the needs of the Social Sector of his Local Government, he had also discussed the matter of linkages of social programmes with the Minister of Social Services of the National Government.

Any attempts to interface the programmes initiated by the Ministry of Social Services, or, for that matter, any other Ministry of the National Government, must require some proven form of commitment by the Local Government and the local community in order to be successful, meaningful and relevant. The criteria for such commitments could be demonstrated in such forms as:

(a) A substantial allocation of Local Government and community funds for social services;

(b) The hiring and appointment of personnel, both professional and volunteers;

(c) The establishment of administrative structures and support systems (Boards and Committees);

(d) The organisation and involvement of ground-level community units;

(e) Proven commitment through action (not words only) by community leaders to implement their intention to invest in people for their own development;

(f) The presence of community spirit, selfless giving and community discipline and participation in community development efforts, so that children and future generations can enjoy a better quality of life and be proud of their heritage;

(g) Proven entrepreneurial and effective leadership at Local and National Government levels;

(h) A forward-looking, policy-making body and an efficient executive machinery at Local Government level;

(i) A cohesive local community that is confident in the ability of its leaders (religious, professional, government, volunteers and traditional), committed in social responsibility and will stick together to see that its combined decisions to better the community are implemented to satisfy its needs.

There is a great need for empirical demographic data on the Ebeye community to clarify the number, classification, status, etc. of youth, children, women and the elderly on the atoll. The availability of data is vital in order to maximise the use of available resources on the island. A realistic plan for development could then be put in place, priorities could be set and an evaluation of development impact made possible. The data collection could be extended to include information under the following headings:

(a) Population
(b) Education
(c) Housing
(d) Family structure
(e) Family income, expenditure and assets
(f) Equipment, machinery
(g) Occupation/trades.

At the time of the visit, a proposal for closer co-ordination of social services for Ebeye Island was being discussed between Local Government and National Government officials and community organisation leaders. Discussions on future strategies were also begun between the Ministry of Social Services and Ebeye Local Government. Whatever is finally agreed, it is hoped that the implementing agency will take into account some of the points mentioned in this report.

Women's affairs

There were eight women's groups on Ebeye at the time this report was written. Three others were being formed. These groups were either women's clubs on the island or church-based groups. The social base of other women's groups could not be identified, as no physical boundaries or interest patterns were noticeable. Another factor was the absence of most women from the island during the week-days, as they were employed at Kwajalein.

Moves were under way to link women's groups on Ebeye with the National Women's Organisation in the Marshall Islands. A charter was being drafted for the purpose, and a meeting was planned in 1989 for the official inauguration. Membership in these organisations was limited to women above 18, which cut out younger girls who had left school but were below 18.

Issues

Women on the island were married either in church, in court or on the basis of common law (living together). Problems faced by women, including young girls, included excessive drinking, teenage pregnancy outside marriage and drug abuse. Programmes planned by the women's groups included sport, cultural exchange and programmes geared towards the retention of traditional Marshallese skills and art. The need was expressed for better co-ordination in women's affairs, at both Island and Local Government level, and also with MCAA and the Ministry of Social Services at national and regional levels.

(Interview: Irene A. Paul, Head Start Program, Ebeye)

Ebeye community - the police and crime

There were two police forces working in collaboration on Ebeye with a total strength of 40 men and women. These officers belonged either to the Local Government Police Force or to the National Police Force. This was the case for Majuro and Ebeye. All other islands only had the Local Police, who could be reinforced by the National Police when needed. The relationship between the police and the community was strictly business and lukewarm. No civic programmes to involve the police and the community were initiated. Very few people volunteer information to police.

Issues

Young girls and boys seemed to get on the wrong side of the law more often than adults. Ninety per cent of the crimes performed by young people were attributed to drunkenness, public disturbance, violation of curfew and stealing. The last serious crime involving death was five years ago. From casual observation, the above trends were associated with lack of parental care, training and supervision; the absence of the influence of the extended family support, guidance and love; the lack of organised constructive activity for youth in the evenings; and the fact that some of those young people were not originally from Ebeye. Children of those families who came from other islands and whose parents work on Kwajalein suffer most. These children are left on Ebeye, uprooted from their own home environment, and need supervision, proper nutrition and love. Parents are fined for the misbehaviour of their children, but this is not found to be a deterrent and has no effect on juvenile crime. New accommodation for delinquents is being planned for young offenders.

