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A PLAN OF ACTION

Report of the
Special Senate Committee on Youth

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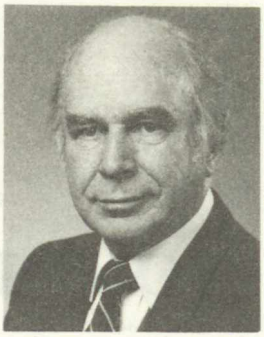
The Honourable Jacques Hébert
Chairman
The Honourable Paul Yuzyk
Deputy Chairman

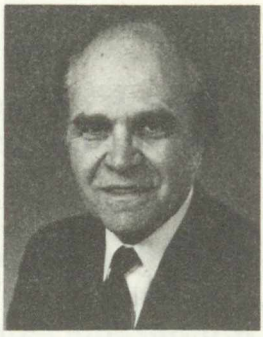
February 1986

Committee Membership



Hon. Jacques Hébert
Chairman

Hon.
Joyce Fairbairn



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Allan J. MacEachen

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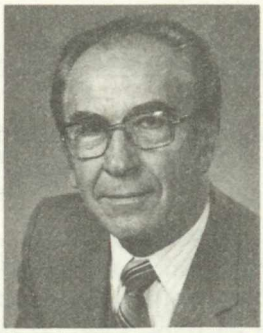
Eymard Corbin

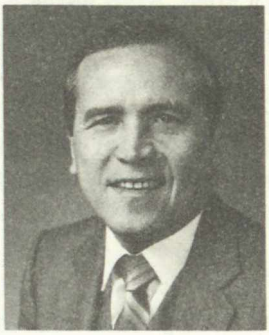
Committee Membership



Hon. Paul Yuzyk
Deputy Chairman

Hon.
Paul P. David

***Hon.**
Duff Roblin



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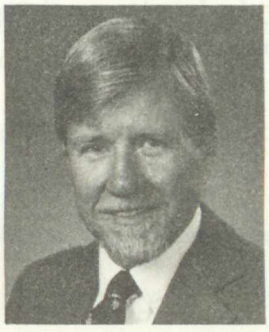
Hon.
Lorna Marsden



Hon.
Peter Stollery

Hon.
Brenda M. Robertson

* Ex officio members

The following senators also served on the Committee from time to time during the examination: The Honourable Senators Willie Adams, C. William Doody, Edward M. Lawson, Jean Le Moyne, Charles McElman, Nathan Nurgitz, Raymond J. Perrault, Yvette Rousseau, Arthur Tremblay, and Charlie Watt.

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Clerk of the Committee
Denis Bouffard

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Maureen Baker and John Terry
(Research Branch, Library of Parliament)
Christine Dearing

Administrative Staff
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Colette Duquette

Editor
June Murray
(Research Branch, Library of Parliament)

Translation
Alphascript

Special thanks to the Committees and Private Legislation Branch of the Senate, to the Research Branch of the Library of Parliament, to those groups and individuals who participated in the activities of the Special Senate Committee on Youth.

Order of Reference

Extract from the Minutes of Proceedings of the Senate, Tuesday, December 11, 1984:

"The Honourable Senator Hébert moved, seconded by the Honourable Senator Rousseau:

That a Special Committee of the Senate be appointed to examine, consider and make recommendations on the problems and issues facing Canadian youth between 15 and 24 years of age;

That 12 Senators, to be designated at a later date, four of whom shall constitute a quorum, act as members of the Special Committee;

That the Committee have power to report from time to time, to send for persons, papers and records, and to print such papers and evidence from day to day as may be ordered by the Committee;

That the Committee have power to adjourn from place to place within Canada;

That the Committee have power to retain the services of professional, clerical and stenographic staff as deemed advisable by the Committee; and

That the Committee present its report no later than October 1, 1985.

The question being put on the motion, it was —

Resolved in the affirmative."

Extract from the Minutes of Proceedings of the Senate, Thursday, June 27, 1985:

"The Honourable Senator Hébert moved, seconded by the Honourable Senator Yuzyk:

That the Order of Reference establishing the Special Senate Committee on Youth be amended by deleting the words "October 1, 1985", and substituting therefor the words "28th November, 1985".

The question being put on the motion, it was —

Resolved in the affirmative."

Extract from the Minutes of Proceedings of the Senate, Wednesday, November 6, 1985:

"The Honourable Senator Hébert moved, seconded by the Honourable Senator Cools:

That the Order of Reference of the Special Committee of the Senate on Youth be amended by deleting the words "28th November, 1985" and substituting therefor the words "27th February, 1986"; and

That the Honourable Senators authorized to act for and on behalf of the Senate in all matters relating to the internal economy of the Senate during any period between sessions of Parliament or between Parliaments, be authorized to publish and distribute the Report of the Special Committee of the Senate on Youth.

The question being put on the motion, it was —

Resolved in the affirmative."

Charles A. Lussier
Clerk of the Senate

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Preface

The Special Senate Committee on Youth was originally established in April 1984 to examine the problems and issues facing Canadian youth. Due to the federal election later that same year, the Commitee was dissolved and re-established eight months later in December. In April 1985, we began inviting young Canadians, organizations working with youth and government officials who had already submitted written briefs, as well as those who had not, to make an oral presentation so that the Committee would more fully understand the reality for young people in the 1980s. They discussed many issues and concerns which fall within the mandate of governments, including social services for youth with personal problems, concerns about the various education systems and problems with job training and work.

After meeting with these young people and organizations and after receiving briefs and other studies on youth, we are convinced that solutions do exist to combat the problems of youth. Because these problems are sometimes created or at least augmented by social and economic policy decisions taken by governments, we recognize our responsibility to look for new and effective solutions. We cannot afford to overlook the plight of our youth not only for reasons of socal justice, but also because these problems will continue to grow unless serious attention is paid to them now.

In this report, which was adopted unanimously 10 December 1985, our Committee presents 26 recommendations to alleviate the problems of Canadian youth. We entitle it "A Plan of Action" as it is our firm belief that through vigorous and concerted action on the part of all of us committed to our young people, this "lost generation" may indeed be saved.

Senator Hébert
Senator Yuzyk

Introduction

Adolescence is a relatively recent phenomenon. At the end of the last century, schooling was extended to meet the requirements of the industrial age. More recently, the education system has expanded further to try to keep step with the computer age, thus prolonging dependence for young people. Although young people may want to establish a life independent from their parents and may be physically mature and old enough to marry or vote, they may not have the necessary occupational skills or financial security to survive on their own. The resulting frustration felt by young people often leads to family and societal conflicts.

The majority of Canadians between the ages of 15 and 24 are busy getting an education or holding down a job. Like the rest of their contemporaries, they must deal with the sombre realities of the eighties: the threat of nuclear war, high unemployment, the rapid destruction of the environment and the mounting frustration of Third World nations. But young people are most concerned with those issues which directly affect their own lives: education and employment.

During 1985, five regional conferences were held by the Minister of State for Youth to acknowledge International Youth Year. These conferences justifiably focused on the positive contributions of young people to Canadian society. We cannot forget, however, that there are many problems yet to be solved for the youth of the 1980s.

The Special Senate Committee on Youth received briefs and testimonies from youth groups, young individuals and organizations working on behalf of youth across the country. Rather than representing all Canadian young people, most of those who appeared before our Committee had concerns or suggestions about how our society deals with young people, especially those experiencing specific problems. In other words, our witnesses focused on the problems. This report, therefore, will concentrate primarily on the 20 to 25 % of all youth between the ages of 15 and 24 who are more or less directionless. Although they have been called the "lost generation," they could still be saved through swift, vigorous initiatives.

While we were unable to establish a direct relationship between youth unemployment and the upsurge in alcohol and drug abuse, prostitution, suicide and delinquent behaviour in general, the members of the Committee concluded that while unemployment may not be the only cause of these problems, it is nonetheless a leading one. It should not be forgotten that the major cause of both youth and adult unemployment is the official shortage of some one million jobs in this country rather than the personal characteristics of the unemployed. Approximately 500,000 young Canadians fall into the category of the unemployed as noted in the Statistics Canada data. This figure does not include the 20,000 youth who, having despaired of ever finding work, have simply stopped looking and are therefore not included in the official statistics. Nor does it take into account the 180,000 "underemployed" young people who are working part-time because they cannot find full-time work. The "real" number of unemployed youth is closer to 700,000.

We drew our inspiration for this report and its recommendations from young people themselves and from those adults who have devoted their lives to helping young people or studying youth problems. The Committee received briefs from a wide variety of people and held public hearings in eleven Canadian cities. We agreed to meet with as many young people as possible, whether or not they had submitted a brief. We wanted to hear testimony from them directly, rather than through an adult intermediary. To comply with this requirement, most of the adult witnesses were accompanied by youth who had benefited from the services of their organization and could therefore speak directly to the Committee on the subject.

During the course of our travels across Canada, the Committee members toured unique institutions and met with young people from all socio-economic backgrounds. In addition, hundreds of young Canadians joined us for informal meetings between hearings.

The public hearings proved to be a disturbing experience for the Committee members, as we were not only confronted with distressing facts and statistics, but also actually met the young Canadians grappling with complicated problems. It would not be an exaggeration to say that by the time the hearings had ended, the attitudes of the Committee members had changed. We had realized that the situation for a great number of young people is *intolerable* and that we must convince the public of this.

Our Committee's report is arbitrarily divided into four chapters. Chapter One provides an overview of the situation facing young people in the 1980s in particular, of youth experiencing personal and structural problems. In this chapter, we discuss the changing family, values and attitudes of young people in Canada today and how they fit into society. We applaud the efforts of youth who wish to establish their own institutions such as advisory councils, lobby groups and youth networks to make their voice heard in an attempt to solve their own problems. The Committee concluded that young people must participate fully in existing political, social and economic institutions and that these institutions, now managed by adults, must openly encourage youth involvement.

Although several categories of young Canadians warranted special consideration because of their unique problems, the Committee decided at the outset to devote Chapter Two to the problems facing Native youth. We felt that these problems are more acute than those of other Canadian youth. In addition, the Constitution gives the federal government a clear mandate to ensure the welfare, growth and development of the First Nations. Nevertheless, we have not overlooked the plight of other categories of young people throughout this report.

Chapter Three presents the Committee's views on education, training and work experience. We are aware of the fact that education and training are matters of provincial and, at times, joint provincial and federal jurisdiction. This explains why our recommendations are generally addressed to *governments*. We call upon the federal and provincial governments to recognize their respective areas of jurisdiction, and to accept their responsibilities by joining efforts to fulfill a common objective. Addressing the situation of youth in the 1980s must be done as soon as possible and by every means available.

Chapter Four probes the issues of youth employment and unemployment. It deals head-on with this difficult subject central to nearly all the briefs submitted and hearings and discussions held by the Committee. In this chapter, we discuss a number of potential solutions to youth unemployment and look at successful examples in other countries. Our Committee makes a number of recommendations, none of which is a panacea in itself. Rather, because of the interdependence of counselling, training, education and work the recommendations must be taken as a whole. We sincerely believe that if these recommendations were to receive immediate and

concerted action, we could give back some hope to our youth and help to save the "lost generation."

Our society appears only too happy that today's youth seem to have an infinite amount of patience and are less demanding than previous generations. But how long will their patience hold out? In other industrialized countries, it seems to have been stretched to the limit. In fact, in several regions of Europe, patience has given way to exasperation and violence.

The youth of the 1980s are facing new challenges in completing their education, finding work and adapting to a changing world. Although new jobs have also been created, technological advances and international competition have obliterated many unskilled entry-level jobs. Educators and policy-makers must now consider the possibility of long-term unemployment or underemployment for today's youth if innovations are not made to training programs and educational policies.

Despite the economic recession from which we have barely recovered, Canada is one of the richest countries in the world. We have at our disposal the means by which to help our young people. The public and political will to remedy the situation must be displayed without further delay. Each Canadian community must asssume control of its own affairs and put its imagination to work so that we may improve the present and future lives of our young people. Just as in the event of a major national disaster, we as Canadians must concentrate all our energy to solve this serious problem.

1

Youth in Canadian Society

Introduction

The period of adolescence and youth is one of changes, choices, transition and growth. During this time, young people are faced with many value, lifestyle and employment decisions as they move from childhood to adulthood. The often turbulent stage referred to as "youth" we have defined as being between the ages of 15 and 24.

The need for more education in order to find work has prolonged the period of adolescence in industrialized countries such as Canada. More specialized training is required for existing jobs and technological changes have necessitated the development of new skills. At the same time, social and moral values are changing. Society has become more pluralistic and impersonal. Separation and divorce have become common facts of family life. The threat of nuclear war hangs over our heads. Young people have difficult decisions to make about their present and future but they also have greater choice than previous generations.

While young people may have the physical maturity and knowledge to become involved in many aspects of Canadian society, they are often denied the opportunity to participate fully because of their inexperience and assumed lack of knowledge. Prolonged financial dependence on parents and the inability to find work have also made adolescence and youth frustrating for many young people.

In characterizing the transition from childhood to adolescence as difficult, we in no way wish to detract from the contributions young people have made and could make to society. We also acknowledge that throughout life, people must continually make difficult decisions. But young people are faced with making

choices about relationships, education and future employment — often with insufficient knowledge or social support.

The "post-war baby boom" from about 1945 to 1965 resulted in large numbers of children and adolescents in the 1960s and 1970s. The period of economic expansion and high employment of the 1960s and early 1970s is in sharp contrast to the 1980s in terms of its opportunities for young people. While young people in the 1970s were rewarded for their education by secure jobs, young people today are facing educational cutbacks and unemployment. Those ten years older may be well entrenched in secure jobs, but breaking into the permanent labour force is becoming more difficult for young people. At the same time, technological changes and slow economic growth may continue to reduce the size of the labour force for all age groups.

We talked to many young people who saw problems with the interaction between youth and social institutions — the family, education and training systems, community institutions, industry, labour and government. A major part of easing any of the problems of young Canadians, therefore, has to do with understanding the changing values they espouse and the inadequacy of our institutional backing for them. We must also keep in mind that young people are a diverse group, whose needs and interests are different depending on their age, sex, educational attainment, socio-economic background, ethnicity or residence.

> *Youth have little power and little influence. They need to be able to make impact. They are without a voice. They are an isolated minority group. We must strengthen youth before the problem develops. Youth need structure to develop into active citizens.*
>
> *For a long time, I have been involved in youth participation organizations. One of the fears I have is that when I am no longer a youth, I will not have gained or youth will not have gained anything such as support structures for youth.*
>
> **Ken Bridges**, President,
> Last Touch Regional Youth Council.
> Transcript; Regina (5;73-72), May 22, 1985

Values and Concerns

In our research, the Committee talked to young people and youth groups, reviewed the available statistics on youth and examined the following Canadian studies of the values and aspirations of young Canadians:

1) The Goldfarb Youth Study (1983), commissioned by Secretary of State, and based on a random sample of 1,209 youth aged 15 to 24, using telephone interviews;

2) *What Will Tomorrow Bring? — A study of the Aspirations of Adolescent Women*, carried out for the Canadian Advisory Council on the Status of Women by Maureen Baker and based on personal interviews with 15 to 19 year olds;

and

3) The Project Teen Canada Survey (1984), conducted by Reginald Bibby and Donald Posterski, reported in *The Emerging Generation* (1985). This was based on the results of a questionnaire sent to 3,600 teenagers.

Contrary to what many adults seem to believe, youth are not a lazy, ungrateful, apathetic sector of the population. Canadian youth are primarily concerned about employment and the economy: they want jobs. In the Goldfarb survey (1983), 80% ranked unemployment as a very important issue and 71% ranked inflation as very important. Those concerns are reflected in their aspirations and values. The number one aspiration of youth in the same survey was having a job (87%). Being successful and having a stable, fulfilling family life were important aspirations for over 80% of the sample. Involvement in social or political volunteer work, however, was ranked least important. Only 9% of the sample regarded political involvement as an important aspiration.

The Project Teen Canada survey by Bibby and Posterski (1984), provides a mixed picture of teenagers' values. Friendship, being loved, freedom and success were seen as very important; family life was considered important by two-thirds. Honesty, cleanliness, working hard, reliability, forgiveness, politeness and intelligence were all rated as important values; "acceptance by God", and, interestingly, "being popular" were deemed important by almost half of this sample of teenagers.

Despite the high ratings given traditionally accepted work-related values, the aspirations and expectations of young Canadians are not totally consistent with social reality. Baker (1985) found that many youth expect to start at the top, or at least closer to it than they have done historically. Boys seem to be more realistic than girls when it comes to employment expectations,

although they too are surprisingly optimistic given the current rate of unemployment. Girls seem to feel that movement in and out of the labour market for child-rearing and family responsibilities presents no major problems when, in fact, job re-entry is a major obstacle for a large number of Canadian women. Half of the young men interviewed expected their future wives to stay at home. The mythology surrounding the role of women as nurturers, child-bearers and pillars of moral support persists to this day, fed by the media, among other influences.

A recurring observation in many recent studies comparing youth and adult values and concerns is that they differ very little. Young people, however, are more worried about peace, the threat of nuclear war, and such specific issues as the testing of the cruise missile in Canada, which a majority of youth opposed and a majority of adults favoured.[1]

Changing expectations for men and women have created new options but also new conflicts for today's young people. While young women are being encouraged to pursue science and mathematics courses, higher education, and non-traditional jobs and to plan for a life-time of paid work, pressures are also strong to marry and raise their own children. Young men expect their female friends to be ambitious and intelligent, yet many long for a traditional wife to look after their future home. Both sexes realize that most families now have two earners, yet young people are uncertain about how they will divide their labour and what community services will be available to assist them.

Mixed signals are given to adolescents of both sexes, but girls especially are influenced by the pressures to get an education and work for pay without giving up relationships, present standards of physical attractiveness and family life.

> *Women's magazines, television programs, and advertising all promote the idea that physical appearance and alluring sexuality are the most important aspects of a young woman's life. While women's magazines now contain articles on working mothers, day care, and financial planning, these features are frequently situated among advertisements for lip gloss, mascara, panty hose, and hair colouring. The message is a mixed one for the adolescent girl, especially in the types of magazines which most of them read.*
>
> **Maureen Baker**
> *What Will Tomorrow Bring?* 1985:4

[1] Canadian Institute of Public Opinion, *The Gallup Report*, Jan. 17, 1985.

While young people have for many years been influenced by media impressions of what they ought to be and how they ought to live, the widespread presence of television in their lives has augmented the impact of materialist or consumer values. A large part of leisure time is spent watching television or reading magazines and while young people often do not admit to being influenced by advertising and sex-role stereotyping, the influence may be subliminal. Incidentally much of the programming on television provides them with American concerns, fashions and lifestyles.

Television and school are the two forces which shape children the most. Schools positively; television has a negative impact on lifestyle modelling.

Lieutenant Glen Shepherd, Youth Secretary,
Salvation Army.
Transcript; Montreal (13:35), June 17, 1985

I think that the first and most important thing is that what we do not need is another channel that mesmerizes and pacifies children and young people. What we need is a communications network.

In March the CRTC held public hearings on the question of the channel for children and youth. Many presenters talked about the influence of television on children. For example, educators know that they are competing with television in the sense that children will watch more television than they will spend time in the classroom. One of the main points that they brought across was that the messages that children and young people are learning from television are not ones that promote critical thinking or development of any learning processes.

Another way that this channel can be seen as an alternative is, the national perspective, where young people can see programs on other young people in Canada, learn about regional differences, cultural differences, and so on, as well as an international perspective by looking at purchasing programs of the best programming from Australia, Britain, Asia and Eastern Europe.

Liz Jarvis
Co-ordinator for Manitoba,
Young Canada Television.
Transcript; Winnipeg (4:33, 35), May 21, 1985

Many young people supported the idea of a youth channel with programming by and for young Canadians.

Given the influence of television in shaping young people's values and perceptions, we endorse the recommendation for a Canadian Youth Channel.

Since the lives of young people are largely filled with school, part-time jobs, relationships and family life, the political concerns of the larger society sometimes seem far away. Few young people discussed political values or issues with us, except their feelings of exclusion from the political process. While the importance of "democracy" was expressed by several groups, it was generally placed within the context of interpersonal relations. Young people valued democracy and expected more say in the administration of their schools, community groups and government. But, because of their limited experience with other regions of Canada or with other countries, they took for granted the political values upon which Canada as a nation was built.

Young people are concerned with maintaining and promoting Canada's multicultural and bilingual identity. Ethnocultural communities are an integral part of the Canadian mosaic and complement our bilingual heritage. Many young people who spoke to us about multiculturalism and a Canadian identity were proud of Canada's cultural and linguistic variety and stressed a need for school curricula which reflect the social, political, economic and cultural variation in our country.

The Canadian Charter of Rights and Freedoms of the new Canadian Constitution of 1982 in clause 27 states:

> *This Charter shall be interpreted in a manner consistent with the preservation and enhancement of the multicultural heritage of Canadians.*

We believe that young Canadians should be aware of their rights and freedoms guaranteed in this Charter.

> *Today's ethnocultural youth is very much a product of nearly 15 years of federal multiculturalism policy... It must never be forgotten that our ethnic youth represent our collective future.*
>
> **Roman Dubczak**, Vice President,
> Ukrainian Canadian Students' Union
> Transcript; Toronto (15:49), June 20, 1985

The Family

Over the past twenty years, the structure of the family has changed considerably. Whether or not we approve of these changes, we must understand the social climate within which young people live. Although the family remains an important institution, some of the recent changes have emphasized the necessity for young people to be adaptable and flexible in their personal lives.

Although the rate of marital separation is difficult to estimate, we know that the divorce rate soared from 21.4 per 100,000 population in 1941 to 285.9 in 1982, falling slightly in 1983.[1] This means that more young people are now living in one-parent households. In 1976, 10.5% of children (0-24 years) living in census families were in one-parent families but by 1981 this had increased to 12.8%.[2] About 83% of such children were living with their mother. The poverty of many one-parent households causes many of the hardships for these young people. This poverty is perpetuated by low earnings for female employees, low social benefits and insufficient financial support by non-custodial fathers. Consequently, many young people in one-parent families must contribute to the family income, even while in school.

Over half of Canadian families now have two earners. With the entry of more mothers into the labour force, non-family child care is becoming a necessary service. Yet lack of affordable day care remains a constant problem for many parents. There may be expectations for older children to play a more active role in child care and household tasks than they did twenty or thirty years ago.

While the family used to be viewed as a haven from the world, it is now also perceived as having the potential for cruelty and violence. Rates of child abuse and wife abuse seem to be rising, though this may be largely because of a greater tendency to report such incidents. The Badgley Report on Sexual Offences Against Children (1984) found that many cases of sexual abuse of children and adolescents take place in the home, and involve male relatives.

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[1] Statistics Canada, *Marriages and Divorces, 1983*, Vol. II, Cat. 84-205, Ottawa, February 1985, p. 2; Maureen Baker, *The Family, Changing Trends in Canada*, Toronto, McGraw-Hill Ryerson, 1984, p. 85.

[2] Statistics Canada, *Canada's Lone-Parent Families*, Cat. 99-933, Ottawa, May 1984.

Although the family may serve as the place where moral values are learned and love is experienced, it may also be a place which isolates young people and a breeding ground for future problems.

Despite the recent publicity given to family breakdown and violence, most young people value intimate relationships and hope to have children in the future. Marriage and family remain strong social institutions in the minds of both youth and adults, as the high marriage and remarriage rates indicate. But the "ideal" family held dear by many harks back to a time in the vague past which may never have existed. In 19th century Canada, many homes were broken by death and desertion. Fathers often left home to find work and mothers, especially in poorer families, contributed to the family income. Mothers certainly did not spend all their time caring for their children. Those who believe that separation and divorce are responsible for today's youth problems should be aware of the variety of family structures which have always existed in Canada and the high rates of parental separation and child labour in the early years of this century.

Although the average age of first marriage fell from that of the 1940s to a low of 22.5 years for brides and 24.9 years for grooms in 1975,[1] it has been rising again since then to 24.0 for brides and 26.2 for grooms in 1983.[2] Social scientists argue that greater acceptance of premarital sex, more effective birth control and government support for pregnant teenagers have discouraged young people from early marriages.[3] Since these are associated with a high risk of divorce, the trend toward later marriages may be welcomed. More young people are now living in "common-law relationships" or living on their own or with friends than was the case in previous generations. On the other hand, the need for higher education and high unemployment rates have begun to encourage young people to stay longer with their parents. While this may create a more stable environment for youth it could augment family tensions and young people's feelings of dependency.

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[1] Warren E. Kalbach and Wayne W. McVey, *The Demographic Bases of Canadian Society*, 2nd ed., Toronto, McGraw-Hill Ryerson, 1979, p. 314.

[2] Statistics Canada, *Marriages and Divorces, 1983*, Vol. II, Cat. 84-205, Ottawa, February 1985, p. 2.

[3] Gerald Leslie, *The Family in Social Context* (5th edition), New York Oxford University Press, 1982, p. 584-585; Maureen Baker, *The Family: Changing Trends in Canada*, Toronto, McGraw-Hill Ryerson, 1984, p. 5-6.

Many studies have found that young people's family experiences largely shape their opportunities and aspirations for the future (OECD, 1983; Baker, 1985 b). Families provide children with basic values and attitudes which may be changed by outside experiences, but which are surprisingly stable. When family members cannot provide strong role models or emotional support, however, young people need assistance from school, the community and various levels of government.

Other Social Institutions

Although young people spend much of their lives in school, what they learn from the official curriculum may be less influential than their informal education. At school, as well as learning to read, write and pass exams, young people develop social skills, athletic prowess, friendships, work habits and attitudes which may be invaluable for their future.

Since the 1960s, the importance of school graduation has increased. The nature of formal education has become more anonymous and specialized. Young people are sometimes bussed to regional schools or travel far from home to attend college or university. As birth rates have fallen over the decades, the funding of education has in some cases been cut back, leading to larger classes. Increasing specialization and professionalization among teachers, and crowded classrooms lead to a situation where the teacher hardly knows his or her students. Fixed curricula and school board regulations discourage the overburdened teacher from trying to show initiative just as the "publish or perish syndrome" discourages the university teacher from spending more than the minimum time on teaching. Parents often feel totally excluded from their children's schooling process.

These trends in education have created a greater separation between home and school than was the case for previous generations. What young people learn at home and what they learn at school may not coincide. Especially students from poorer or disadvantaged homes may find the educational experience alienates them from their family life.

Young Canadians have expressed their concerns to us about lack of effective participation in planning, curriculum development, and the administration of educational institutions. We have listened to expressions of concern about financing, professional

teaching competence, programs, mobility, and access. Post-secondary student organizations are now well-developed and their views are heard frequently by all levels of government, as they were by this Committee. In most institutions, they have elected or appointed voices on governing councils. What is needed is a greater willingness on the part of post-secondary institutions, society and governments to listen to and act upon the concerns of youth, which we present in greater detail in Chapter Three.

It is as young people move from the family to the labour market that their "life chances" are affected by lack of social and educational services. Those from poor or disadvantaged families particularly came to our attention. Brought to the Senate hearings by adults from street clinics, special schools, or community groups, these young Canadians illustrate well the need for continuing public efforts to improve their situation. Many have drifted away from family or school as a result of unsatisfactory family relationships or because of their perception that staying in school was useless. Some are illiterate even after many years of school. Some young women have had and kept a baby in their teen years and are trying to support themselves and their child on welfare, unable to complete school. A number of these young people have been in trouble with the law. And, to all intents and purposes, almost none have access to the paid labour force without significant support from public programs. In the meantime, they are sometimes in poor health and have no means of support. Although there are street clinics and agencies in the major cities, youth workers are stretched to the breaking point and say openly that they cannot provide needed services for certain groups. These services are often supported by the municipalities, though sometimes by the provinces or the private sector.[1]

Our social institutions have not served young people well. The problem will not disappear as the demographic bulge moves on and it will not disappear should we achieve the highly unlikely — although desirable — objective of full employment.

Fewer opportunities exist in the labour force for the present generation of young people than for the previous one. Educational

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[1] Lorna Marsden, "The Unemployment of Young Canadians Is Not Only About Jobs", *Atkinson Review of Canadian Studies*, forthcoming.

requirements have risen. Even low-paid service work requires literacy and a minimum of social skills in interacting with the public. Entry into the labour force, training programs and promotional opportunities are sometimes closed off by the protection gained by older workers. Some young people may be permanently outside the paid labour force. Although they are miserable about it, they are not in a position to help themselves. The blocking of opportunity, unemployment and uncertain information about the labour market are much worse problems than they were in the last two decades. Government skills-training programs, which build benefit entitlements for a short period, are only frustrating to young people wanting permanent work and a sense of purpose.

Problems of Youth

As stated in the Macdonald Commission Report, Canada spends 21.7% of the gross domestic product on social programs, ranking ninth out of twelve major OECD countries in 1981 (Macdonald, 1985:554). Although health and social services for the population as a whole remain of high quality at relatively low cost (37% less than health costs in the United States, for example) there seem to be too few special services for those aged 15 to 24. We do not spend much on social programs in this country and *can* afford to put more money into special programs for young people. Community and youth serving agencies are vital to the well-being of young Canadians. Our hearings gave us the opportunity to learn of much of the diligent and often thankless work being done by those devoted to improving the quality of life for our youth. In addition, they allowed us to focus on a number of special problems among this age group.

In a broad sense, we strongly believe that an increase in the number of young people assisting their peers through tutoring and counselling services can effectively help those with drug, alcohol and family problems by providing realistic and accessible role models. Such projects have been piloted in Toronto by Frontier College, in Nova Scotia by the Nova Scotia Commission on Drug Dependency and in Ottawa by Planned Parenthood, with resounding success. From testimony and research, we are aware of the wide range of programs and services offered to youth by religious institutions, social service agencies and voluntary organizations and of the efforts that are made to involve young people in their planning and implementation.

A. Housing

From last year's statistics, about 400 youth were out on the streets each night (in Ottawa) during the winter months. They could find no accommodation at the Y (or other places providing rooms for those needing emergency shelter).

Hélène Ménard,
Supervisor, Post-15 Program, Centre 313.
Transcript; Ottawa (18:82), September 11, 1985

Although nation-wide data are not available, the number of homeless youth in Canada is shocking. Existing services simply cannot accommodate the tens of thousands of young people who are drifting in cities and urban centres . Unable to stay at home because of family problems, they often cannot find suitable housing, and when they do, too often cannot afford it. A recent series of articles in *La Presse* [1] examined the plight of Quebec's young homeless, especially those in Montreal. Of the nearly 200,000 young social assistance beneficiaries in Quebec, 80,000 receive the minimum allowance of $154 per month. The number of itinerants is increasing and emergency shelter facilities are full to capacity, if not overcrowded. While we commend the efforts and services of community agencies, we recognize that their work must be complemented by an increase in funds and available space. In addition they need more resources so that they may find and reach those young people who are literally living on the street and do not know where to go. In Chapter Four, we propose a way in which communities can meet this need for shelter and personalized help.

B. Sexuality

Attitudes towards sexual behaviour are certainly changing. In 1970, just over 50% of teenagers approved of premarital sex (Hobart, 1970). More recently Bibby and Posterski (1985) found that 80% favoured sex before marriage if the couple loved each other and 93% felt that birth control ought to be available to teenagers. However, there is always a difference between attitudes and actual behaviour. A variety of North American studies indicate that about half of 15 to 19 year olds engage in premarital sex, including as many as 67% of 19 year olds (Bibby and Posterski, 1985:77). Although 50% of teenagers are engaging in premarital sex, only about half of these are using contraception, a fact which is causing great concern to parents and youth workers.

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[1] *La Presse,* Montreal, Saturday, October 26, 1985.

Although young people engage in sexual activity at earlier ages than in the 1950s, the birth rates of teenage women have declined considerably since that time. Fewer teenagers and proportionally more women from age 25 to 29 are giving birth, as Table 1 shows.

Part of this trend towards fewer teenage births can be attributed to more widespread use of contraception and some increase in the therapeutic abortion rate. Perhaps the most consequential trend, however, is for teenage mothers to keep their babies rather than allowing them to be adopted. Unwed mothers can now receive government and community support and attitudes to sex outside marriage are now less censorious. This trend towards raising their children alone is disturbing because many of these teenage mothers lack the economic and social resources to do so and often need prolonged assistance from the community.

While information on sexuality, contraception, pregnancy and abortion is relatively accessible in major centres, rural areas tend to be more reticent when it comes to open discussion of such issues. The responsibility for the consequences of sexuality is still placed largely on women (Planned Parenthood, Newfoundland). Young people told us that they find sex education and information on sexuality to be inadequately addressed in their schools. This problem is compounded by the fact that many parents find it awkward to talk to their teenagers about sex. Youth need to be encouraged to develop a healthy understanding of sex and their own sexuality. It is the responsibility of parents, schools and the community to provide this information in a straightforward, objective way.

TABLE 1

Fertility Rate per 1,000 Women by Age group in Canada 1966 to 1981

	1966	1971	1976	1981
15-19 years	48.2	40.1	33.4	26.4
20-24	169.1	134.4	110.3	96.7
25-29	163.5	142.0	129.9	126.9
30-34	103.3	77.3	65.6	68.0
35-39	57.5	33.6	21.1	19.4
40-44	19.1	9.4	4.3	3.2

Source: Statistics Canada, *Canadian Youth, Perspectives on their Health*, Cat. 82-545, Ottawa, April 1985, p. 34.

C. Nutrition and Eating Disorders

Almost 10% of the Canadian population are females between the ages of 15 and 24. These are the ages of greatest risk for eating disorders. The most conservative estimates of prevalence for eating disorders of anorexia nervosa and bulimia would be approximately one per cent of that age group at risk for anorexia nervosa and between one and three per cent of that age group at risk for bulimia. This means that between 40,000 and 80,000 Canadian females of that age group are probably affected. If one were to be very conservative and say that it occurs most frequently in metropolitan areas, that would mean that approximately 20,000 to 40,000 Canadians have serious disorders which have a high mortality and a high morbidity or high risk of illness, even after treatment has been received.

Dr. David Garner,
Health League, Toronto, Ontario.
Transcript; Toronto (15:54), June 20, 1985

There are various factors which contribute to eating disorders and it is significant that females represent the majority of those suffering from them. Coupled with an increase in health consciousness has been a fashion trend towards thinness. The human shapes pictured in magazines and elsewhere in the media are unrealistic and unrepresentative of most Canadians. In addition, the emphasis placed on dieting (through the media and publicity for diet centres and diet aids) tends to gloss over the harmful effects of continual dieting or eating unbalanced meals.

Health League of Canada (Toronto) is an organization concerned with increasing the awareness of health issues. Their presentation to the Committee underlined the lack of information available to young people on the possible dangers of dieting. The League is establishing a National Eating Disorder Information Centre with a view to educating the public about anorexia nervosa, bulimia and the negative effects of dieting.

D. Suicide

The suicide rate in adolescents has doubled in the last 20 years and tripled in the last 30 years. . . Suicide is now the second major killer of Canadian youth, accidents being the first. . . The suicide rate shows approximately a tenfold increase between the ages of 10 to 14 and 15 to 19, from 1.41 per 100,000 in the former to 12.56 in the latter; and in the 20 to 24 year age range it increases further to 19.15 per 100,000.