Education

Excluding Kwajalein, the rest of the atoll enjoys the facilities of two high schools and three elementary schools, either public or private. Private schools are staffed by non-government teachers but the school receives some assistance from Government. The enrolment in the schools totals 1,250, with a total number of 32 teachers - a pupil-teacher ratio of approximately 40 pupils per teacher. The classroom, school space, recreation area and facilities are either small or non-existent.

Those parents who can afford it send their children elsewhere for further education. Other children return to the community without new skills. Suggestions were made towards a review of the current education policy with the aim of reducing the enormous number of school age children who do not attend school and those who drop out of school as early as grade three or four.

Issues

Given the above situation, and taking into account the 80-90 per cent pass rate of those who make it to the examinations, the following suggestions were made:

(a) Increase scholarships for students to receive further education elsewhere;

(b) Some vocational skills for self-employment to be included in the curriculum;

(c) Drastically review education policy;

(d) Use education facilities for evening classes for youth and adults;

(e) Teachers to be involved in adult classes (with extra pay);

(f) More arts and craft teachers for school and community;

(g) Marshallese language, customs and traditions to be taught and practised;

(h) Parent-teacher associations and their roles to be revitalised to take on a much wider base as a means of mobilising community action to improve the present state of school drop-outs;

(i) The community to be educated and motivated to rely more on its own strength for self-development and to be more receptive to new concepts, in order to break the chain of over-dependency on Government, which is strongly entrenched among the elders.

Youth affairs

Five years ago, youth projects were active in Ebeye in terms of clean-up campaigns, recreation and organised social functions. Youth work on the island was supported by the Department of Social Services through the appointment of a resident youth officer paid by the Ministry of Social Services. However, changes in political emphasis and priorities led to the termination of the officer's post and youth groups either began to die or operated independently of each other and the community. It was not until 1987 that the Mayor of the Ebeye Local Government persuaded his counsellors to take up the youth and other community services needed by the island community. The Local Government was to form an umbrella organisation and accept whatever assistance could be provided by the Ministry of Social Services of the National Government. This led to the appointment of another youth officer and closer co-ordination between other social service workers who operated from facilities offered by the Local Government of Ebeye.

In a drive by the new Youth and Women Affairs Officers to co-ordinate social services on the island, the women's groups organised themselves and constructed a Beach Park for the community, while other women's groups collected money to provide the required facilities for the park. Four youth clubs of a possible eight have joined up to co-ordinate youth affairs on Ebeye and to form the Island Youth Council. Membership of the Council in the proposed National Youth Congress is being discussed. A Little League (baseball) competition was organised by Church youth groups for small children. Fund raising by youth and women's groups was organised to provide the matching fund for other community projects on the island.

Issues of concern

(a) Youth programmes so far have concentrated on recreational and community projects. There has not been sufficient effort in the areas of personal development, continuing education, vocational and traditional skills training, character-building, self-management, and self-employment schemes and entrepreneurship in business.

(b) Efforts to break dependency of able-bodied youth on the family are another area of concern.

(c) There is recognisable evidence of division in the community due to the tendency of local Churches to 'do their own thing' and exclude others of different faiths - a heritage of the old missionary attitude. The authoritarian nature of local Church leadership in actual fact determines the combined community efforts towards self-sufficiency and was said to destroy the combined strength of the community, on which self-reliance could be based.

(d) The good news, however, was that new, young youth leaders on the island (in at least four of the eight youth clubs) had been elected by their groups because of the merit of their own leadership and dedication. The youth officer on the island was advised to encourage these new leaders to come closer and meet more often so that they could build a core of leaders who shared a trusting relationship, shared concerns and could reinforce each other. This would become the new core group which would spread and re-build community spirit and cohesiveness among members of its clubs which, hopefully, would spread to the rest of the community.

(e) Members of the Local Government would be advised to share the example of their Mayor in involving youth, recognising their contribution and giving them the praise and public support that youth needed at the time. If this was successful, the community of Ebeye would have reasons to be proud of its young people, and perhaps a new dawn in the development of the community could be realised.

With relevant training, youth work exposure and local support, this new brand of youth leader could make an impact on youth and community development on Ebeye.

Concluding comments

The mobile nature of the population (approximately 1,500 people per day go from Ebeye to Kwajalein) is an important fact to be reckoned with in planning future community development on Ebeye. This fact must have an impact on the family structure, child care and discipline, value conflict, norm acceptance, malnutrition and a host of other factors. Ebeye is almost an apartment of Kwajalein. Young people were said to think like Americans while their bodies lived in a Pacific atoll.

Local Government and community leaders must keep a watchful eye on the strategic balance of economic and social development on the island, and on what the community determines as the meaning of quality of life in their daily living and life style.

I would like to express my gratitude to the following people who not only gave their time to assist in the writing of this report, but also in their kindness allowed the writer the opportunity to share in the concerns of their own lives and those of their community on Ebeye.

I wish them the very best in the future:

Hon. Alvin Jacklick	Mayor on Ebeye
Mr Jimata Kabua	Chief of Police, KALGov
Mr Hiram Malolo	Ebeye Public Elementary School
Ms Kirong Sam	Women's Affairs/Education
Ms Irene Paul	Head Start Program, Ebeye
Mr Winton Sheet	Youth Affairs, Ebeye
Mr Romeo Alfred	Sports and Recreation, Ebeye
Mr Patrick Bing	Sports and Recreation, Ebeye
Mr Heddleson Jeadrik	Aged Program, Ebeye
Mr Jack Akeang	Trial Assistant, Legal Department, Ebeye

I take this opportunity also to thank the staff of the Ministry of Social Services, the U.S. Military Command on Kwajalein, the staff of the Ebeye Local Government, and all those who assisted and contributed to the successful completion of this assignment.

ANNEX II

INDICATORS THAT CAN BE USED TO ARRIVE AT A COMPREHENSIVE DATA BANK COVERING SITUATIONS AND FACTORS AFFECTING YOUTH

(To be used in formulating questionnaires etc.).

Concern	Area (subconcern)	Indicator	Classification
1. Population	Basic demographic data	Proportion of youth	All
		Median age at marriage	Age: urban/rural: sex; religion; disadvantaged groups
		Median age at first birth	*Idem*
		Fertility rates among youth population in relation to total population	*Idem*
		Birth expectancy among youth in relation to total population	*Idem*
		Population density	Urban/rural
	Population distribution	Frequency and volume of rural/urban migration	Sex; education and skill; ethnic group
		Frequency and volume of trans-migration/resettlement (voluntary and involuntary)	*Idem*
		Number of persons resettled	Age; sex; region
		Location of incentive programme e.g. employment opportunities created in rural areas; rural land area developed for productive use	Government/non-governmental; region
	Population education	Number of family planning facilities, clinics and distribution points	Government/non-governmental
		Proportion of youth receiving Information Education and Commonwealth (IEC) programmes	Urban/rural; sex
		Proportion of individuals and youth groups providing Information Education and Communication (IEC) programmes	Urban/rural; sex; government/non-governmental
		Proportion of youth with physical access to family planning facilities and services	Age; sex; rural/urban; disadvantaged groups
		Proportion of youth using family planning methods	Age; sex; rural/urban; religion
2. Health and nutrition	Mortality and morbidity	Death rate among youth in relation to population	Age; sex; urban/rural; disadvantaged groups
		Major causes of death amongst youth	Age; sex; urban/rural; occupation; environment; disadvantaged groups

Note: All the classifications are applicable except 'government/non-governmental auspices'

Concern	Area (subconcern)	Indicator	Classification
		Incidence of specific illness/disease among youth population in relation to total population	Age; sex; urban/rural; occupation, environment; disadvantaged groups
		Number of hospital beds per 1,000 population	Urban/rural; region; government/ non-governmental organisations
		Number of health clinics/centres per 1,000 population	Urban/rural; region; government/ non-governmental organisations
		Number of doctors and health workers	Urban/rural; region; government/ non-governmental organisations; qualifications
		Proportion of youth population with access to health facilities	Urban/rural; disadvantaged groups
		Proportion of youth and youth groups involved in promoting health education programmes	Urban/rural; age; sex; government/ non-governmental programmes
	Disability	Proportion of the youth population who are: (a) mentally disabled (b) physically disabled	Age; sex; urban/rural; education; employment status
		Number of rehabilitative/training/facilities/ institutions for: (a) mentally disabled (b) physically disabled per number of youth who are mentally/ physically disabled	Government/non-governmental
		Proportion of handicapped youth receiving rehabilitation training	Types of disability; age; sex; government/non-governmental institutions
	Drug dependence	Number or proportion of youth arrested for drug offences	Age; sex; urban/rural; disadvantaged groups; education; employment status; type of offence
		Number and proportion of youth who are drug dependent	Age; sex; urban/rural; disadvantaged groups; employment status; education status; type of offences; environment
		Sale of narcotic drugs	Urban/rural
		Number and proportion of drug rehabilitation centres for the drug-dependent population	Urban/rural; government/non-governmental
		Proportion of youth drug offenders receiving treatment at drug rehabilitation centres	Age; sex; urban/rural; government/ non-governmnental
		Proportion of youth and youth groups participating in IEC programmes related to drugs	Age; urban/rural; government/ non-governmental programmes
		Proportion of youth and youth groups involved in promoting IEC programmes related to drugs	Age; urban/rural; sex; government/ non-governmental groups
	Nutrition	Proportion of youth and youth groups participating in nutrition education programmes	Age; sex; urban/rural; government/ non-governmental programmes