Dr. Simon Davidson,
Children's Hospital of Eastern Ontario.
Transcript; Ottawa, (17:6), September 10, 1985

TABLE 2

Number of suicides per 100,000 population by age and sex Canada, 1961–1981

	1961	1966	1971	1976	1981
ALL AGES	7.5	8.6	11.9	12.8	14.0
Males	11.9	12.8	17.3	18.4	21.3
Females	3.0	4.3	6.4	7.2	6.8
15-19 Years	2.3	3.7	7.9	10.7	12.7
Males	3.7	6.0	12.7	16.8	21.2
Females	0.9	1.3	3.1	4.3	3.8
20-24 Years	5.7	9.1	14.4	18.6	19.6
Males	9.0	15.3	23.1	29.0	33.2
Females	2.5	3.0	5.7	8.2	5.9

Source: Canada, Minister of State for Youth, A New Statistical Perspective on Youth in Canada, 1984, p. 136

From the 1960s to the 1980s, the suicide rates of young men increased dramatically and of young women increased moderately. Although considerable attention has been paid to youth suicide, the rates are also high for older people. In fact, age 50 seems to be a high point for suicide for both sexes. But despite this similar age trend for both sexes, men are far more likely than women to kill themselves. Table 2 shows how suicide rates changed between 1961 and 1981.

If we look at attempted suicide, however, we get quite a different story. The Canadian government keeps statistics on those admitted to hospitals for attempted suicide or for self-inflicted injuries. These figures are particularly high for 20 to 24 year old females compared to all other age and sex groups. This is often a stressful age for young women, with possible concerns about education, employment, marriage or pregnancy. (See Table 3).

Rising rates of suicide and attempted suicide give us only a partial indication of self-destructive behaviour. Death certificates are sometimes altered to protect the family in suspected suicides. Not all those who attempt suicide are admitted to a hospital. Many motor vehicle accidents could be suicide but may not be recorded

TABLE 3

Hospital Separations Related to Attempted Suicide or "Self-inflicted injuries" by Age and Sex, 1980-81 for Selected Provinces* (Rate per 100,000 population)

	15-19 years			20-24 years		
	Male	Female	Total	Male	Female	Total
Nova Scotia	22.4	35.2	28.6	27.8	38.7	33.1
Manitoba	148.9	243.3	195.5	154.7	167.4	161.0
Sask.	53.1	90.5	71.5	80.2	86.4	83.2
Alberta	98.5	211.7	154.1	125.0	191.8	157.1
B.C.	161.5	303.7	231.2	212.7	272.2	231.5

Source: Statistics Canada, *Canadian Youth, Perspectives on their Health*, Cat. 82-545E, Ottawa, April 1985, p.86.

* Statistics Canada has data for only five provinces

as such. Official rates are certainly a low estimate of self-destructive behaviour yet they give us an indication of a serious problem with young people.

Why are there so many suicides among young men and suicide attempts among young women? Suicide has been related to lack of social integration, feelings of "alienation" in the population, transience, rapid changes in values, income and lifestyle. Native people, those living in less -developed frontier areas of Canada and prisoners all have above-average suicide rates. For young people, job prospects are now poor, families are often in a state of flux, social and moral values are changing. All these factors could contribute to high youth suicide rates. Some researchers have attributed women's much lower suicide rates to their closer relationships with children and their families which may give their lives more meaning. The higher attempted suicide rate for women is usually explained as a "cry for help" rather than a serious death wish. Perhaps some sexism is involved in this interpretation; the difference in female and male suicide rates may be simply related to the different methods the sexes choose to end their lives. Men are more likely to use guns or other weapons, while women use drug overdoses, probably because of the differences in each sex's accessibility to and familiarity with these objects. It is of course, harder to "fail" with a gun.

Rising rates of youth suicide have led to increased funding of crisis "hot lines", research and counselling for potential suicide

victims. More attention is being paid to psychological problems in children and youth as well as to counselling family members as a group when a troubled young person comes to the attention of social service professionals (Baker 1985a).

E. Smoking, Alcohol and Illegal Drug Use

The prevalence of drug and alcohol abuse among young people has caused considerable concern because it is seen as an indicator of moral decadence or, at best, youth alienation and disenchantment. Policy-makers have sometimes attacked the advertising industry for linking affluence, sexuality and sociability with smoking and drinking. New laws and advertising campaigns have attempted to curb drunk driving. Recent statistics indicate that smoking, alcohol consumption and the use of some drugs (cannabis, speed, heroin) have declined in recent years, which may suggest that the publicity campaigns are working or that the causes of drug abuse have subsided.

Comparative statistics for cigarette smoking are readily available from Health and Welfare Canada and Statistics Canada. Since the 1960s, fewer males aged 15 to 24 have smoked cigarettes. However, teenage girls increased their consumption in the early 1970s and in 1981 smoked more cigarettes than in 1966. Women aged 20 to 24 have decreased their consumption marginally but this age group of women still contains more smokers than does the group of men of the same age. Smoking also varies by province, with more regular smokers among the young men and women in Quebec. Table 4 shows the percentage of males and females of various age groups who smoke cigarettes.

Figures on alcohol consumption show an increase until the end of the 70s and a slight decrease since 1980. About two-thirds of Canadian high school students drink alcohol, with males, older students, those from higher income groups and those who are not regular church-attenders drinking more heavily (Baker, 1985a).

The use of marijuana rose from the 1960s to the 1970s (at least in Ontario)[1] but appears to have dropped off slightly over

[1] Most of the studies come from the Addiction Research Foundation in Toronto and are based on Ontario research. Studies in other provinces are not always comparable because they use different age groups and a different definition of drug use.

TABLE 4

Percentage of Regular Cigarette Smokers by Sex and Age, Canada, 1966 to 1981

	15-19		20-24		25-44	
	M	F	M	F	M	F
1966	35.1	20.0	60.1	43.4	61.8	31.4
1972	35.0	28.4	52.6	40.6	53.3	38.8
1975	29.5	27.4	48.3	38.3	48.3	37.0
1977	26.9	26.7	45.2	40.7	47.0	36.6
1979	26.8	26.0	42.3	39.8	44.0	36.0
1981	22.8	23.4	39.9	40.8	42.6	33.4

Source: Extracted from Statistics Canada, *Canadian Youth, Perspectives on their Health*, Cat. 82-545E, Ottawa, April 1985, Table 4 and 5, p. 24.

the past few years. About 30% of Ontario students (grade 7 to 13) have used this drug in the past year. While the proportion of Ontario students using harder drugs such as heroin has never been very high, it dropped between 1979 and 1981. The use of LSD, however, seems to be on the increase.

Although many people are concerned about drug abuse and alcohol consumption among young people, adult models are not always positive ones. Many middle-aged parents are heavy coffee drinkers, smoke numerous cigarettes, consume immoderate quantities of alcohol and are steady users of tranquilizers. With such adult models, it is not surprising that some young people become involved in drugs. For other youths, drugs are a form of escaping from or transcending a routine or distressing life.

The advertising of alcohol and cigarettes, in which products are invariably linked with sexuality and the "good" life. appears to have a powerful influence on young people.

We recommend that the advertising of alcoholic beverages be banned from television.

F. Law Breaking

Canadian crime statistics are divided into offences by adults and by juveniles. Until recently, the age at which a person became an adult fluctuated by province from 16 to 18 years. The number of crimes against the person allegedly committed by juveniles has

increased to eight times the 1962 level. Their crimes against property in 1981 were six times higher than in 1962. This increase in crime exceeds the growth of the juvenile population severalfold (Minister of State for Youth, 1984;119). Although juvenile crime has increased more rapidly than adult crime, crime rates for adults remain higher, especially for more violent crimes. Almost two-thirds of the juvenile offences in 1981 were against property (e.g., theft, breaking and entering) and only 4% were violent crimes against the person. Of adult offences, 5.5% were violent crimes and only 23% were against property. Adults were most likely to violate provincial statutes (Minister of State for Youth, 1984:188).

If we look at the actual ages of "adult" offenders, however, we find that many are young people. For example, the largest age group of inmates in adult correctional centres in Canada were aged 20 to 24 and the second largest 25 to 29 years old.[1] Almost half (43.6%) of male homicide suspects were between 20 and 29 in 1982 as were 35% of female homicide suspects.[2]

The age of offenders is more clearly portrayed in American data. The most violent years are between 20 and 24, taking into consideration the fact that this age group comprises a large proportion of the American population. The younger a person is when first arrested, the greater likelihood of a second arrest (Nettler, 1978:121-122).

Part of the reported increase in crimes committed by young people can be attributed to more effective police surveillance and a greater determination to bring young people to justice. This may be particularly true for females, who have traditionally had much lower crime rates than males, but whose juvenile crime rates have dramatically increased since 1962.

Several different theories exist about women's crime rates. One suggests that women now have greater opportunities to commit crime since they are participating more in public life, dealing with money, property and other people. Another claims that women's changing role and greater assertiveness will encourage them to adopt behaviour similar to that of males. A third

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[1] Statistics Canada, *Adult Correctional Services in Canada 1983-84*, Cat.85-211, Ottawa, May 1985, p. 142.

[2] Statistics Canada, *Homicide in Canada 1982*, Cat. 85-209, Ottawa, August 1984, p. 35.

theory is that society and especially the police are now less tolerant of breaches of the law by young women and are less likely to treat them in an informal and paternalistic way. Consequently more young women are arrested and convicted.

Treatment of young offenders by the police and courts has been relatively lenient (Minister of State for Youth, 1984:119). Many are released with only a police warning, while other cases are dismissed once they are brought before the courts. Incarceration, especially in a federal institution (where a minimum sentence is two years) has been rare.

The new *Young Offenders Act* has introduced significant changes to the administration of justice. A uniform maximum age is now applied in all provinces. All young persons will be subject to the same criminal charges as adults, instead of there being special categories of offences for young people, such as truancy. Young persons will be considered more responsible and accountable for their own actions but will have access to services and facilities to ensure that incarceration and the more severe penalties of the law are used only as a last resort. The Act is based upon four principles:

1) Young people must assume responsibility for their actions.

2) Society has a right to be protected from offenders.

3) Young people have the same rights as adults.

4) Young people have different and distinct needs from those of adults.

There has been widespread criticism of the new Act from social workers, lawyers, judges, institutions and treatment centres. Many are concerned that the emphasis on "rights" will overshadow the provision for special needs. Courts, institutions and social workers feel ill-prepared for an anticipated overload of young people who were previously dealt with under the adult system and who now need special consideration. Since the age of an adult offender has been standardized, in some provinces 16 to 18 year olds will be channelled through juvenile facilities for the first time.

The Young Offenders Act came into effect 1 April 1985. There has therefore been a very short period for testing its effectiveness. We will no doubt encounter problems and shortcomings, just as we

do with the criminal justice system as a whole. What we must not overlook is the intention behind the new Act: to recognize the often-difficult developmental period of growth we call adolescence and to help young people as they are, not as children or adults.

Government and Community Involvement

> *Inflexible schools, churches, and other institutions are on a collision course with emerging young people.*
>
> **Reginald Bibby and Donald Posterski**
> *The Emerging Generation*, 1985

> *What is needed is the institutionalized participation of youth within the mainstream of Canadian society. It is in this area that this committee can make its most significant contribution. Young people should have the means available to demystify institutions and procedures whose hidden philosophy is out of reach of those under 25.*
>
> **Brian Ward**, Executive Director
> Canadian Council on Children and Youth
> Transcript; Ottawa (3:9), May 13, 1985

For young people, work is an extension of their formal education because they are able to apply their knowledge or learn more practical skills. There is an obvious need for co-operation between labour, industry, government and youth in defining and putting into effect workable employment programs. If such programs are to be relevant, young people themselves must have a significant voice in their design. Youth Councils are already operating in some parts of the country and could become this voice.

> *A national youth council could be set up to do a number of things such as lobbying government and acting as a resource for government when they wish to find out what youth in general think of an idea.*
>
> **Ken Bridges**, President,
> Last Touch Regional Youth Council.
> Transcript; Regina (5:74), May 22, 1985

We believe strongly in the concept of youth councils and organizations. The focus and relevance they provide must come from young people themselves, and there should be mechanisms for involvement of a broad cross-section of young people. Our final chapter proposes just such a mechanism.

Governments legislate and try to regulate almost every facet of our lives. Government policies and programs, tax laws, expenditures, administrative decisions and regulations affect the functioning and social institutions of all other institutions of society look to governments for support and assistance. *For the vast majority of the young Canadians who appeared before us as witnesses or met with us informally, their contact with the Special Senate Committee on Youth was their first direct experience with an arm of Parliament.* We were struck by the numbers who told us that if youth are to participate effectively in deciding their fate, it is vital that they be enabled and encouraged to play a more active and authoritative role in the organizations and institutions of governments.

Many important government decisions are made, not by legislatures or city or local elected councils, but by agencies, boards, commissions, and tribunals. There is a lengthy tradition in Canadian politics of appointing to such agencies and boards, representatives of important segments of society such as industry, religious or ethnic groups, and, more recently, women. The youth groups we saw felt that more young people should be appointed to such boards.

We recommend that governments make a serious effort to appoint youth to administrative and decision-making agencies, boards and commissions.

It is time to recognize that youth represent a significant interest with a vitally important stake in the future development of our society. At present, a continuing link between Parliament and Canadian youth is the Minister of State for Youth. The Ministry of State was created in 1983 because the government was concerned about the increasingly serious problems faced by young people.

Conclusion

Young people who are now 15 to 24 years old were born at the end of a period of high birth rates and can expect to be part of an age group which will continue to experience problems because of its sheer size. With so many young people competing for jobs and with few promotional possibilities for older employees, this younger generation may experience frequent unemployment or underemployment throughout their lives. Educators and policy-

makers must be aware of the structural barriers confronting young people — barriers which are often beyond their control.

Young people today are being raised in a period of changing social and moral values. Increasing numbers of youth spend at least a few years living in a one-parent family or know someone who has done so. Although experimentation with drugs has subsided somewhat, youth lifestyles often involve smoking, drinking, "soft" drugs and sexual activity. This leads some adults to view young people negatively or to feel that they cannot make a valuable contribution to society. But we must remember that older people have *always* looked with disapproval at the behaviour of the youth of their day.

Part of the alienation of young people from social institutions can be attributed to differences of ideas between them and the more established older generation. It can also, however, be attributed to the exclusion of youth from decisions affecting their own lives. In this report, we have suggested some ways in which youth could be better integrated into our organizations, institutions and the decision-making process.

2

Native Youth

Introduction

If we are given the right to self-government we can develop ourselves. To me, self-government gives us the right to control our own lives so that we would not have to depend on the welfare state that exists in Canada. Millions of dollars can be saved if our people are taken off the welfare state and given the right to self-government, to control their own lives and to make decisions.

Kevin Daniels, Chairman,
Association of Métis and Non-Status Indians.
Transcript; Regina (5:45) May 22, 1985

My thoughts have been negative all my life because I have been living in a white society and I had to fight it. When you fight all your life, it is hard to learn. You tend to reject everything.

Rodney Sinclair, Youth Worker,
Canada Native Friendship Centre.
Transcript; Edmonton (6:10), May 23, 1985

Native Canadians have suffered from injustice for many decades now. Their condition is characterized by economic disadvantages, discrimination, poor health care and social services, cultural isolation and inadequate education. In addition, their plight has been inappropriately addressed by their fellow Canadians and many of the government officials who, ultimately, decide their fate. It is clear, therefore, that solutions to these problems cannot be found without meaningful interaction between the Native and non-Native communities.

In 1982, the Constitution recognized Native and treaty rights, opening the door for further constitutional discussion which would define these rights more clearly. The progress made in these constitutional talks has been encouraging and positive. What

cannot be overlooked in any consideration of the rights of Native Canadians is the nature of their relationship with the government. There has never been a battle over Native rights or claims. Rather, agreements, treaties and a degree of understanding have been established in good faith. Many of these agreements have been shattered, however, and Native Canadians are still searching for equal rights as fellow citizens.

A separate chapter is devoted to Native youth because the problems discussed in the first chapter of this report are magnified for Native young people. Unemployment rates are shockingly high. Dissatisfaction with the education system, premarital pregnancy, alcohol and drug abuse, suicide and problems with the law are all more widespread among Native youth. As well, issues relating to indigenous people have historically fallen under the jurisdiction of the federal government, so it is appropriate for us to discuss them here.

After listening to the groups and individuals who have appeared before the Committee, we believe that we cannot talk about Native youth without discussing the historical and present status of Canadian Native people. To a large extent, the problems of youth are a reflection of adult concerns in the larger community. We realize that much of the poverty and desperation of the Native people stems from their historical relationship with the federal government, from the nature of earlier treaties and agreements, the *Indian Act* and the reservation system and unsuccessful attempts at assimilation. The age-old controversies must be repeated in this chapter because they are largely responsible for the fact that Native youth face almost insurmountable obstacles in completing their education, finding work and establishing a stable life. These obstacles will become apparent throughout the chapter in quotations from those who appeared before the Committee and in statistics from other studies.

The people of the First Nations of Canada — that is, those whose ancestors were indigenous to this country — are referred to in this report as "Native People." This includes "Status or Treaty Indians" — individuals registered or entitled to be registered as Indian under the terms of the *Indian Act*, a federal statute. We are also including "Non-Status Indians" who, for a variety of reasons, lost or exchanged their right to be registered under the *Indian Act*, Métis with mixed Indian and European ancestry and the Inuit in the extreme northern sections of Canada. Since Statistics Canada

collects figures on all four groups separately, we can compare different groups of Native youth as well as Native and non-Native young people.

The demographic differences among the groups mentioned above should be outlined as a background to our discussion. The birth rate for Native people is much higher than for non-Native Canadians. In 1981, the average number of children born to Native women 15 to 44 years old who had ever been married was 2.8 compared to 1.8 for non-Native women.[1] For Inuit women of this age group, the average number of children was 3.6 and for Status Indians living on a reserve the average number was 3.5. Not surprisingly, youth comprise a larger percentage of the Native population (23%) than the non-Native population (19%). While the percentage of youth in Canada as a whole is declining because of falling birth rates, the opposite is true for Native youth. With larger families, more young people and diminishing resources in most cases, Native communities and families will continue to require higher incomes, larger houses, more community services and more employment opportunities than non-Native families. Yet, in fact, income levels, the standard of housing and employment levels are much lower in Native families.[2]

Family and Social Problems

Many Native young people have grown up in remote rural areas with high rates of unemployment, poverty, poor housing and family instability. These difficult conditions may magnify family problems and encourage rebellious behaviour in young people. Moreover, lack of control over their own destiny and threat of cultural assimilation, exacerbate their social and family problems.