Concern	Area (subconcern)	Indicator	Classification
		Expenditure on nutrition education services	Urban/rural; government/non-governmental services
		Proportion of youth and youth groups involved in providing nutrition education programmes	Age; sex; urban/rural; government/non-governmental programmes
	Water supply and sanitation	Proportion of youth with access to potable water supply in relation to the total population	Age; sex; urban/rural
		Proportion of youth living in areas with adequate sanitation in relation to the total population	Age; sex; urban/rural
		Incidence of water-borne and communicable diseases amongst youth in relation to total population	Sex; urban/rural; disadvantaged groups
		Expenditure on water supply/sanitation programmes	Urban/rural; government/non-governmental
		Number of youth voluntary health education workers per 1,000 population	Age; sex; urban/rural; government/non-governmental workers
3. Housing and environment	Housing	Number of housing units per 1,000 population	Rural/urban
		Proportion of youth living in permanent dwelling units in relation to total population	Age; sex; marital status; urban/rural; government/non-governmental housing
		Proportion of youth without permanent housing accommodation in relation to total population	Age; sex; marital status; urban/rural; disadvantaged groups
		Proportion of youth with adequate access to water, fuel, and electrical facilities in relation to population	Age; sex; marital status; urban/rural; government/non-governmental housing
		Proportion of youth with access to sports and recreation facilities within the area	Age; urban/rural; disadvantaged groups
		Proportion of youth working in employment opportunities within the area	Age; sex; urban/rural; disadvantaged groups
	Physical environment	Proportion of households with access to sewage and garbage disposal systems	Urban/rural; government/non-governmental
		Number and proportion of youth and youth groups participating in community development projects within their residential area	Urban/rural; age; sex
4. Education	Educational facilities	Number of schools (primary, secondary, tertiary, vocational, commercial) per 1,000 youth population	Urban/rural; government/non-governmental
		Number of non-formal education programmes for functional and civic roles	Government/non-governmental; rural/urban
		Proportion of youth enrolled in formal education programmes (primary, secondary, vocational, commercial, etc.)	Age; sex; urban/rural; disadvantaged groups
		Proportion of youth receiving non-formal education	Age; sex; urban/rural; disadvantaged groups; employment status; government/non-governmental

Concern	Area (subconcern)	Indicator	Classification
		Proportion of youth out of school and unemployed	Age; sex; rural/urban; disadvantaged groups
		Proportion of youth who have never attended formal or non-formal education programmes	Age; sex; urban/rural; disadvantaged groups
		Proportion of non-formal education workers in relation to youth receiving non-formal education	Age; sex; urban/rural; disadvantaged groups
		Proportion of teachers in relation to students enrolled in formal education	Urban/rural; government/non-governmental
		Rate of expenditure for education of youth (formal and non-formal)	Urban/rural
		Literacy rate among youth	All
	Youth contribution to education programmes	Proportion of youth as volunteer educators/motivators/communicators, particularly in (a) Functional and civic literacy, etc. (b) Early childhood/pre-school education (c) Social awareness (d) Community education (e) Vocational and education guidance programmes	All
5. Employment and manpower development	Employment provisions	Rate and growth of youth employment (wage employment; self-employment; group employment)	All; government/non-governmental
		Number and proportion of employable youth	All
		Number and proportion of youth organisations with employment-oriented programme components	Urban/rural; government/non-governmental youth organisations
		Number of youth employment schemes in various sectors (e.g. industry, trade and commerce, etc.)	Government/non-governmental; urban/rural
		Number of youth assisted in establishing themselves in self-employment (e.g. credit, expertise, marketing and managing facilities, etc.)	Sex; marital status; urban/rural; disadvantaged groups (all types)
		Number of group employment schemes	Urban/rural
		Number of family employment schemes	Urban/rural
		Number of village technology institutions (e.g. extension work, job creation, research, dissemination of expertise, etc.)	Urban/rural
		Number of vocational training institutes catering to youth	Government/non-governmental; urban/rural
		Number of career guidance centres catering to youth	Government/non-governmental; urban/rural
		Number and proportion of apprenticeship and skills-upgrading schemes for young people	Government/non-governmental; urban/rural
		Number and proportion of youth in apprenticeship schemes	Sex; marital status; urban/rural; disadvantaged groups
		Legislative protection and regulations relating to youth employment terms and conditions	Age; sex; disadvantaged groups

Concern	Area (subconcern)	Indicator	Classification
	Income	Minimum wage rate of youth	Sex
		Ratio of youth wages to average wages for all workers	Sex; marital status; urban/rural; education status; culture; religion; disadvantaged groups
		Number and proportion of youth receiving social security (e.g. unemployment) benefits	Sex; marital status; urban/rural; culture; religion; disadvantaged groups
		Proportion of youth with access to unemployment benefits	Sex; marital status; urban/rural; disadvantaged groups
		Proportion of youth with access to health benefit programmes	Sex; marital status; urban/rural; disadvantaged groups
	Contribution and participation of youth	Number and proportion of youth membership in trade unions	Age; sex; marital status; urban/rural; religion; disadvantaged groups; education status
		Number and membership of youth organisations with employment-related objectives	Urban/rural; government/non-governmental
6. Public order and safety	Young offenders	Number and proportion of youthful offenders: (a) Committing serious/less serious offences (b) Charged	Age; sex; rural/urban; type of offence; income; education status; employment; disadvantaged groups
	Prevention of youthful offences	Number and proportion of youth receiving protective guidance, information, education, counselling and other special services by police, social workers, volunteers, etc.	Age; sex; rural/urban
	Effectiveness of criminal justice system	Number and proportion of youthful offenders: (a) Convicted for first offence (b) With previous convictions	Age; sex; rural/urban; education; employment; income status
		Recidivism rate of youthful offenders released from juvenile rehabilitation centres and prisons	Sex; age; rural/urban; education; employment; type of offences
		Type and utilisation rate of after-care services	Rural/urban; sex
		Number and ratio of specialised agencies dealing with youthful offenders and pre-delinquents in relation to youth population	Rural/urban; government/non-governmental
		Number and ratio of police, social workers and probation officers dealing with youthful offenders and pre-delinquences in relation to youth population	Sex; rural/urban
		Amount and ratio of budget allocated for the prevention of youthful offences and treatment of youthful offenders in proportion to national budget	National/local
	Participation of youth in crime prevention and treatment of youthful offenders	Number and proportion of youth organisations engaged in crime prevention and rehabilitation activities	Age; sex; national/local; rural/urban; government/non-governmental
		Number of youth members of the above organisations and proportion in relation to youth population	Age; sex; income; education; employment

Concern	Area (subconcern)	Indicator	Classification
		Number of youth serving as junior policemen or social workers and probation staff in relation to total number of staff of the respective organisations	Rural/urban; age; sex; government/non-governmental
	Public perception of youthful offenders	Number and proportion of population concerned and unconcerned with youthful offences and problems of pre-delinquents and youthful offenders (obtained through periodic surveys)	Age; sex; rural/urban; income; type of offence
7. Community development and participation	Community organisation/development	Amount and proportion of national budget allocated to youth development programmes	Rural/urban; region
		Amount and proportion of agency budget actually utilised for youth programmes	
		Number and proportion of (a) civic organisations and (b) private organisations/institutions supporting youth programmes	
		Number and accessibility of community centres to youth population	Rural/urban; region; government/non-governmental; type of activities
		Number of active youth organisations and membership	Rural/urban; government/non-governmental; age; sex
		Number of youth organisations involved in community organisations/community development projects in relation to total number of community organisations/community development projects	Rural/urban; government/non-governmental; age; sex
		Number and proportion of youth users of community centres in relation to youth population	Rural/urban; sex; age; education; employment; income
		Number of youth actively engaged in community organisation/community development projects in relation to youth population	Rural/urban; sex; age; education; employment; income
	Leadership and political particitation	Number of village councils in relation to total number of villages	Rural/urban
		Membership rate of youth villagers in village councils in relation to total village council membership and to youth population	Rural/urban; sex; age; income; education; employment
		Participation rate of youth villagers in village council activities	Sex; age; rural/urban; education; employment
		Number of village training programmes undertaken in relation to total number of village councils	Type of training; sex; rural/urban
		Number of youth participating in leadership training programmes in relation to total number of programme participants and youth population	Rural/urban; type of training; sex; age; income
		Proportion of youth elected to legislative and administrative bodies	Sex; age; urban/rural; disadvantaged youth
		Proportion of youth membership in political parties	All
		Number and proportion of youth who are members of political parties	All