A. Family Structure and Problems

Until recently, a strong family structure has maintained language, culture and values in Native communities. As mentioned in Chapter One, however, the family as an institution has been under stress nation-wide. In this section, we will focus only on recent changes and problems in the family as they affect young people.

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[1] Statistics Canada, *Canada's Native People*, Cat.99-937, Ottawa, June 1984, Table 2.

[2] Ibid, Table 6, 7.

Family composition differences exist between Native and non-Native Canadians. For one thing, a higher percentage of Native teenagers live away from their parents.[1] Many young people are forced to leave their isolated communities to attend school or find work. One in eight Native women aged 20 to 24 heads a single-parent family, compared to one in thirty-three non-Native women.[2] This shows the high rate of premarital pregnancies among Native women, as well as the high rates of separation and divorce. Lack of family stability results from the poverty, unemployment and cultural disintegration apparent in many communities.

Family violence and instability have encouraged non-Native child welfare workers to place Native children and youth in non-Native foster or adoptive homes. Native groups have argued against this practice, saying that it does not always involve a thorough search for a suitable Native home and generally leads to cultural confusion for the child. The need for the Native population to assume responsibility for their own child welfare has been the main point of the recent controversy on this issue.[3]

Family violence continues to be a serious problem in Native communities. High rates of alcoholism and unemployment aggravate the usual family tensions. Both child abuse and family violence are self-perpetuating. The abused child often becomes the battering spouse or parent, as these patterns of violence are learned behaviour resorted to in difficult social, cultural and economic conditions.

B. Suicide, Drugs and Alcohol Abuse

> *I do not have a written brief prepared. In fact, one was being prepared but the chap who was preparing it committed suicide three weeks ago. He was 21. Last month was a bad month for us. In one region we had eight deaths. Two of them were by natural causes. But all the rest were under 30 years of age. I knew most of the people.*
>
> **Kevin Christmas**, Participant,
> Union of Nova Scotia Indians.
> Transcript; Halifax (9:113), June 4, 1985

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[1] G.E. Priest, "Aboriginal Youth in Canada: A Profile Based Upon 1981 Census Data", *Canadian Statistical Review*, September 25, 1985 p. xi.

[2] Ibid, p. vii.

[3] Patrick Johnston, *Native Children and the Child Welfare System*, Ottawa: The Canadian Council on Social Development, 1983.

This powerful statement by Kevin Christmas drew the Committee's attention to the problem of suicide among Native youth in a way that figures and statistics cannot. Although suicide rates for young men are very high compared with those for other groups in the general population, the rate for Native youth is up to six times higher than the national rate (Chris McCormick, Native Council of Canada). In the North, where social problems are often amplified, the figures are even more startling.

> *There are a lot of social problems. Before 1971 the suicide rate was close to, or even a bit below, the national average for Canada in general. But in the period between 1978 and 1980 the suicide rate in the NWT among males 15 to 24 was 12 times higher than the national rate. That is a pretty good indicator to tell us that there are a lot of social problems that need to be addressed.*
>
> **Jonah Qanatsiaq,**
> Representative of the Inuit Youth Council Program,
> Inuit Tapirisat of Canada.
> Transcript; Ottawa (18:19-21), September 11, 1985

Native young people often try to escape their seemingly hopeless prospects by drinking heavily or using drugs. These abuses serve as a sort of "escapism", yet continue to perpetuate the poverty of Native people and the negative attitudes of non-Natives towards them.

> *Perhaps the most urgent message voiced by our youth is their alcohol and drug abuse, which causes 70 per cent of their deaths.*
>
> **Chris McCormick,**
> Vice President, Native Council of Canada.
> Transcript; Ottawa (18:87), September 11, 1985

> *Our people are dying from alcohol and drug abuse. I know of six alcohol-related deaths in the past two weeks. One was a 25-year-old man who passed out on the road and was run over. One was a 16-year-old boy who shot himself because he did not drink and felt intimidated by his family.*
>
> **Alice Klassen,**
> Executive Director, Round Lake Native
> Drug and Alcohol Treatment Centre.
> Transcript; Vancouver (7:35), May 25, 1985

The Round Lake Treatment Centre on the Okanagan Indian Reserve was established in 1978 as a 36-bed residential facility to offer treatment and positive role models to chronic drug and alcohol abusers. The people at Round Lake are trying to adopt a

positive approach to dealing with the health problems in their community. They focus on prevention and community intervention and are currently attempting to develop specific programs geared to the treatment of Native youth.

> *In 1982, a very small portion of our residential population were youth... However, in 1984 over half of our population was between the ages of 16 and 24... We need to have a treatment program for Native youth... At present nothing exists except the prisons, the gun, the knife or the pills, and many are still going that route today. Those are the alternatives.*
>
> **Alice Klassen,**
> Executive Director, Round Lake Native
> Drug and Alcohol Treatment Centre.
> Transcript; Vancouver (7:37-39), May 25, 1985

The Treatment Centre is currently working with Indian Bands, various Native organizations in the Okanagan and a newly-formed Native Youth Task Force to form a National Native Youth Leadership Training Institute as a follow-up to other activities started for International Youth Year. The Institute will provide leadership and skill development as well as positive role models so that Native youth develop in a more positive way by choosing healthy alternatives to suicide, drugs and alcohol abuse.

We strongly endorse the initiatives to form a National Native Youth Leadership Training Institute and recommend that it receive the necessary funding.

Other groups are also trying to counteract alcohol and drug abuse by presenting Native young people with positive role models.

> *Health and Welfare Canada is sponsoring Indian achievers to visit the reserves and talk to Indian youth groups to discourage them from abusing alcohol and drugs. I believe this is something which should be continued in the future. I have some posters which show three Indian youths who are, in fact, Indian achievers... There is a marked change in the Indian spirit in just listening to people from their own culture, who return and act as role models. It would warm your hearts.*
>
> **Heather G. Hodgson,**
> Youth Co-ordinator, Assembly of First Nations.
> Transcript; Ottawa (17:20), September 10, 1985

We believe that drug and alcohol counselling and suicide prevention programs need to be designed and carried out by Native

people themselves. The most successful programs seem to involve young people helping other young people and providing healthy alternatives to solving their problems.

C. Health Problems

Widespread poverty, geographical isolation and drug and alcohol abuse intensify health problems among native youth. As with other low socio-economic groups, nutritional problems are prevalent. The high cost of fresh fruits and vegetables in remote communities, high birth rates among women, poor housing, poor sanitation conditions and distant medical facilities aggravate these problems. Although many Native people are eligible for special health and medical facilities and programs, physical isolation and distrust of southern or white health care reduce their effectiveness. Maternal death rates among Native women remain higher than the national average and self-destructive behaviour takes a heavy toll.

D. Problems with the Law

One reason that Native young people are so often in conflict with the law is the high incidence of alcohol-related offences. Since some reserves are "dry", Native young people who want to drink must do so in public places. Native youth who live off reserves usually do not have private places to consume alcohol, as more prosperous youth might, so end up being arrested for public drunkenness.

> *Some of the reasons for (a) high level of incarceration and juveniles being in conflict with the law are a conflict between Indian and non-Indian values. Indian offences mirror poor social and health conditions on reserves. . . Native youth often come into conflict with the law before age 12.*
>
> **Anita Howell,**
> Representative,
> Saskatchewan Association of Friendship Centres.
> Transcript; Regina (5:8-9), May 22, 1985

The more serious offences committed by Native youth result from learned violence in the home and rebellion against a society which they feel is destroying Native culture and which discriminates against them because of their racial and cultural heritage. Young people face exceptional difficulties when they leave their homes in search of education, work or new experiences.

Many treaty Indians are isolated on the reserves and when they come to the city, the whole system is different.

Anita Howell,
Representative,
Saskatchewan Association of Friendship Centres.
Transcript; Regina (5:11), May 22, 1985

For Native youth in urban areas, acculturation, discrimination and unemployment are serious problems. Lack of money and hostility from the larger society lead to aggressiveness. Self-help groups, diversion programs (which attempt to keep young people out of jail), Native inmate organizations and projects in which young people learn traditional skills from elders are being used to help young Native people in trouble with the law. We believe that more funding should be given to these programs.

E. Social and Legal Services

The demand and need for social and legal services are different for urban and rural Native youth just as they are different for Native and non-Native youth. The difference relates not only to the type of service required, but also to the style and mechanism chosen for delivery.[1]

While the federal government has historically had jurisdiction over health, education and social services for Native people, Native groups are now insisting that the decision-making be transferred to Native organizations and communities.

The Committee was impressed by the efforts being made by Native people themselves to cope with their own social problems. The efforts of such organizations as the Native Courtworker Services of Saskatchewan should be encouraged across Canada. These services are offered through the Saskatchewan Association of Friendship Centres and are funded at both federal and provincial levels. There are ten similar programs offering para-legal services to Native people across the country. Since the Saskatchewan branch developed a youth court worker program to help young people in trouble with the law, the number of sentences for young Natives has decreased in that province.

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[1] Rosemary A. McCarney, *Legal Services for Native People in Canada*, Canadian Law Information Council Occasional Paper number 6, Ottawa, 1982, p. V.

Youth needs some form of leadership within the community itself — because it is the communities themselves that basically know the problems — rather than having another government social program. I think the communities themselves are able to determine and recognize the problems.

Jonah Qanatsiaq,
Representative of the Inuit Youth Council Program,
Inuit Tapirisat of Canada.
Transcript; Ottawa (18:19-21), September 11, 1985

While it is essential that funding for projects be provided by government, it would clearly be more effective if Native groups took over the planning and administration of all social programs affecting them. By hiring outside consultants, they could add to their own expertise.

Various government agencies try to provide solutions before addressing the social issues and problems that I have spoken of. They have not provided a permanent solution. They have only provided a temporary one. We need a permanent solution, and I think that one way we can do it is by getting the communities, along with government, to be more flexible in how funding is given to communities. We tend to overlook our greatest and natural resource as Inuit, which is basically ourselves. We have to look toward our youth to help us out with our problems, and we must try to eliminate that generation gap.

Jonah Qanatsiaq,
Representative of the Inuit Youth Council Program,
Inuit Tapirisat of Canada.
Transcript; Ottawa (18:19-21), September 11, 1985

The growth of youth councils in the Baffin region of the Eastern Arctic can serve as a model for others and a base from which to develop a strong participatory role for youth in decision-making about the future of their communities. The growth of self-help groups is also aiding the development of social and political awareness.

Our aim is to catalyse a positive peer pressure amongst the youth in order to create a positive youth awareness which can grow into visions, ideals and directions in the future for northern society. Our organization has no affiliation to any group or organization. Our position is one of encouragement, to foster the individual to develop their beliefs, career objectives, et cetera to the best of his or her ability.

Camellia Loreen,
Midnight Sun Youth Group.
Transcript; Ottawa (19:30), September 12, 1985

Our Committee recommends that social programs affecting Native People should be designed and carried out by the First Nations themselves.

F. Housing

In 1981, 13.1% of Native homes (compared to 1.1% of non-Native homes) lacked a bathroom. This is just one example of the housing conditions in which Native youth live. Table 1 shows some other housing comparisons among different groups of Native and non-Native households.

TABLE 1

Housing Conditions of Native and Non-Native Private Households, Canada, 1981

Housing conditions	Status (on reserve)	Status (off reserve)	Non-status/ Métis	Inuit	Total Native house-holds	Non Native house-holds
	%	%	%	%	%	%
In need of major repairs	23.0	14.2	13.4	17.3	16.2	6.5
Lack central heating	50.7	18.8	16.5	26.3	26.0	9.0
Crowded	31.8	14.3	10.1	42.2	17.9	2.3
Lack bathroom	30.0	7.7	6.9	14.4	13.1	1.1

Source: Statistics Canada, *Canada's Native People*, Cat. 99-937, Ottawa June 1984, Table 7

Unlike other Canadians, Status Indians living on reserves cannot sell their houses to outsiders for profit and thereby improve their economic situation. Instead, housing is repaired or provided by the federal government, reducing incentives for Native people to maintain quality housing. The fact that a much larger percentage of Native than non-Native people live in rural areas has consequences for the quality of housing and availability of other services.

Education and Culture

Indian culture is not a culture which is going to self-destruct but one which is self-perpetuating and a self-reinforcing culture once it has a fair amount of ability to control its own circumstances. With Indian-controlled institutions, I believe that that type of process is possible. With the situation that we had previously in which

children were sent to non-Indian schools and were basically educated to dislike their culture and to look down on it and hear that their culture is inferior or backwards, that type of schooling system is largely responsible for the type of problems to which you are referring.

Blair Stonechild,
Head of Department of Indian Studies,
Saskatchewan Federated Indian College.
Transcript; Regina (5:69), May 22, 1985

For Native youth, the problems of acquiring an education begin long before they reach school age. Schools on reserves are often lacking in resources and qualified teachers who are Native or at least are familiar with Native language and culture. We feel that it is inappropriate for Native children to learn southern history from books which neglect the contributions made by their people to Canada.

Language barriers present a major problem for Native youth. Their own Native languages have been eroded because of the former educational policies. Young Natives learn English or French, languages which many parents and other members of the community do not know.

One of the other problems is the inability to speak our own native language. A lot of feeling cannot be expressed because Native youth have lost their Native tongue. There lies a gap between them and their parents. Parents in some villages have not learned to speak English.

Alice Klassen,
Executive Director, Round Lake Native
Drug and Alcohol Treatment Centre.
Transcript; Vancouver (7:38), May 24, 1985

Cultural differences also must be noted. In traditional Native society, the elders were the dominant figures, having more experience and knowledge than young people. It was from them that Native youth used to learn skills. Today, young people go to school. This causes inevitable clashes within their own Native culture.

On many reserves, schools provide no more than a grade eight education. Those who wish to pursue secondary studies may sometimes be bussed to an urban school where the chances of finding teachers trained in Native language, history and culture are even fewer than on the reserve. Curricula are filled with inaccura-

cies about their history, which lead to low self-esteem and alienation in Native youth.

Even though more young people are continuing their education than in previous generations, as Table 2 clearly shows, the drop-out rate among Natives is extremely high. This could be due to lack of preparation for school courses, discrimination or pressure from home. Some Native families place less emphasis on education because they are afraid that their children will become assimilated into the non-Native community. Other families simply cannot afford to send their children to school beyond a certain age, because they need their earnings.

TABLE 2

Educational Attainment of Native People 15 — 29 Years Old* Compared to Native People 65 & over, 1981

	15-29	65 and Over
Less than grade 5	3%	57%
Less than grade 9	25%	85%

* Who were not full-time students

Source: Statistics Canada, *Canada's Native People*, Cat. 99-937, June 1984

Schooling is the best way of improving one's chances in the labour market. This is especially true for Native Canadians. Table 3 shows that average income increases significantly for Native youth who have completed higher levels of schooling, especially trades education.

Among Native males 20 to 24 years old, 21.1% have less than grade nine education. For Native females, the comparable figure is 18.6%. It is distressing that 40.3% of Inuit males and 49.6% of females have less than a grade nine education. For non-Native youth, only 4.8% of males and 3.7% of females have such low levels of schooling.[1] Unemployment rates for Native youth serve to underscore these facts.

Unfortunately, there seems to be little incentive for Native young people to stay in school if they have managed to get past

[1] Priest, p. xii.

TABLE 3

Native and Non-Native Youth (Aged 20-24)
By Highest Level of Schooling and Average Income, 1981

Educational Level		Income	
		Native	Non-Native
Less than Grade Nine	Male	$5 683	$ 8 479
	Female	3 559	4 867
Grades 9-13	M	8 494	11 233
	F	5 089	7 374
Trades	M	10 421	11 836
	F	6 383	7 667
Non-University	M	9 312	10 864
	F	5 997	7 978
University	M	9 007	7 709
	F	6 190	6 498
Total	M	$8 195	$10 310
	F	5 196	7 299

Source: G.E. Priest, "Aboriginal Youth in Canada: a Profile Based Upon 1981 Census Data", *Canadian Statistical Review*, September, 1985, p. xvii.

grade eight. Urban schools distance them from the social and cultural realities of their homes. At school they are definitely a minority group and feel alienated from their white peers. What they learn has little relation to the environment where they grew up and to which they look for work. If they do return to the reserve, they often find they have lost touch with their culture and language. They are "between a rock and a hard place" with nowhere to go.

> *I have often said that an Indian student might have gone through the university system for five or six years and received a degree, but by the time he has gone through that process, he has become so divorced from the realities of the reserve of Indian life that it is questionable as to what value his education has had.*
>
> **Blair Stonechild,**
> Head of Department of Indian Studies,
> Saskatchewan Federated Indian College.
> Transcript; Regina (5:64), May 23, 1985

Since such a low proportion of Native young people finish secondary school, it is not surprising that only about 7% of 20 to

24 year olds have attended university. Again, this is compared with about 20% of non-Native youth.[1]

Although the situation is far from optimistic, there have been recent initiatives in the areas of education to give hope to an otherwise hopeless state of affairs. In the Okanagan region of British Columbia, Native people conceived a curriculum which accurately reflected Native culture, history and language. It has been in use since 1983. Similar initiatives to develop a Native Indian curriculum are underway in Saskatchewan. At the University of Toronto, a new program has been established to encourage and support participation by Native persons in educational programs leading to health-care careers. The University of Alberta has also started an Indian Studies program. The Saskatchewan Indian Federated College, which we visited over the course of our hearings, offers degree and diploma courses in Indian Studies as well as in traditional areas of concentration. In addition to providing courses in Indian Studies, the Saskatchewan Federated Indian College is located on a reserve. This in itself reduces the chances of students' alienation from their culture. Programs such as these mean that more and more Native people *want* to get an education. The result has been a dramatic increase in the sense of self- esteem among Native people. Some of them feel as if they are worth something for the first time in their lives.