Concern	Area (subconcern)	Indicator	Classification
		Proportion of eligible youth who voted in the last election	All
		Proportion of votes cast by youth in relation to total electorate	All
		Minimum voting age	All
	Mutual help and self-reliance	Number of youth self-help projects for social and economic improvements	
		Number of projects organised for mutual help, credit and similar services in relation to total number of villages	Rural/urban; type of service; extent of mutual assistance; government/non-governmental
		Number and proportion of youth participants in mutual help organisations, co-operatives and similar projects in relation to total number of programme participants and to youth population	Rural/urban; sex; age; income; type of activity; government/non-governmental
		Number of mutual help organisations, co-operatives and similar projects for youth in relation to total number of mutual help organisations and similar projects	Rural/urban; type of activity; government/non-governmental
		Number of youth participants in youth mutual help organisations and similar projects in relation to youth population	Rural/urban; sex; age; income; type of activity
	Acceptance of appropriate technology (e.g. seeds, fertilisers, insecticides tools, equipment, production techniques)	Number of youth and youth organisations participating in socio-economic development projects utilising appropriate technology, in relation to youth population/youth organisations	Sex; age; type of produce; geographic location
8. Culture, leisure and recreation	*Culture* Availability and use	Number and frequency of youth participation in cultural programmes and activities	National/local; rural/urban; type of activity; government/non-government; geographic distribution
		Number and ratio of cultural clubs and facilities in relation to youth population	*Idem*
		Number and proportion of youthful users of cultural clubs and facilities	Sex; age; education; employment; income; rural/urban
	Preservation	Number of laws enacted for the preservation of the cultural heritage	Type (specific); legislation; national/local
		Amount and proportion of budget allocated for preservation of the cultural heritage	National/local
	Leisure/Recreation Availability and use	Total number of free hours *per capita* per week	Rural/urban; sex; age; income
		Number and ratio of sports clubs and recreational facilities in relation to youth population	Rural/urban; sex; age; type of activity
		Rate and frequency of youth users of sports clubs, programmes and recreational facilities (e.g., camping) in relation to youth population	Rural/urban; sex; age; type of activity
		Number of youth hostels and rate of youth users in relation to youth population	Rural/urban; government/non-governmental; sex; age; education; employment status; income levels

Concern	Area (subconcern)	Indicator	Classification
		Number and type of magazines published for young people	Rural/urban
		Number and type of magazines/ other printed materials read in relation to youth population	Rural/urban; sex; age
		Number of libraries and museums per 100,000 population	Rural/urban; type of activity
		Number of youth visitors to library/ museum in relation to youth population	Rural/urban; sex; age; type of activity
		Number and area of public parks	Rural/urban
		Number and type of information campaigns participated in by youth	Sex; information content
	Manpower training	Number and type of training courses for instructors in sports and recreation, and time spent in them	Rural/urban; type of activity
		Number and type of training courses for youth participants in sports and recreational activities in relation to youth population	Rural/urban; sex; age

ANNEX III

MINISTRY OF SOCIAL SERVICES: LOCALISATION OF DELIVERY SYSTEMS

1.00 Project title

The implementation of National Development Objectives by localising the delivery systems of the Ministry of Social Services.

2.00 Background

Any attempt to re-organise or change the delivery systems of Social Services in this country must take into account the social dislocation suffered by our society as a result of Spanish, Japanese and German occupation here and then later as a Pacific Trust Territory under the United Nations. We cannot afford to force the localisation process until we are sure that the community or local government is socially cohesive and has recovered sufficiently to share in the management of its own social advancement.

It was because of its inability to do so, that National Government has taken on the role to assist, but only until the communities themselves and their Local Government can afford to take over some of these functions. Decentralising or localising services must not happen until then.

2.01 The need to constantly review the Social Services System

The review of the Social Services delivery system from time to time is essential in a small developing country like the RMI in this period of rapid change. To do so is an indication of growth taking place in society and is a good sign of progress, especially when local governments, their community, and their people request such a change and desire to participate meaningfully in their own development and that of their nation.

While this move is to be encouraged, the Ministry of Social Services, as a guardian of the Social Services mandate entrusted to it by Cabinet, must ensure that through this delegation of its responsibility, it does not misplace the trust given to it by Parliament. Our communities have come a long way through many hardships; we cannot afford to make a hasty decision that will reverse our development process and rekindle a social scar of the past, one that can take many more years to heal, if ever.

3.00 Introduction

3.01 This project document is an attempt to propose a formula in transferring the delivery services of the Ministry of Social Services to Local Governments, keeping in mind the above background information. It was written to accommodate requests for such transfer from any of the Local Governments in the country so that uniformity will be maintained not only within the Ministry of Social Services, but also in the total operation of the National Government.

3.02 Experience of Pacific countries

It has been long recognised that social services delivery that is close to the home environment of the recipient tends to be more meaningful, relevant and cheaper and encourages community self-confidence in contributing to its own and its country's development. With this come pride, patriotism, loyalty and the maintenance of national identity. The Solomon Islands Government, to this end, decided to devolve its social responsibilities completely to Provincial Governments through an Act of Parliament. The Fiji Government delegated only the consultation process to its Provincial Councils and Administration Divisions while holding on to the implementation process. For its youth development, Fiji has delegated all development processes to Provincial Youth Councils, except for technical services and supplementary funding. Tuvalu and Kiribati Youth

Departments are relying a lot on their voluntary organisations and are only providing funds to assist them. For Samoa and Tonga, social service functions are done by traditional organisations, while Government only comes in when required.

3.03 Between the state of total welfare for our communities and their struggle for self-reliance, lies a continuum within which governments of the Pacific have to choose a formula for the type of delivery services they wish to employ, that is the best for them at any given time.

We in the Marshall Islands have a difficult choice to make as dictated to us through the course of our history.

4.00 Aim

The aim is to increase community participation in the total development of the Marshall Islands by decentralising/localising the delivery systems of the Ministry of Social Services either to Local Governments, or to other agencies or organisations closer to the local community environment, so that such communities can attain what, for them, quality of life means, and consequently make their contribution to National Development Goals.

5.00 Objectives

5.01 That the Ministry of Social Services of the National Government delegate its social services responsibilities to Local Governments or to any community organisation it so decides, as the need may arise from time to time.

5.02 For the interest of both the National Government and the Local Government or any such agencies, a Memorandum of Understanding be drawn up which includes a chapter on Financial Agreement, to serve as the basis of shared responsibilities between the parties concerned.

5.03 That before Local Governments or Partner Agencies accept the responsibilities of providing social services to their communities, the Ministry of Social Services must ensure that these organisations show by proven commitment that they can sustain and deliver these services according to the quality and standards required for the sake of national interests.

5.04 That Local Governments and Partner Agencies wishing to be given the responsibilities of providing social services to their communities, submit a request to government one calendar year before the expected time of delegation of social services by National Government.

5.05 That Local Governments and other Partner Agencies be accountable to the Ministry of Social Services for expenditure made from funds allocated to them for the delivery of social services responsibilities.

6.00 Justification

6.01 Social Services origin and trends

Bearing in mind that we must struggle for some degree of self-reliance and integrity within the resources available to us, we must also realistically take into account the fact of our historic heritage, what formula of social service we want and the delivery system that is most relevant.

6.02 Government Social Services are a relatively recent invention of societies. These have been a traditional prerogative of community organisations and at one time were performed best by volunteers at local village level. Rapid changes in human ways of life, brought in by new inventions and modern technology, have resulted in the weaker segments of our societies - children, youth, women and the aged - finding themselves in a vulnerable position in not being able to cope with the demands and pressures of modernisation.

Because of these social needs, Government has taken on these responsibilities. Some countries have professionalised the once voluntary tasks of delivering social services, and have professionally trained skilled social workers due to the growth in sophistication of the standard of living and the inability of traditional cultures to cope.

6.03 Our young children, our youth, our women and our senior citizens have therefore become casualties of the kind of development process we have chosen to pursue. It is not by choice that they are where they are: they are there by the design of what we (as a society and as a nation) have decided to do, and the life-style we have decided to follow.

ANNEX IV

TRAINING PROJECT FOR VILLAGE-LEVEL WORKERS IN COMMUNITY CAPACITY-BUILDING IN MAJURO AND KWAJALEIN ATOLLS*

1. Project title

Village level intervention strategy for youth and community building in Majuro and Kwajalein atolls.

2. Project description

The project will provide a combination of theory and practical learning experiences for approximately two hundred (200) youth leaders, youth representatives and young traditional leaders from all defined communities in Majuro and Ebeye atolls.

3. Project aims, objectives and development plan

3.1 Aims

To provide Local Government officials, Councillors, local church leaders, traditional decision-makers, the private sector and other relevant organisations in the community with the type of empirical data necessary to:

(i) Alleviate the problems facing the family, youth and women today;

(ii) Optimally involve youth and women in the process of all nation-building through community decision-making and action programmes;

(iii) Develop future policies and strategies that are conductive to the continuous contribution of youth to the attainment of a better quality of life in all segments and sectors of their society.