> *I'm going to university now. I'm taking an Education class right here on the reserve. I never thought I'd ever go to university. Wait. I have my papers in the truck. Look here — B+ for this paper. My professor says I'm very articulate. I love it. After all these years I realize I do know something. It's a good feeling.*
>
> **A Grandmother,** quoted in
> Saskatchewan Indian
> Federated College Journal
> Vol. 1, no. 1 1984:4

> *This type of institution gives the student an opportunity not only to get an education but one that is meaningful to the type of lifestyle that they would look forward to. Nowadays it is really the in thing to get a good education among the Indian people and a profession.*
>
> **Blair Stonechild,**
> Head of Department of Indian Studies,
> Saskatchewan Federated Indian College.
> Transcript; Regina (5:66), May 22, 1985

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[1] Priest, p. xii.

We recommend that curricula and Schools of Native Studies be developed by Native people to accurately reflect the historical, cultural and linguistic contributions of Canada's First Nations. Native courses and curricula should be adopted in schools across the country.

We commend the initiatives undertaken in Central and Western Canada to establish and provide appropriate education for Native Canadians. At the same time, our Committee recognizes a need for similar initiatives in Eastern Canada.

Despite advances in the area of education, funding remains a problem. At the primary and secondary levels, the federal government provides funding for education which is not, however, the education which is most appropriate for the Native children. At the post-secondary level, the situation is less clear-cut. While the Department of Indian and Northern Affairs is responsible for Native concerns, post-secondary education is under provincial jurisdiction. Both federal and provincial governments feel it is the other's responsibility to finance post-secondary education for Natives. Our Committee believes that the problem confronting Canada's Native people is far too severe to be lost in jurisdictional disputes.

Employment and the Labour Market

How can aboriginal youth play an effective role in shaping the future of Canada when they face annihilation in one form or another?

Chris McCormick,
Vice President, Native Council of Canada.
Transcript; Ottawa (18:87), September 11, 1985

If Native youth have little opportunity for acquiring education and training, it follows that their chances of finding a job remain low. Discrimination in urban markets, inadequately-targeted employment programs, lack of training and lack of job possibilities in the rural areas where they live are all major barriers to gaining employment. For Native women, who have children at an early age with virtually no day care facilities, the problem is more acute. Table 4 shows comparative unemployment rates for Native and non-Native young people for Canada as a whole; regional rates are *much* higher.

TABLE 4

Rates of Unemployment for Native and Non-Native Youth

	Rate of unemployment	
	Males	Females
Native Youth		
15-19 years	27.4%	28.5%
20-24 years	19.5	19.7
Non-Native youth		
15-19 years	14.9	15.9
20-24 years	11.3	11.4

Source: G.E. Priest, "Aboriginal Youth in Canada: A Profile Based Upon 1981 Census Data" *Canadian Statistical Review*, September 25, 1985, p. xvi.

> ***Meaningful employment for aboriginal youth is illusory. The various make-work projects through Canada Works and Youth Summer Employment are short term and dead-end in nature. . . Our unemployment rate varies from 40 per cent to 90 per cent, with our youth taking the brunt of the burden.***
>
> **Chris McCormick,**
> Vice President, Native Council of Canada.
> Transcript; Ottawa (18:90), September 11, 1985

Native females have higher unemployment rates than the males, perhaps due to childrearing, the shortage of day care facilities and the lack of clerical and service jobs in rural areas. Many have no income or are dependent on government transfer payments. Among Status Indians aged 20 to 24, 24.6% of females and 19.0% of males depend on these payments for income, compared to 7.7% of non-Native females and 5.7% of non-Native males of the same age group.[1]

Average income increases significantly for Native youth with more schooling or training for a particular skill or trade. For Native males with less than grade nine, average earnings are 67% of those of a non-Native male with the same level of education. Native females with this education earn 73% of their non-Native counterparts. These differences may be due to discrimination or geographic location (58.2% of Natives aged 15 to 24 live in rural areas where job opportunities are scarce, compared with 22.3% of non-

[1] Priest, p. xvi.

Native youth). Labour force activities for males are concentrated in manufacturing, construction and transportation. Females are highly segregated in the service and trade sectors.

Government Relations

There is clearly a need for providing Native peoples with the socio-economic backing to preserve and enhance their culture and language. Currently, government transfers to the Yukon and Northwest Territories amount to $9,349 per capita. Total per capita expenditure for the rest of the provinces is $3,134.[1] Despite the fact that the government spends three times as much money in the North, socio-economic conditions are shockingly poorer than elsewhere in the country. Infant mortality, access to physicians, health and day care, life expectancy, alcohol abuse, housing conditions and employment opportunities are areas which demand immediate attention.

Our Committee believes that new approaches to the economic and political problems of Native people are needed and that these must be conceived and carried out by Native Canadians themselves. First and foremost, the question of land claims and treaty rights must be settled. In addition, we must ensure that social infrastructures receive the financial support they require.

Progress in the areas of education, employment, equality rights and cultural heritage cannot be made until this basic issue is resolved. The improvement and maintenance of housing, schools, roads, social services and water supply are essential to the well-being of Native Canadians.

Native communities know what is needed and how to best establish the necessary programs.

> *Many people here in Canada... do not know what self-government is: they are afraid of self-government. They think we want our own money system, sovereignty, our own armies and our own police forces. That is not what we mean by self-government. Self-government will give us the right to build our own schools, our*

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[1] Canada, Department of Indian Affairs and Northern Development, *Canada's North: The Reference Manual*, 1984.

health centres and our homes. It gives us the right to economically provide jobs for our own people and to educate our own people.

Kevin Daniels, Chairman,
Association of Métis and Non-Status Indians.
Transcript; Regina (S:45-5:46) May 22, 1985

Our Committee shares the view that the people of Canada's First Nations must be encouraged to identify the kind of structure to govern their own affairs within our existing system. We understand that the complexity of these issues necessitates continuing negotiations between Native and non-Native representatives. Because of its regional base and its mandate, the Senate could serve as an effective vehicle for such a process.

Our Committee recommends that a Standing Senate Committee on Native Issues be established with ex-officio members from the First Nations. As a first item of business, this Committee should clarify the situation of young Native people and define the opportunities which now exist and can be created for young Canadians in both the First Nations and non-Native communities to further a peaceful process of change.

In this way, we join with those who have worked to bring an end to decades of suffering and hardship so that Native Canadians may enjoy the level of equality, dignity and self-esteem deserved by all Canadians.

3

The Transition From School to Work

Introduction

Whatever Canadians believe its purpose to be, they continue to believe that education is very important. That is to say, Canadian parents may not agree on how schools should be organized, or on the rights and privileges of parents, children, trustees or teachers, but they have faith that "education" is a good thing. However, even the people most committed to education as an end in itself want their own children to be prepared for the labour market. Even the young Canadian who is not focused merely on getting a job has a growing sense of insecurity if he or she cannot see an opportunity for employment at the end of the road.

> *I think there is a great dissatisfaction with the system . . . We are not preparing them to live in a world that can cope with change and complexity; we are not preparing them to deal with moving into a workplace where the technology is changing . . . I don't think they see the education system as a helpful tool at all.*
>
> **Thomas Coon,**
> Chief Executive Officer, YMCA.
> Transcript; Halifax (9:105), June 4, 1985

During the industrial age when the public school system was developed and mandatory schooling emerged as a major public policy, school was designed to fill the needs of industrial employers. In school, children learned not only to read, write, count and calculate, but also how to fit in with industrial employment practices such as punctuality, conformity with masses of others, respect for authority and following instructions. When they left school and poured out into factories, large-scale offices, hospitals and other institutions which were growing and demanding more workers, young people were ready to learn the necessary skills. It was the person who wanted to take up a solitary career in the arts

or in religion, to farm, or to start a small business who had to change and adapt upon entering working life.

All this has changed. We are leaving the industrial age. As we discuss in the chapter on employment, the computer age requires a different type of preparation for the labour market. There is no more demand for relatively uneducated workers. There are no massive new factories, plants or institutions. Consumers are now demanding more high-quality goods and specialized services. Young people now have to learn more than basic reading and arithmetic, more than the social skills of conformity and punctuality in order to be attractive to employers in today's labour market and information society.

> *One of the main quandaries for the policy-maker in this area at present is to know whether policy should be seeking to deal with a transitional difficulty or a major social transformation. Throughout the 1970s, youth labour market policy was unashamedly designed to cope with what was believed to be a temporary downturn in world economic activity, coupled with a youth labour market bulge.*
>
> *If, indeed, the true contemporary problem is one of transformation rather than coping with temporary or transitional issues, the primary need may be to recognize that fact and to take steps to produce a properly-articulated relationship between school, post-school education and vocational training, and the employment sector.*
>
> **OECD**
> *New Policies for the Young*,
> September 1985, p. 105

Today, employers are looking for a select group of workers. These workers do not necessarily need to have a great many years of higher education but they do need a modern set of attitudes — flexibility, commitment to the product and the job, a willingness not only to see problems but to propose solutions and act upon their own decisions. Workers must be able to see opportunities which will improve the services, respond to the clients' needs, interpret information and analyse difficult situations. So the current school system has to take up a different set of tasks, some of which they have already begun to approach with real creativity.

On the other hand, although we realize that those who appeared before the Committee were not representative of all Canadian youth, our witnesses agreed on one thing: the present school system is not adequate preparation for the modern world.

Many witnesses described to us how school ends suddenly, throwing students into an entirely different world of work.

> *. . . the school system is the only major institution in our society which has the mandate to reach all youth, give them basic academic and life skills and prepare them to enter the world of work. . . Some have charged (the system) with being out of step with changing times and not preparing students to cope with social, technical and economic change.*
>
> **Children's Aid Society,**
> Metropolitan Toronto
> Brief to the Senate Youth Committee

> *Talk about false hopes. I have been in the school system for 12 years, going on my 13th year, and I have kept up a good average. But school does not mean anything to me.*
>
> *There are two worlds, the school world and the work world. School does not prepare you to be a worker in society. Out there is a whole new, different ball game where you cannot get to first base without experience.*
>
> **Diane Tiber,** Member,
> Boys' and Girls' Club of Cole Harbour.
> Transcript; Halifax (9-86), June 4, 1985

While curricula, programs and courses at elementary, secondary and post-secondary levels vary from province to province and board to board, certain issues relating to the goals of education recur consistently across the country, confirmed by evidence from briefs we received as well as people we met in our travels. The battle between "generalists" and "specialists" rages on, regardless of provincial boundaries and political colours. Generalists maintain that the ultimate goal of education is to provide students with knowledge, reasoning skills and understanding so that they may become self-sufficient, responsible members of society. Curricula should, therefore, emphasize English, French, mathematics, science, and social studies. Specialists, on the other hand, feel that courses at the secondary level should be geared toward labour market demand and, thus, should provide specific technical skills. In this way, graduates can be best prepared for entering the world of work. Our Committee believes that the two points of view can be successfully integrated, to the benefit of young people in the system. One witness before the Macdonald Royal Commission put it this way:

> *Of course the two points of view may be not irreconcilable: to raise the question of training or of vocational as opposed to basic*

training with generalists or specialists is (to start) a pointless argument. Sound basic training is a necessity for enabling anyone to profit from training in a special field. Similarly, worthwhile vocational training is only possible to the extent that its recipient has a good general grounding. If there is an important objective to reach, it is that of developing these concepts of training and education that complement each other.

Monique Simard, Macdonald Commission Report,
Montreal, May 30, 1984, p. 736

While it is the responsibility of schools to prepare youth for the next stage in their life in the work force, they must do it in a way which balances practical and more general preparation. Unfortunately, the effect of many curricula is to polarize students. Academic courses serve the "achievers" and the 33% most likely to continue their schooling in post-secondary institutions. Specific skills training meets the needs of those who have already decided that they wish to pursue a certain vocation. For those who are somewhere between the two, the scenario is not as promising. They see little relevance in the courses they are taking as they lead neither to a guaranteed job nor to higher education. These students become bored, discouraged, disillusioned and therefore leave school. This is the group of young people who need an additional effort on our part, both before they drop out and once they have done so.

Many witnesses told of the problems of the illiterate in Canada. Others told us of never having learned to read or write in school. Some spoke of the severe difficulties faced by those with learning disabilities or other kinds of handicaps as they grow up and try to enter the labour market.

There is no question that there are cultural differences in Canada which are not accommodated in our ideas of what public education is. We have known for years that this is true for those who speak a minority language. A particularly dramatic case is that of the Inuit, Dene, Métis people in the many communities of Native Canadians all across the country. But equally difficult in some respects is the plight of the immigrant child or the child of immigrant parents who are not acculturated to Canadian society.

There are socio-economic differences which have not diminished, although there have been several generations of much easier access to school and post-secondary education. These differences are reflected in attitudes toward education. Do parents

think their children need schooling? How much? For what? Do young people feel their education is relevant?

> *School is always seen as the route to happiness, if part of being happy is having a job. In actual fact, the perception of school by young people as being a viable place to be is ending. Young people do not feel that school is offering them what they have been promised. It is certainly not offering them jobs . . . School is not encouraging involvement in the community or involvement in a realistic way with each other. School is seen as a way to get some place. Young people, being honest, creative and spontaneous, are not really responding to that in the ways our generation or previous generations have.*
>
> **Brent McKinnon**, Director,
> Inner City Youth Project, McMan Youth
> Services. Transcript; Edmonton (6:57), May 23, 1985

> *First young people must learn to live with change. Second, they must learn to see change coming. Third, they must know where to find information and how to organize and interpret it. They must know how to use any available technical methods, to be as efficient as possible and participate in an active way in the development of our economy.*
>
> **Pauline Lavoie**, Coordinator,
> Laboratoire d'outils de gestion étudiante au Québec.
> Transcript; Montreal (14:10), June 18, 1985

The Co-Ordination of Educational Qualifications

The Canadian division of powers between the provinces and the federal government leaves schooling in the jurisdiction of the provinces and the funding for post-secondary education to a complex arrangement between the two levels of government. Thus, there is no federal Minister of Education, no direct mandate, and no "national" idea of education. The Committee recognizes this jurisdictional division and, because we intend to propose only the possible, we do not suggest a reallocation of powers.

We recommend that a National Task Force on the Co-ordination of Educational Qualifications be established, composed of Ministers of Education from the provinces and territories and a federal representative, to co-ordinate educational qualifications and entrance requirements at both the secondary and post-secondary level across the country. Since educational qualifications and entrance requirements can only be co-ordinated if educational goals

are similar, our Committee hopes that the Task Force would seek to establish such goals, in co-operation with educational establishments.

Proposed Task Force

Why do we recommend another Task Force?

Young Canadians and their families are more geographically mobile than ever before and all projections indicate they are likely to become even more so. When they leave school young Canadians need to be able to use their qualifications across Canada and abroad. This means they need easy recognition of their skills and accomplishments by university and college admission officers and employers. At present, certification which stops at a provincial boundary is a major deterrent to well-qualified and highly-motivated workers who wish to move to another province and who may have skills which are in demand there. This form of protectionism within Canada serves less important interests than the need to allow the free flow of Canadians throughout the country. We also feel that teachers, employers and government planners need some impetus to instil a better national understanding than currently exists about the various provinces' curricula, programs and certificates, skilled training and levels of competence. This can be accomplished within the current division of powers in the Canadian constitution; the federal jurisdiction can freely co-operate with the provinces and territories to ensure that the various systems of training and employment are well understood across this country. In addition, greater international competition for workers in many occupations means that Canadians increasingly need recognition of their qualifications.

The Task Force would hold public hearings to listen to young Canadians, parents, teachers and interested parties on the problems arising from provincial differences in education systems. In particular it would:

1. Address the problems of young Canadians, such as children with a parent in the Armed Forces, whose schooling takes place in more than one province. We would urge the Task Force to examine means for easing the problems of these students so that they could receive an education without significant gaps, and one which would permit entry into a variety of post-secondary educational institutions and

programs. Furthermore we propose that the Task Force should make concrete proposals which could be implemented in each province and territory.

2. Examine the problems of secondary school graduates who try to enter job training/apprenticeship or post-secondary educational systems across jurisdictions. We believe that young Canadians should have maximum ease of entry and not be prevented from entering a program in another jurisdiction simply on the basis of where they received qualifications. Furthermore we propose that the Task Force examine and make recommendations concerning the transfer of credits and the systematic and regular upgrading of the kind of information used by universities, colleges and other programs in selecting and admitting students.

3. Examine the possibility of identifying a predictable core of courses and levels of study which would allow employers to be assured that wherever a student had graduated from a secondary school he or she would meet acceptable standards of literacy, numeracy, communications skills and basic knowledge in other fields.

4. Attempt to lower the barriers to the inter-provincial movement of Canadian workers by looking at certification programs and training systems of all kinds (high school, apprenticeship, and teacher training). It should assess the relative nature of those certifications in the eleven jurisdictions and recommend ways of informing those entering the programs of how their qualifications will be accepted throughout Canada. In addition, where possible the Task Force should make recommendations for bringing qualifications into line with one another so that provincial barriers to the movement of workers will be minimized. Where desirable, it should recommend national qualification standards and ways of making provincial education statistics more comparable.

5. Consider the qualifications which Canadian graduates of our educational institutions can use in seeking work or advanced degrees outside Canada and consider the comparability of qualifications received in other countries. In addition, the Task Force should consider the qualifications brought to this country by immigrants and temporary

workers, whether skilled, unskilled or highly qualified, and their relationship to Canadian skills.

These tasks should be concluded to the best of the ability of the members in a two year period in order to help with the speedy labour market adjustment of young Canadians in Canada.

Problems With the Current System of Education

> *The purpose of education has changed from developing young minds to simply processing information. Teachers have no time to initiate creative projects because they must teach from a specific curriculum. Students become frustrated with meaningless exercises and gradually forget how to think for themselves. We may be crippling these future adults by not teaching them analytical skills, keeping them forever dependent on the viewpoints of others and (keeping them from learning) how to make judgments based on logic. Because young people are not taught these skills, they often feel powerless and isolated within society. These are pretty chaotic times.*
>
> **Heather Findlater,**
> Youth Centre Manager, Club California.
> Transcript; Ottawa (19:21), September 12, 1985

Schools have been the focus of dissatisfaction for many years. Each group in the system tends to blame the others for its failure to satisfy the needs of students, parents, employers or teachers. Each seems to feel helpless in the face of social and economic changes, demographic and cultural changes, technological demands and the basic dilemmas of growing up, growing old and growing tired. Certain issues which were described to us, however, provide some avenues for easing the difficulties.

Students expressed a very wide range of interests, abilities and levels of motivation. They seem to want a school system which provides them with a social context but also with a more individually-tailored learning experience. We were impressed by what we heard about co-operative education in the secondary schools as well as the universities. We see this as an important way of responding to many of the problems raised by students.

Many community workers pointed out that some young people are struggling to cope with various learning disabilities. It appears that the school system could work more closely with a variety of

professionals, para-professionals and community workers in programs which combined classroom learning with acquiring life skills in the community. In addition, it is clear that illiteracy is a major problem for our country, particularly for our young Canadians facing a world in which jobs which do not require the ability to read, write and calculate have all but disappeared. More individual tutoring, more assessment at an early age and more rehabilitation is urgently needed in many settings, including the schools.

A. Illiteracy

A lot of kids we work with have the writing ability of someone who is in grade three or four. I am talking about the group I am running as 14-, 15- and 16-year olds. They probably could not fill out an application, would never even attempt to fill out a résumé . . . there is no way that they even want to, let alone are going to.

K. Hood, Councillor,
Community Youth Involvement, City of Edmonton.
Transcript; Edmonton (6:74), May 23, 1985

The education system is not suiting the needs of many people, particularly those who end up barely able to read or write. Many think that they are graduating with a grade 10 or 11 education but when they are sent for testing in order to enter a Canada Employment Program they find that their education is of grade six or seven level. Somehow the reality of the situation has to be rectified. Personally, I think it would be of far more benefit if we increased the apprenticeship programs.

Mr. Harold Crowell, Director,
Department of Social Planning,
City of Halifax.
Transcript; Halifax (9:21), June 4, 1985

As the committee travelled the country, we heard that not being able to read and write is the biggest single problem of people of all ages, as well as being the one which has the simplest solution. From the West to the East, people complained of the lack of basic literacy as a problem which begins in elementary school, is perpetuated throughout adolescence and continues into adult life.

Statistics Canada does not calculate illiteracy rates for Canadians in the way that the United Nations does for developing countries. In the third world, illiteracy is usually defined as the lack of formal education or the inability to read or write. Since schooling in Canada is compulsory until age 16, all young people

TABLE 1

Percentage of the Canadian Population Not in School Full-Time Who Have Elementary Schooling or Less, 1981

Population 15 and over	22.3%
Population 15-24 years	7.1
15-19 year olds	10.5
20-24 year olds	5.8

Source: Statistics Canada, *School Attendance and Level of School*, Cat. 92-914, Volume 1, 1984, p. 2-1; Minister of State for Youth, *A New Statistical Perspective on Youth in Canada*, Ottawa, 1985, p. 280.

(unless ill or handicapped) must undergo some formal education. But educators generally agree that having less than nine years of schooling can be called "functional illiteracy" — the inability to function in a society which requires a certain level of education. Table 1 shows that young people are much less likely than older Canadians to have only elementary education. However, many educators are finding that today's youth are reaching high school without the basic skills they should have acquired in the younger grades. In other words, the education system is not teaching young people what it purports to teach.

Among those who expressed their views on the problem of illiteracy were representatives of staff and students at Frontier College in Toronto. Frontier College has been providing literacy programs (including individualized instruction in reading and writing) for adults and early school leavers across Canada since 1899. The college has been particularly successful in reaching geographically-isolated communities and disadvantaged segments of the Canadian population. It recognizes the devastating effect the inability to read and write has on youth who, because of their age, already find it difficult to enter the labour force.

According to Tracy Carpenter, Coordinator of the Independent Studies Program at Frontier College, it is possible to solve this problem of youth illiteracy. She and her colleagues appeared before our Committee in Toronto last June and detailed several of their nation-wide programs to combat illiteracy. Their approach centres on one-to-one peer tutoring and volunteer models.

> *By and large, the people who come to our college are adults. That is, they are 16 years of age and over. They are out of school; they do not have the skills of reading and writing that they need to survive*

in our society, which is currently defined as a minimum of grade IX level. Many of our students have been through the special education circuit in the regular school system. They have been in segregated classes; they have been labelled any number of things from mentally handicapped to dyslexic, slow learners, physically handicapped or whatever. Some of the people who come to us have had other kinds of conflicts in their lives, either conflicts with the law or conflicts with their families. Some people come from rather impoverished backgrounds. The common denominator for the people whom we are serving is that they are disadvantaged in at least one way and that manifests itself immediately in the form of not being able to read and write.

Tracey Carpenter, Co-ordinator,
Independent Studies Program,
Frontier College.
Transcript; Toronto (15:16-17), June 20, 1985

Clearly, Frontier College is recognizing and meeting a need in the area of literacy and job readiness training, as stated by program participants present at the hearings:

The reason why I was in this state was because I was low in my reading and spelling. I could not spell and I barely could read, and teachers were not willing to put forth the time to help me. I was having difficulties at work with reading and writing and, because of that, I was not able to fulfill the tasks I was given. They approached me about private tutoring and I liked the idea, so I started tutoring and ever since I have been tutored, the program has helped me to read better.

Leonard Heinekamp Student,
Independent Studies Program,
Frontier College.
Transcript; Toronto (15:18), June 20, 1985

Additional programs include labourer-teacher program in which university students work on rail gangs during summers and offer tutoring in the evenings. The College has also launched a "Beat the Street" program of volunteer tutors who go to the streets and seek out those who have left the school system because they do not feel comfortable in a classroom or group situation. One-to-one tutoring seems to meet the needs of a large number of young people. In response to this need, the College is promoting a national "Right-to-Read" campaign across Canada to help even more people acquire the skills to become more fully integrated into society. Our Committee recognizes and applauds the work of Frontier College.

Our Committee endorses the recommendation for a national campaign to combat illiteracy.

B. Learning Disabled Youth

The Canadian Association for Children and Adults with Learning Disabilities defines a learning disability as a problem with handling or processing information because of inefficient functioning of the central nervous system. It does not imply mental retardation. Learning disabilities are unique to each person and may include the inability to do mathematics, to write and to read. There may be problems perceiving and processing sound. Motor activities and visual perception may also be affected. The Association told us that learning disabilities affect 15 to 20% of our population.

Early identification of disabilities, followed by proper treatment are essential in helping a young person with these difficulties to avoid becoming frustrated and discouraged. If a young person lacks reading or writing skills, finding a job or pursuing post-secondary education may be impossible. With better training and employment counselling, young people with learning disabilities can meet their potential and contribute more fully to society. Parents, educators and employers also need information about learning disabilities. On a more personal level, many learning disabled youth have difficulty acquiring increased responsibility and independence and often must be taught to solve problems and gain self-esteem.

C. Physically Disabled Youth

There is a big accessibility problem. Take, for example, the library (at Algonquin College); there is an elevator to get from one level to another but that elevator is so small that I have to take off parts of my chair to be able to get up and down, which means that if ever there was some kind of an emergency, I would be stuck either up or down.

Michel Pigeon, Participant,
Adolescent Program,
Royal Ottawa Rehabilitation Centre.
Transcript; Ottawa (17:102), September 10, 1985

The disabled are not supposed to try to get to places between the hours of 2:30 and 5:30 p.m., those hours being designated as rush hours. The transit service does not like to take people anywhere

then. They take people back to their homes, but do not like to take people to appointments. The same applies during the hours of 7 a.m. and 9 a.m.

Karyna Laroche, Participant,
Adolescent Program,
Royal Ottawa Rehabilitation Centre.
Transcript; Ottawa (17:103-104), September 10, 1985

Over the past 20 years, many services have been put into place to help disabled people overcome some of the barriers they face. Speech therapy, social work and psychological treatment have become more available, but such services remain scarce outside larger urban areas.

The accessibility of services, housing and transportation are three of the major problems facing disabled youth in Canada, preventing their integration and participation in society as well as their getting an education or a job. When a young person is cut off from community activities because of inadequate transportation or inaccessible buildings, his or her social development suffers. Moreover, emotional growth toward independence is hampered by an imposed reliance on family members.

Ontario, Saskatchewan, Newfoundland, Quebec and Nova Scotia have desegregated the education system to allow those with "special needs" to remain in the mainstream. In addition to such changes, there must also be changes of attitude so that the disabled child or youth does not experience further feelings of isolation and rejection.

Far from having equal opportunities for future housing, training and employment (the choices of disabled youth) are narrow and prevent him or her from accomplishing the developmental tasks of adolescence.

Margaret Nelson,
Royal Ottawa Rehabilitation Centre,
Brief to Senate Committee on Youth

Michel Pigeon and Karyna Laroche, two physically disabled young Canadians, shared with us their concerns and recommendations for improving the situation of handicapped youth. They urged us to endorse the Obstacles report on the handicapped and asked for implementation of its remaining recommendations. They stressed the need for subsidized attendant care in order to allow young people to live independently, despite their physical

disability. They outlined the need for improved transit systems and accessibility to buildings, without which they cannot hope to participate in society.

Our Committee believes that the remaining recommendations of the Obstacles Report on the disabled should be carried out and efforts be made to recognize the special needs of handicapped and learning disabled youth.

D. Education and Young Women

Another thing that is emerging is that women face a much more complex choice than do men. In fact, the career choice problem for women stretches over a decade and a half because it is inextricably interwoven with the decision to have or not to have children. This is very clear in terms of high school counselling. The type of high school counselling that has to be provided is more complex for women than for men. If a woman at the age of 18 decides, irrevocably, not to have children, her problem is, aside from the sexual discrimination that exists, substantially the same kind of process as it is for a man. But many women, especially in their late teens and early twenties, are constantly flipping between a career choice and a marriage choice. That decision can often extend into their early thirties. Of course, once they get married there is a decision on child timing, which becomes an important problem.

Greg Mason, Professor,
Institute for Social
and Economic Research,
University of Manitoba.
Transcript; Winnipeg (4:88), May 21, 1985

Throughout the world, the educational levels of women remain lower than those of men. Illiteracy is far more predominant among young women than young men, especially in rural areas of developing countries. Without basic skills such as reading and writing, many young women enter low-status jobs in their adolescence or look for an opportunity for early marriage to gain recognition as an adult. The percentage of young people enrolled in school has risen in most countries. Yet discrepancies between males and females are still apparent, as Table 2 indicates.

Before the Second World War, young women in Canada were more likely than young men to complete high school. However, more men than women continued their education beyond the secondary level, despite the fact that women in elementary and secondary levels generally receive higher grades than men

TABLE 2

Percentage of 18-23 Year Olds Enrolled in School 1980

	Total	Male	Female
North America	50.5%	50.7%	50.4%
Europe (including USSR)	27.4	28.3	26.5
Latin America	22.2	23.5	20.8
Asia	10.3	13.9	6.5
Africa	7.9	11.0	4.9
Arab States	15.7	20.6	10.6
Developed Countries	32.0	33.6	30.8
Developing Countries	11.2	14.2	8.1

Source: Extracted from UNESCO, *Statistical Yearbook 1984*, Paris, 1985, p. II 36-37.

(Ambert, 1976:98). During the 1950s, educational levels rose faster for men than for women. More recently women have entered higher education in increasing numbers, especially at the college level and in part-time programs at university.

Enrolment figures from secondary and post-secondary institutions indicate that, when they have a choice, males and females often choose different sorts of courses and programs. Despite the fact that teachers and counsellors have tried to encourage more girls to enrol in science and mathematics courses, which would allow them to make a wider variety of occupational choices after graduation, students implicitly indicate that some courses are still labelled as more appropriate for one sex. High school and college women are still more likely than men to study languages, literature, typing, home economics and social studies, rather than science, mathematics or industrial arts. In the past few years, however, this trend has been changing for certain programs. Girls seem to have become more aware of the opportunities in business, mathematics, computer science, medicine and law. Some of this may be due to systematic campaigns by teachers, guidance counsellors and status of women advisors, based on research from such organizations as the Canadian Advisory Council on the Status of Women and the Science Council of Canada.

E. Changing Expectations of the System

Teachers (as well as other occupational groups who work for young people) do not feel that they are getting the best out of their

students or the system. We realize that the increase in classroom size, ethnic diversity of students, budget constraints, inflexible curricula and high unemployment for young people mean that teachers and counsellors have an especially difficult job fulfilling the traditional expectations of their profession. As well, teachers often need to take additional courses to give themselves more job security in an uncertain job market. All these factors make the profession very stressful and a major focus of discussion in the teaching community is "teacher burn-out".

Isolated inside the schools by the current systems, many counsellors are not able to keep up with the changes in the post-secondary education or the labour market. Although they may have frequent contact with employers' associations and government agencies which forecast demand and study changes in skills and training systems, school guidance counsellors are outside the "real" world of work. They are caught between the demands of parents and students and their work in the school system. Guidance counsellors and teachers across the country complained to us of lack of funding, inadequate training and the low quality and accessibility of available services.

Our Committee is sympathetic to the responsibilities and changing working conditions of teachers and counsellors and believes that their situation should be examined closely and realistically. Teachers need leave on a regular basis for the purpose of upgrading their skills, reassessing their own performances as teachers and learning in direct ways about the economy in which students have to perform. In the chapter on employment we elaborate upon a method which we believe would help both community workers and teachers to accomplish these objectives. However, we appeal to the teaching profession to give major attention to the changes in society and find valid answers to the question: Are the goals and techniques of teaching, as now defined, suitable for the world of today and tomorrow?

Parents are in a particularly difficult situation in this generation. The very skills which may have brought them success in the labour market of the 1960s may not be valuable in the labour market their children now face. Brought up to believe that having a job was the definition of security and success, they are sometimes very unforgiving of their children who are unable to find work and who may live at home. Living in a world whose rules have changed, parents are under stress themselves to make a living. Often one

parent finds himself or herself alone supporting children after the break-up of the marriage. Sometimes parents are also looking after their own elderly parents in this era when a longer life expectancy brings added pressures to the taxpayers' generation. Many parents cope with these changes but others cannot. In particular the school is seen as "not doing its job" if children cannot find work or do not conform to the parents' expectations of how young adults should behave. Co-operative education might be a help to parents as well as students by easing the transition from school to work and reassuring parents that their children do have work skills.

Employers are also under stress. Many are unsure of how or what students are taught in school and need to be brought into the picture earlier. Organizations such as the Industry-Education Council/Hamilton-Wentworth can be helpful in this regard. In the chapter on employment we have recommended the establishment of Youth Action Councils which could serve purposes useful to employers as well as community agencies.

Co-Operative Education and Guidance

> *There is presently a lack of communication between education, business, and government. We endorse the position that there is a need to expand Co-operative Education programs in secondary schools across Canada . . . If the skills necessary to gain and retain employment were developed in the school system, fewer youth would be without relevant employment skills. Why train for skills when there are few jobs available? These skills can be applied as an avocation even in times of economic restraint. We must, however, avoid training for jobs that are becoming obsolete.*
>
> **Keith Coviello,**
> Cooperative Career Work Education Association of Canada.
> Brief to Senate Committee on Youth

As suggested above we believe co-operative education — combining classroom teaching with on-the-job work experience — could be useful to all the parties in the educational system and help Canadians to adopt the modern attitudes the workplace now requires. At both the high school and post-secondary levels of education, the number of co-operative education programs are increasing as schools and communities seek to provide realistic learning experiences for students outside the classroom. On-the-job training is related to in-school courses and allows students to examine potential careers. In addition, students are able to measure their suitability for future employment and to ease the

adjustment from school to work while developing their interpersonal and communication skills as responsible workers. Students are given counselling and may receive wages and/or academic credits for their work. Participants gain an increased access to jobs, employers and experience. Teachers become more aware of the realities outside the school environment. Schools offering co-operative programs are more attractive and practical and, thus, have a high retention rate for students. Evaluations by teachers, students and employers reveal a general feeling of enthusiasm and support for the personal and professional experience gained through co-operative programs. Such initiatives may presage solutions to many of the problems encountered by young people seeking a place in society.

Co-operative education leads to an expanded role for guidance counsellors in linking individual students to particular jobs, evaluating their performance on the job and in school, following up their cases as they enter the labour market and working more closely with employers, unions and planners. In fact, we would suggest that guidance counsellors might become a licensed occupational group deriving their income from more than one source (for example, the school board and the employers or government directly). They would then be able to have access to both "sides" of the employment question, specialize in applied skills of guidance counselling, evaluation and referrals and gain professional independence from some aspects of the school system.

Norman Rowen of the Ontario Institute for Studies in Education suggests that, with respect to guidance courses, orientation should be shifted from voluntary "career" guidance to compulsory "job" guidance courses provided by extensively trained, qualified counsellors.[1] Guidance should include advice on basic courses, career choices, job-search and general life skills. The work of trained counsellors could be complemented by that of peer counsellors, senior students with interest in and attributes appropriate to counselling who might be trained to help their fellow students. Peer tutoring has been used with great success in several Ontario high schools and by Frontier College in Toronto.

The Career and Information Placement Centre was established in Toronto in 1981 by the Toronto Board of Education, George

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[1] Ontario Teachers' Federation, *The School-to-Work Transition*, The Ontario Teachers' Federation Submission to Cabinet, Toronto, 1983, p. 15.

Brown College and the City of Toronto. It was designed to help students between the ages of 17 and 21 to find work and employers to find workers. A liaison person from every secondary school in Toronto visits the Centre, which complements each school's own guidance facilities. Career development workshops, pre-employment training and co-operative education placements are offered with the result that employers are better able to integrate students who have worked with the Centre into positions. In 1983, an average of 113 students registered with the Centre each month, with 24 per month being placed in jobs.[1]

Several witnesses proposed a shift toward well-equipped guidance centres to complement the 450 existing Canada Employment and Immigration Centres. Counsellors at such centres would provide detailed information on basic skill requirements, career and job-related information, and job-search and résumé-writing techniques. They would also provide individual counselling and accurate updates on available positions in the community, region and country. These guidance centres could take the form of kiosks in accessible spots such as shopping centres.