3.2 Objectives

The objectives of the project are:

- The compilation of sufficient relevant data and empirical information to provide community leaders with the motivational and psychological build-up necessary for them to contribute voluntarily and constructively to the performance of development tasks required by them and their community, using their own and their community's resources;

- To involve youth by topping up their existing technical skills in the process of nation-building, through assisting them to collect basic data from their own community and to tabulate, interpret and present them, thus assisting decision makers who can influence new policy directions more beneficial to youth participation and to the weaker segments of the community (women, the aged etc);

- To train youth and community leaders in human and conceptual skills necessary to reinforce the human, cultural and social factors (individuals and groups) that must accompany any physical and communal development of their community;

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* The course curriculum for this project will be found in section 9.4, which should be read in conjunction with this project proposal

- To equip youth and community leaders with the organisational and managerial skills necessary for total commitment to a vigorous, community-oriented and balanced development.

3.3. Development plan

The above aims and objectives will be translated into a course curriculum, designed with sufficient flexibility to take into account such training concepts as:

- Relevancy of language (local dialect used);
- Sufficient time for the diffusion process to take place from mental organisation to behavioural change;
- Sufficient practical experience to interpret, make judgements and apply in the field, concepts learnt in theory in the formal sessions;
- Learning on the job as being a relevancy test to reinforce continued commitment on the job;
- Reinforcement of learning and behavioural change through immediate rewards of progress achieved etc.

4. Project background

Generally front-line youth workers, village-level youth representatives, Local Government Councillors, youth and community organisers and managers, and those who make decisions for youth and women, have been partly trained for the work expected of them in the past. Their effectiveness in making a measurable impact on the development of young people, their community and the nation, however, is somewhat vague and escapes concrete assessment.

The difficulty has often been the inability of those responsible to quantify the development impact given through the training of youth workers, and the development of relevant structures to provide services to youth and the community. The maximum use of resources readily available in the community (both human and natural) has been a neglected area in the process of development in the past. This is where the real strength of community development lies. The community must want to do something for itself.

This training project has been specifically designed to respond to some of these shortcomings.

5. Demand for project output

The demand for such services has been proved through the lack of meaningful participation of youth in important policy decisions in the past. The lack of data presented in an appropriate form for use by decision-makers, and the continuous absence of quantifiable data to gauge the success or failure of development projects, justify the need for this training.

6. Technical assistance

Technical assistance would be required from:

- Ministry of Resources and Development
- Ministry of Social Services
- Ministry of Education
- Ministry of Health Services
- Council of Iroij

Other government services that could be used are:

- Interior and Outer Island Affairs
- Social Security
- Local Government
- Planning
- Transport and Communication
- Internal Security

7. Costs

Consultant	$ 12,000	
Participants' fares and allowances	$ 6,000	($30 x 200)
Administration	$ 21,000	
Practical	$ 500	
Board and lodging	$ 60,000	
Sundries	$ 500	
Total	$ 100,000	

8. Economic and social justification

8.1 Economic

Economic justification for this project can be summarised as follows:

(a) Maximises the use of available resources;

(b) Makes economic return readily measurable;

(c) Can make land and other resources economically viable;

(d) Encourages the wise use of Government and other resources;

(e) Encourages Marshallese to develop economic and financial philosophies and practices;

(f) Facilitates the development of youth policies, strategies and programmes to be submitted in advance to make future planning possible;

(g) Ensures the possibility of monitoring the kind of development desired;

(h) Minimises duplication and wastage of resources;

(i) Opens up possible employment potential for youths and others;

(j) Maximises utilisation of youth manpower in terms of manpower projection;

(k) Can highlight the distribution of economic returns for small-holdings and labour-intensive projects, and areas where economic activity can be made available for youth and women.

8.2 Social

Social justification includes:

(a) Eradication of over-dependency that destroys positive self-image and increases the inferiority complex among rural dwellers;

(b) The facilitation and development of self-sufficiency;

(c) Maximum use of combined social and traditional strengths;

(d) Encouragement for the community to participate constructively in the formulation of policies and implementation of programmes that affect them;

(e) Reinforcement of a motivated and socially cohesive and traditionally adjustable society, sufficiently versatile to be a viable vehicle for socio-economic development efforts;

(f) Strengthening of traditional ties that encourage the maintenance of values and practices held dear by communities;

(g) Provision of a forum for healthy debate on norms, priorities and programmes, agreed upon in terms of the age-old values of reprocity, generosity, friendship, allegiances, loyalty etc.

9. Implementing agency

Ministry of Social Services.