> *We need a lot more co-operative education and people moving back and forth in industry. The same thing applies to our instructors. However, I think that is the way to get industry more involved. If the industry has a stake in that person's future, realizing that although they are paying part of the costs now it will get a major benefit down the road, it will become more involved.*
>
> **The Honourable David Nantes,**
> Minister of Labour and Manpower, Government of Nova Scotia.
> Transcript; Halifax (9:51), June 4, 1985

While recognizing that the provinces have jurisdiction over education, the Council feels that Industry-Education Councils could provide the federal government with a vehicle to provide helpful advice, should the provinces ask for it. The Industry-Education Council/Hamilton-Wentworth favours long-term strategies for innovative programs for students and strengthening of ties between education, government and industry.

The Council was established in 1979 with representation from business, labour, government and education. It is a non-profit corporation, chartered to assist schools to match community

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[1] Ibid, p. 38.

resources with student and teacher needs in an attempt to ease the school-work transition for young people. The objectives are as follows:

- to stimulate and support career education;
- to focus community and school resources on education needs;
- to help students make better career decisions;
- to co-ordinate career education within the region;
- to facilitate the transition of youth from school to work;
- to increase school and community understanding, co-operation and collaboration.

The Council has recently launched an Adopt-A-School program modelled after over 42,000 successful business-school links in the United States. The concept behind the adoption of a school by a business or industry is aimed at getting high school students out of the often-restricted environment of schools and at introducing them to real life experiences in the workplace. In addition to creating more awareness of society for the students involved, those in business and industry take on a responsibility for the younger generation who will, one day, be in positions not unlike their own.

Teachers and people from business and industry should be involved in a mutual exchange of on-the-spot experiences and information in order to better inform youth and themselves about existing opportunities. Co-operative education programs should be encouraged and expanded to involve the greatest number of young people possible.

There are, of course, problems with the co-operative system. Union regulations, Workers' Compensation Board rulings and timetabling constraints all exert pressures on the success of such programs. In addition, not all students are easily integrated into co-operative education, and many universities do not accept "work credits" for admission. Similarly, employers might use students as a form of cheap labour rather than hiring full-time employees. These programs have also been criticized for slotting young people into sex-stereotyped positions. This is particularly true for women,

who are often placed in low paying clerical jobs. We feel that co-operative programs should make every effort to avoid these pitfalls.

A body should be established to offer co-ordinating advice for co-operative education programs provincially and nationally. The Co-operative Career Work Association of Canada could serve as an appropriate mechanism for such co-ordination.

Training, Apprenticeship and Exchange Programs

OECD member countries such as Germany, Sweden and Austria have an extensive apprenticeship system combining on-the-job and classroom training for an average period of three years.[1] These countries have youth unemployment rates well below the OECD level. The success of youth training programs and the severity of the unemployment crisis for this age group in Canada compel us to look more closely at the actions of the European countries that have had success in solving this problem.

The industrial training system has been in place in West Germany for nearly 100 years. Of youth graduating from compulsory schooling, 90% enrol in the "dual system" which combines on-the-job training with two days per week of theoretical instruction for a period of three years. The apprentice receives an allowance and the training is financed by governments and individual businesses. In 1983, there were 1.7 million youth in West Germany's training program. Youth unemployment was 10.8%, roughly half of that of other OECD countries and declined to 8.1% in 1985.[2] In 1983, Canada's youth unemployment rate was 19.9% (compared to 11.8% for all workers) while only about 113,000 youth were involved in apprenticeship programs in this country (Weiermair, 1985:28a).

As in West Germany, the majority of youth in Austria enter an apprenticeship program. In addition to a dual training system (on-the-job and institutional training), Austria offers a variety of programs which prepare young people for work and aim at integrating them into the working world. In 1983, the Austrian youth unemployment rate was 5.1%.[3]

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[1] OECD, *New Policies for the Young*, Paris, September 1985.

[2] Conversation with official from West German Embassy, Ottawa, November 1985.

[3] Conversation with official from Austrian Embassy, Ottawa, November 1985.

TABLE 3

Youth Unemployment for Selected OECD Countries* 1970-83

	1970	1976	1980	1983	Aggregate unemployment rate; youth and adult combined 1984
Australia	2.3	9.8	12.3	17.9	9.9
Canada	10.2	12.7	13.2	19.9	11.8
Finland	3.2	8.5	10.0	11.4	6.1
France	3.2	10.1	10.0	11.4	8.3
Germany	0.4	5.2	4.2	10.8	8.0
Italy	10.2	14.5	25.2	32.0	9.8
Japan	2.0	3.1	3.6	4.5	2.6
Norway	—	5.7	5.4	9.7	3.3
Spain	—	10.7	28.5	38.9	17.4
Sweden	2.9	3.7	5.1	8.0	3.5
United Kingdom	2.9	11.8	15.1	23.2	12.6
United States	9.9	14.0	13.3	16.4	9.5

* See original reference for details about comparison difficulties in the statistics of these countries.

Sources: OECD, *New Policies for the Young*, Paris, September 1985, Table 1, p. 16. OECD, *Main Economic Indicators*, Paris, October 1985, page 18.

In contrast to the enterprise-based system of Germany and Austria, Sweden offers a general, broad and vocationally-oriented education as well as guaranteed work on Youth Teams for all 18 and 19 year olds, and all physically disabled youth up to age 25, for between 4 and 8 hours a day. After the establisment of Youth Teams in 1983, unemployment for young people dropped from 8% to 5.5% in 1984. If we truly wish to reduce unemployment among Canadian young people, we cannot afford to overlook the successful examples of these countries.

> *We . . . believe there should be exchange between institutions and business, especially exchange of experience so young people will take a broader view of the reality surrounding them when they enter the labour market.*
>
> *For this reason, we propose adding a program of practical training to college and university curricula. Although we are aware the federal government is not directly responsible for education, we are making this suggestion anyway, because we believe it must be raised as a principle of education. We believe that a training*

program or co-operative system would give young people an ongoing awareness of reality. When they do enter the labour market, they will be much better prepared to deal with that reality. They will already have experience and therefore be more likely to land a job.

Pauline Lavoie, Coordinator,
Laboratoire d'outils de gestion étudiante au Québec.
Transcript; Montréal (14:7-8), June 18, 1985

Apprenticeship programs tying trade students to specific jobs within industry are another option. However,

The industries which have apprenticeship programs are often the industries which are in decline in North American society. While we may have a successful model there for a subset of young people, that subset may be declining in that the jobs which they are being trained for may be slowly disappearing and moving out of the country.

Harvey Krahn, Professor,
Department of Sociology,
University of Edmonton.
Transcript; Edmonton (6:85), May 23, 1985

In Canada the application of apprenticeship and training is in no way uniform. This is not simply a question of provincial boundaries but also of economic opportunities which are very different in many parts of the country. In areas of high and long-term unemployment, we met young Canadians who had been through a variety of training programs. They had skills but no jobs and none were likely to be available. Training, therefore, was no longer training but simply a way of gaining some money and putting in time while waiting for full-time work. This is why we have recommended that the training system in Canada be examined by the proposed Task Force on the Co-ordination of Educational Qualifications to see whether it develops a set of generic skills leading to employment. Many young people may have to migrate to jobs or adapt very quickly to changes in employment demand, especially those deriving from technological innovation.

Young people should be able to receive training and the accompanying allowance without being disqualified from Unemployment Insurance or welfare benefits. Once the training period is over and until full-time work is found, young people should be eligible to continue to receive these benefits without having to re-apply. This could only continue for a limited length of

time as we do not wish to encourage a cycle of training / social benefits /training and so on.

Our Committee recommends that the federal and provincial governments examine the possibility of using the money that would otherwise be paid out as Uemployment Insurance benefits and welfare payments to subsidize the wages of previously unemployed young people when they accept apprenticeship or training positions within business and industry. Such a scheme would represent an added incentive for unemployed young people to receive training without giving up the economic security provided by Unemployment Insurance or welfare.

There are currently hundreds of cultural, training and educational exchange programs operating through governments, educational institutions, and non-governmental organizations, both at the provincial and international level. These programs allow young people to visit different parts of the province, country or world, to appreciate a different lifestyle and culture, and to learn a new language. In this way, they provide invaluable and enriching experiences. Existing exchange programs at the provincial and federal levels could be expanded and co-ordinated. Goals and standards common to all programs could be identified by communitites and co-ordinated at the national level, to ensure quality and continuity of programming. We propose a method of co-ordination in the following chapter.

In order to facilitate these exchanges, we urge transportation companies to offer young people reduced rates when on exchange programs. Government-controlled companies could take the lead in offering this reduced rate. This would represent the contribution of the federal government to promoting and encouraging exchange programs.

Our Committee recommends that government-controlled transportation companies offer reduced rates to young people on exchange programs, and urges other transportation companies to do likewise. These exchange programs should be co-ordinated at the national level, recognizing identified goals and standards.

Post-Secondary Education

While post-secondary education is largely paid for from federal funds, it is exclusively planned and controlled provincially. Yet for young Canadians, college and university education is far more a *national* resource than other levels of education. Young people and university groups talked to us about access to post-secondary education, the contents of their courses, gender differences in course selection, tuition fees and the problems of foreign students. In this section, we have dealt only selectively with these issues and have attempted to put the concerns of those who spoke to us or submitted briefs into context. Some historical background to the state of post-secondary education will provide this context.

During the 1960s and early 1970s, the post-secondary system in North America expanded rapidly. In Canada, new colleges and universities were built to educate and train more people for the expanding labour force. These new institutions and the older more established ones drew from a broader base of students, including more women and more young people from poorer and immigrant families. Generous student loans and grants enabled those from poorer families to receive an education and repay the government later. The vast majority of university students, however, still come from better-off families.

The trend for women to enrol in college or university has been dramatic from the 1960s to the 1980s. While 38.4% of post-secondary students were female in 1961, 50.8% were female in 1984.[1] Women's enrolment has particularly increased in medicine, law, business administration and veterinary science programs.

Since the late 1970s, however, post-secondary institutions have been forced to cut their budgets. Costs of salaries, equipment, maintenance and capital expenditures increased to such an extent that funding is now being reconsidered. Universities and colleges have cut back teaching staff, increased class size, reduced support staff and lowered levels of maintenance and purchases of new equipment. Yet, for many institutions, enrolment has remained high, perhaps because of continuing high rates of unemployment. Many issues concerning post-secondary education, and especially university education are being raised in connection with the

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[1] Statistics Canada, *Perspectives Canada III*, Cat. 11-511, Ottawa 1980, p. 79; Statistics Canada, *Education in Canada*, Cat. 81-229, 1985, p. 96 ff.

TABLE 4

Female Full-Time Undergraduate Enrolment as a Percentage of Total Full-Time Enrolment, 1978-79 and 1982-83

	1978-79 (%)	1982-83 (%)
Arts	53	55
Science	38	38
Commerce and Business Administration	32	40
Education	66	68
Engineering and Applied Science	8	11
Dentistry	18	24
Medicine	33	40
Nursing	97	97
Pharmacy	63	65
Household Science	98	96
Law	34	42
Veterinary Medicine	42	51

Source: Calculated from Statistics Canada, *Education in Canada: A Statistical Review for 1982-83* Ottawa: Supply and Services Canada, June 1984, catalogue no. 81-229, p. 59-60.

Established Programs Financing Review which is in progress. In addition, a number of significant reports have been issued, such as the Johnson Report[1] on the financing of post-secondary education, in which increased awareness of the importance of research and development through attention to the granting councils and their five-year-plans was expressed. In this section we plan to confine ourselves to a very few areas which we believe are particularly important to young Canadians.

In 1983, A.W. Johnson was appointed to investigate federal/provincial transfer payments for post-secondary education. The Johnson report outlines three problems:

1) the level of support received by post-secondary institutions;

2) the state of federal/provincial relations with respect to post-secondary education;

3) the low priority given to research.

[1] A.W. Johnson, *Giving Greater Point and Purpose to the Federal Financing of Post-Secondary Education*, Ottawa, Secretary of State, February 1985.

Table 5 shows that some provinces are receiving more money from the federal government than they are actually spending on post-secondary education. The report recommends that federal transfers and provincial grants to universities and colleges be harmonized, that some funds from core financing be redirected to sponsored research and that the government of Canada propose an increase in moneys available to granting councils along with a commitment to the financing of research. In addition, Johnson recommended the establishment of a committee composed of representatives of the public, private and university sectors to fund "world-class centres of excellence" arguing that Canada lacks a national university or research centre. The Canadian Association of University Teachers, the Association of Universities and Colleges of Canada and the Canadian Federation of Students support the proposals in the Johnson report and a greater government commitment to post-secondary education. In fact, all the witnesses we heard on this issue asked for more money, but were uncritical of the product of the education system.

The Standing Senate Committee on National Finance is currently examining the system of transfer payments to the

TABLE 5

EPF/PSE Fiscal Transfers as a Percentage of Provincial Operating Grants to Universities and Colleges

	EPF/PSE Transfers as a % of Provincial Operating Grants		Increase in EPF/PSE Fiscal Transfer "Share" or Reduction in "Purely Provincial Share"
	1977-78	1984-85	
Canada	68.9%	79.6%	10.7%
Newfoundland	83.3	106.9	23.6
Prince Edward Island	101.5	106.9	23.6
Nova Scotia	87.5	91.6	4.1
New Brunswick	98.1	101.8	3.7
Quebec	56.1	59.6	3.5
Ontario	73.7	88.7	15.0
Manitoba	80.3	102.9	22.5
Saskatchewan	81.6	90.3	8.7
Alberta	63.9	73.1	9.2
British Columbia	78.9	104.3	25.4

Source: Reprinted from Johnson Report, *Giving Greater Point and Purpose to the Federal Financing of Post-Secondary Education and Research in Canada*, Ottawa, 1985, p.12.

provinces for post-secondary education. The Committee will also consider federal support for research, teaching and the maintenance of infrastructures at the post-secondary level and will look at ways in which to alter the present system so that each of these components may be funded separately. A great many witnesses will appear before the Committee to express their views on the questions of transfer payments and funding. The Established Program Financing arrangements between provincial and federal governments continue to be actively debated.

The "crisis" in higher education is largely about funding, yet it also concerns questions about the quality of higher education, the relationship between education and the labour market, and the professionalization of the faculty members.[1] The purpose of university education compared to that of college education has been debated. Should universities provide a basic education or job training? Considering the specialization of faculty members, can we realistically expect students to be flexible and adaptable when the system resists change? Flexibility seems to be necessary, given the changing labour market and society.

A. Community Colleges

In the early 1950s, the gap between high school and university education was marked; nursing and teacher training were the major fields available to high school graduates outside the university. From the late 1950s to the present, colleges and institutes of technology have been established across the country to provide more vocational training. The growth of the college system has had the greatest impact on post-secondary education in Ontario and Quebec (Martin and Macdonnell, 1982:26-32).

Across the country, there are no uniform provincial standards regarding courses, curricula or length of college programs. While Ontario colleges were designed as a vocational alternative to university, those in Alberta and British Columbia involve two years of university-level courses as well as vocational and general education studies. In Quebec, colleges played an active part in the rapid change of the education system throughout the 1960s and 1970s, providing the rationale and place for the transition from a stress on classical studies to one on a more technical education.

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[1] One of the most critical commentaries of the "crisis" in higher education, and one to receive most publicity, was by D.J. Bercuson, R. Bothwell and J.L. Granatstein, *The Great Brain Robbery*, Toronto, McClelland and Stewart, 1984.

Despite the interprovincial differences in the establishment and management of colleges, college enrolment has increased dramatically across the country. While 3.2% of 18 to 21 year olds were enrolled in college in 1951, by 1982-83 this figure had reached 15.4%.[1]

Over half of college students are women, but this percentage has actually declined over the years since programs such as teacher training and nursing have been taken over by universities.

The system of community colleges was designed to be linked closely to local communities and industries and to focus on skill development. The community college system became increasingly important as more and more formal education was demanded of every labour force participant. These colleges provide an opportunity for secondary school leavers to further their education, for adult workers to retrain, and for workers who are in the paid labour force to obtain a specialized education. Their importance can only grow and we believe that colleges require more attention in the Canadian system of education. We believe that more varieties of courses for young Canadians — as well as for older people who are retraining, finishing school or returning to the labour market — are highly desirable.

As the variety of service-sector jobs increases, more training, more levels of certification and more retraining will be required, particularly in the hospitality, retailing, design, product development, trade, and community and social service sectors. For training programs to be effective and produce graduates who are in demand in the labour force, government support should not depend on "headcounts" or enrolment figures. Since we did not hear any witnesses from the college system, we are reluctant to make any recommendations on this topic but the Task Force we previously proposed would certainly examine the college as well as the university system.

B. Universities

University students frequently raised the issue of access to post-secondary education. It was their desire to ensure that there

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[1] Statistics Canada, *Perspectives Canada III*, page 78; Statistics Canada, Cat. 81-229, *Education in Canada: A Statistical Review for 1982-83*, Ottawa, 1984, p. 65.

was equality of opportunity in this regard across Canada. Most often the recommendation was that tuition fees be subsidized, lowered or eliminated altogether. Although there has been an increased ease of access since the 1960s, many of the socio-economic differences affecting entry into post-secondary education have not been modified.

Young people from wealthier families are still far more likely to continue their education than those from poorer families. We would suggest that the encouragement of qualified students in primary school is important if young Canadians are to feel they have a choice about access to university. This is because taking up the option of attending university is a question of attitude and encouragement, not just financial support. The vast majority of adult Canadians have never attended university and a great many parents do not see the usefulness of post-secondary education for their children. We are not advocating that everyone attend university, but only that the choice be a real one for every Canadian who has the capacity to do the work. In general, we stand in favour of more support for post-secondary financing across the country and better access for Canadians from all communities. Canadian students should receive an education of international calibre. This is very difficult when the resource base is weak for libraries, research projects and laboratories.

We strongly endorse the recommendations of the Johnson Committee Report on the funding of post-secondary education and research.

We also strongly support the innovations undertaken by some Canadian universities in the form of post-secondary co-operative education. Just as we are enthusiastic about this kind of program for secondary schools, so we believe that co-operative education has been very successful at the University of Sherbrooke, the University of Waterloo and the Scarborough Campus of the University of Toronto as well as at many other institutions across the country. We believe that this combination of work and learning is the model of the future and should be expanded and encouraged in Canadian universities wherever it is feasible.

Particular attention should be focused on the issues facing foreign students studying in Canada. We believe that the encouragement of these students to attend our post-secondary institutions is a good thing for Canada, both for international relations and for the dissemination of information about what we have to

offer other countries of the world. In a more direct sense, foreign students in our country are likely to spend money while they are here; often they make very significant contributions to research, culture, to fellow students and the image of Canada abroad. We therefore welcome foreign students studying in Canada and urge that many of their immediate problems be eased. For example, foreign students must constantly renew their visas, which can be expensive. They also experience difficulty getting into Canadian universities in the first place because the information used to assess foreign qualifications is not very sophisticated. They must pay into Canadian social security programs, such as Unemployment Insurance, even though they are not entitled to receive benefits, and they are subject to different tax regulations. They are not given work permits and therefore cannot support themselves beyond those basic assistantships offered by universities. Salaries for these assistantships have not risen as fast as tuition fees.[1]

Better co-operation between universities and the Immigration Department with respect to border entry, language proficiency and work permits would ease the problems some universities and students face. We are not opposed to some sort of testing of the means by which foreign students are able to support themselves but we do believe that such a means test should be based on ability to pay rather than national origin. We also welcome students who are highly qualified but who are not in a financially secure position.

We recommend that the problems of foreign students be examined by the Ministers of Education and Employment and Immigration Canada.

Conclusion

The gap between the opportunities of those who receive a post-secondary education and those who do not is increasing. The need for young people to stay in school is obvious when we look at the unemployment statistics. In December 1985, young people (15 to 24 years old) with only elementary education had an unemployment rate of 27.6%. For those with high school education, this figure decreased to 17.7%. For those with a post-secondary diploma or certificate or university degree, the unemployment rate

[1] North-South Institute, *Foreign Students in Canada — A Neglected Foreign Policy Issue*, Ottawa, 1985.

was 9.8%.[1] This implies that, despite the criticisms of the education system, there is a relationship between completing school and being more likely to find a job.

The increasing need for formal education is not felt by all sectors of society. Many studies have indicated the relationship between low levels of educational attainment and a disadvantaged family background. Researchers have also suggested that young people from better-off families adapt more easily to school, while those from poorer families are frequently alienated.[2] Consequently, drop-out rates for students from lower socio-economic families, especially those in remote areas of the country, are relatively high.

For those who leave the school system before graduation, life is becoming increasingly difficult. Opportunities for work have declined. Although new organizations are being developed to assist the functionally illiterate or the poorly educated, it is clear that our schools could do more to prepare young people for a changing world. Even those who stay in school and graduate are often poorly equipped to apply for work, make a favourable impression on potential employers or create their own entrepreneurial occupations. Educators need to realize they are competing with professional T.V. stars in engaging the attention of youth. They must also be more attuned to the changing employment situation and find new ways of engaging students' interest in learning both academic subjects and practical skills.

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[1] Statistics Canada, *The Labour Force*, Cat. 71-001, Ottawa, January 1986, p. 31.

[2] OECD, *Education and Work. The Views of the Young*, Paris, 1983, p. 41-44.

4

Employment and Unemployment

Youth Employment Trends in the 1980s

The problem is that there are not enough jobs for everyone who wants and needs work.

Lawrence Kootnikoff,
United Nations Association.
Transcript; Vancouver (7:68), May 24, 1985

There were 146 people between the ages of 15 and 24 in Bell Island, Newfoundland in June 1985. Two of them had jobs. Since early 1970, youth unemployment has been an ever-increasing problem, not only in Canada, but in other industrialized countries. Between 1971 and 1983, youth unemployment almost doubled in the United States and tripled in Italy, increased seven-fold in Spain and 11 times in the United Kingdom.[1] The unemployment rate for youth is consistently higher than that for adults. But there are notable exceptions, countries that have successfully fought youth unemployment, and this gives us hope.

In addition to suffering from a disproportionately higher level of joblessness (a youth rate of 16.5% for 1985 as opposed to a national adult rate of 8.7%[2]) Canadian young people between the ages of 15 and 24 are the first fired and the last hired, are more easily shunted into part-time jobs and are frequently victims of the "ten-week syndrome": periods of short-term employment which qualify them solely for the next stint of Unemployment Insurance. Table 1 shows the differences between youth and adult unemployment in Canada and the United States.

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[1] OECD, *New Policies for the Young*, Paris, September 1985, p. 16.

[2] Statistics Canada, *The Labour Force*, Cat. 71-001, Ottawa, January 1986, p. 84.

TABLE 1

Unemployment Rates by Age Group (per cent)

	1980	1981	1982	1983	1984
Total Unemployment					
Canada	7.5	7.6	11.0	11.9	11.3
U.S.	7.0	7.5	9.5	9.4	7.4
Adult Unemployment					
Canada	5.4	5.6	8.4	9.4	9.3
U.S.	5.0	5.4	7.3	7.4	5.7
Youth Unemployment					
Canada	13.2	13.3	18.7	19.9	17.9
U.S.	13.3	14.3	17.0	16.4	13.3

Youth — 15-24 years
Adult — 25 and over
Source: OECD, *Labour Force Statistics, 1963 — 1983*, Paris 1985, p.469,471.

Over the last two decades, a higher proportion of the labour force was comprised of young people because of the high birth rates between the years 1945 and 1965. From the mid-1970s, the increased proportion of young persons in the labour force, combined with the world recession, contributed to the escalating youth unemployment rate. More and more, young people are finding that a high school or university degree or diploma is no guarantee of a job. They often have to settle for employment which does not reflect their background or their potential. Many are caught in dead-end, low-paying, often part-time jobs. Half a million others are simply unable to find any type of work. As pointed out in our first chapter, recent studies are shattering the myths that young people are lazy, lack a concrete sense of the value of work and enjoy being "taken care of" by the state.

Findings of the survey of youth attitudes carried out in June 1983 by Goldfarb Consultants suggest that young people were surprisingly realistic in their appraisal of current job prospects. Of those who were employed, most were satisfied with their jobs (81%), while "being successful" and "having a job" were two of the highest priorities for all youth interviewed. They were willing to be flexible in order to adapt to an ever-changing market, be it through further education or re-training programs.

Despite earlier studies which suggested that young women were less committed to paid employment than family life, young women today realize that they will have to contribute to the family income even if they marry. But many are unaware of the difficulties which adult women face in combining work and family. Another problem for young women is that occupational segregation begins long before they seek their first job. In school, girls often drop science and mathematics courses as soon as they have the option, thereby closing the door on a multitude of opportunities and occupations. Once women have completed their education, many assumptions are made about the type of job skills they will bring to the market. Those skills traditionally performed by homemakers (such as child care and domestic work), tend to be under-valued in the work place. Women in entry-level positions experience lower wages, less on-the-job training, lower prospects for long-term employment, lower life-time earnings and fewer chances of paying into a pension plan. The feminization of poverty begins long before the age of retirement.

TABLE 2

Gender Segregation in Selected Occupational Categories, 1975 and 1983

	Percentage of Female Labour Force in Occupation		Woman as a Percentage of Total Employees in Occupation	
	1975	1983	1975	1983
Clerical	36.1	32.6	75.0	78.7
Service	16.6	18.6	49.6	54.3
Sales	10.4	10.4	34.0	41.1
Managerial, Administrative	3.4	6.1	18.7	30.1
Processing	2.2	1.8	12.2	14.2
Construction	0.1	0.2	0.6	1.9

Source: Extracted from Statistics Canada, *Women in Canada, A Statistical Profile*, Cat. 89-503, Ottawa, March 1985, p. 52.

Table 2 shows the gender segregation in the labour force. Although women have made some gains in the administrative and managerial category, part of this is due to women moving into low-

level administrative assistant positions or the bottom levels of management. The majority of women workers are clustered in clerical, sales and service positions, where gender segregation has become more marked. Recent cutbacks in the labour force have often had more impact on those who most recently entered the labour force — women and young people.

Barriers to Employment

Traditionally, young people suffer higher unemployment than adults. Young people have less job experience, fewer interpersonal and job-related skills and fewer employment contacts than older people. Young people switch jobs before settling on a career and often have substantial periods of joblessness between jobs. But there are other suggested reasons for the *increased* trend toward unemployment among youth — inadequate training and education, demographic changes leading to increased competition, high minimum wages which lead to employer preference for more experienced workers, Unemployment Insurance benefits, discrimination in a tight market and structural changes in the economy.

TABLE 3

Youth Unemployment Rates (%), ages 15-19 and 20-24 years, Canada, 1975-1982

	15-19			20-24		
Year	Total	Male	Female	Total	Male	Female
1984	19.9	21.3	18.5	16.8	18.4	14.9
1982	21.9	24.6	18.9	16.9	19.0	14.3
1981	16.3	17.0	15.5	11.3	12.3	10.1
1980	16.3	17.1	15.3	11.1	11.5	10.7
1979	16.1	16.4	15.8	10.8	11.1	10.4
1978	17.9	18.5	17.2	12.2	12.7	11.5
1977	17.5	18.1	16.7	12.2	12.6	11.7
1976	15.7	16.3	15.1	10.5	11.1	9.8
1975	14.9	15.4	14.4	9.9	10.5	9.1

Source: David Ross, *Youth Economic Activity*, Secretary of State, Ottawa, December 1984; Statistics Canada, *The Labour Force*, Cat. 71-001, Ottawa, January 1985, p. 86.

Youth are . . . discriminated against when it comes to giving them the opportunity to make it on their own. When applying for venture capital, youth are discriminated against because of their age and inexperience. What is needed is a change in attitude toward young people who want to take the initiative in changing their lives.

David Brazil,
Newfoundland & Labrador Youth Advisory Council.
Transcript; St. John's (11:47), June 6, 1985

In the 15 to 24 age group, young men experience significantly higher unemployment than do young women (18.3% males and 12.5% females as of December 1985).[1] However, much of young women's unemployment is disguised by part-time work, early marriage and pregnancy. Among young people, those 15 to 19 have a higher rate of joblessness than those between 20 and 24. This can be explained by the fact that most 15 to 19 year olds looking for a job are high-school graduates or drop-outs, while those in the upper age group are more likely to have some level of post-secondary education. As mentioned in Chapter Three, statistics consistently reinforce the link between education and employment; unemployment rates for young people with less schooling are much greater than for more educated peers.

Youth and Regional Development

Although the labour market is already gloomy in the industrialized regions of the country, it holds even darker prospects for new members of the labour force in less-developed regions, particularly the four Atlantic Provinces: New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland. Table 4 shows provincial differences in youth unemployment.

The problem of access to jobs in these regions lies partly in the fact that many of the young people especially in Newfoundland and New Brunswick have dropped out of school and do not have the qualifications to find work. In addition, positions opened through departures or retirements are few and are immediately taken by graduates from professional and tradeschools and experienced workers. Expansion, where it exists, is generally slow. The inevitable result is that fairly large numbers of workers must move elsewhere in Canada to find jobs. Provincial and union regulations, however, sometimes impede migration to other provinces.

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[1] Statistics Canada, *The Labour Force*, Cat.71-001 Ottawa, January 1986, p. 26. These were the most recent figures available at the time of printing.

TABLE 4

Characteristics of Youth Unemployment, Canadian Provinces, 1984

	Labour Force % Youth	Youth Unemployment Rate	Relative Youth Unemployment Rate[a]
Newfoundland	25.3	34.1	1.66
Prince Edward Island	25.0	n.a.	n.a.
Nova Scotia	24.8	21.7	1.66
New Brunswick	25.1	23.9	1.60
Quebec	22.6	19.8	1.55
Ontario	23.3	14.9	1.64
Manitoba	24.3	14.0	1.69
Saskatchewan	24.9	15.0	1.88
Alberta	24.4	16.4	1.46
British Columbia	22.1	22.6	1.54
Canada	23.3	17.9	1.58

Note: a. Youth Employment Rate -: Provincial Unemployment Rate.

Source: David K. Foot and Jeanne C. Li, "Youth Unemployment in Canada: a Misplaced Priority?" University of Torono, Institute for Policy Analysis, July 1985, p. 12.

Regional development programs have not necessarily been ill-conceived. They were intended to accommodate urgent priorities in the area of infrastructures essential to the welfare of communities and to the resource sector which offered immediate hiring opportunities. These programs have failed, however, to meet the needs of young people. Although the subsequent "brain drain" has been a net gain for Canada's industrialized regions, it has robbed these four provinces of considerable talent and technical expertise. We fear that their private, public and para-public institutions will, to all intents and purposes, forever be deprived.

Action taken by various governments, through federal/provincial programs and agreements, has partly softened the blow of the last recession. However, tax incentives designed to attract industry and generous subsidy programs have provided only occasional benefits for a few major centres, leaving other areas with very little. Those who cannot or will not leave the region and those who return empty-handed are often forced to depend on Unemployment Insurance and welfare payments.

Unemployment is, at any level, a social problem but in Newfoundland unemployment amongst youth at 40%[1] . . . is a moral crisis.

Kevin Aylward,
Member of the House of Assembly, Stephenville.
Transcript; St. John's (11:35), June 6, 1985

In Quebec, a growing number of young people are swelling the welfare rolls, receiving a meagre $162.00 a month with which to feed, clothe and house themselves. Ever stronger demands are being made for guaranteed incomes, for a new attitude toward work and for the right to work. The less-privileged regions, particularly rural ones, are more susceptible to high unemployment because of fluctuations in business cycles. Even so, many young people prefer the country to the city because they feel the former offers a higher quality of life and more opportunity to be involved in the community.

Over the past fifteen years, some feel that the private sector has not been encouraged by the federal government to establish its activities in developing regions. Were it not for the proliferation of projects in the service and tourism sectors, the situation would be even more serious. Part Three of the Constitution commits the country to fight regional disparity. So, although the federal government must be cautious in any policy affecting the regions, economic disparities must be combatted, particularly in New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland. The federal government must ensure that policies designed for one region of the country do not adversely affect another. As a short-term measure, we might suggest reviving the policy of the 1970s, of decentralizing federal activities. In essence this could provide some of the new job opportunities for a region badly in need of them.

The Labour Market

Young people need to have more information about where the labour market is, but to be honest with you, I do not know who knows where the labour market is going.

Roseann Moran,
United Nations Association.
Transcript; Vancouver (7:67), May 24, 1985

[1] According to Statistics Canada, the youth unemployment rate in Newfoundland is lower than this figure. In June 1985, it was 34.1.

Young workers enter the working world with skills that have not yet been tested in the work place. As a result, their position in the labour force is relatively weak; they need experience to develop their skills. Historically, young people entered the labour force and worked their way up the career ladder. Increased and rapid technological change has resulted in employment instability, however, and traditional patterns of career progress have been disrupted. Many jobs which would have become available for young people are being displaced by technology and others have fallen victim to recessionary economic conditions.

Those who attempt to second-guess the labour market by taking specific skill-training courses often become disillusioned as they realize that even short-term forecasts need to be revised yearly. As Greg Mason remarked, by depending on forecasts, young people run the risk of becoming qualified for an already obsolete job.

> *It is like computer skills training for young people. We will be right on target two years late.*
>
> **Greg Mason, Professor,**
> Institute for Social and Economic Research
> University of Manitoba.
> Transcript; Winnipeg (4:91), May 21, 1985

We again stress that education and training programs must be flexible enough to allow young people to take up the challenge offered by new advances, and to adapt as yet newer advances occur.

The Psychological and Social Costs of Unemployment

> *The unique nature of youth unemployment showed that in terms of a cause and effect relationship, unemployment may lead to certain problems or stem from others . . . . People who had experienced unemployment, or that of a close relative, generally experienced lower self-esteem, lower satisfaction with life and feelings of social alienation and they were incapable of controlling their own lives. Through these psychological factors and their link with unemployment, it is very easy to see how early experiences with joblessness can lead to social problems such as alcohol and drug abuse or crime.*
>
> **David Brazil,**
> Newfoundland & Labrador Youth Advisory Council.
> Transcript; St. John's (11:45-46), June 6, 1985

In Chapter One, we examined many of the social difficulties with which young people must cope. Unemployment, in addition to being an economic problem, is also a social one. There have been many articles in the past decade by social workers, psychologists and sociologists detailing the psychological and social costs of unemployment, for both adults and young people.[1]

> *If we do not address the matter of youth unemployment, what we currently foresee as very much of an individual problem, of individual hardship and of individuals not achieving their potential could very well become a collective problem and not one that is inwardly directed but outwardly directed and that could, in the long run, prove to be a very real difficulty in terms of civil unrest on a large-scale.*
>
> **George Maslany,**
> Professor, Faculty of Social Work,
> University of Regina.
> Transcript; Regina (5:33), May 22, 1985

Unemployment statistics and labour force analyses, revealing as they may be, only take into account those Canadians who are employed or who are actively seeking work. The hidden thousands of people, young and old, who have given up on Canada Employment Centres and the full-time yet fruitless task of job hunting often resort to other means by which to earn at least some money. Young people are more open to this option than are older Canadians. We see youth taking to the streets and offering services such as hairdressing, mending, mechanical repairs and odd jobs, painting, babysitting and so on. On the other hand, we heard youth say that their peers who go into drug traffic, prostitution and theft do so because of the money, even though this choice cuts them off from the mainstream of society.

Demographic Projections of a Generation in Crisis

> *One proposition that is current, especially by economists in general, is that as the economy recovers the problem of youth unemployment will disappear. I do not particularly believe that, because evidence from the United States contradicts it. The U.S. recovery is not benefiting youth there. In fact, youth unemployment rates are*

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[1] See Raija Gould, "Unemployment and Disability: Some Sociological Aspects of Withdrawal from the Labour Market", *International Social Security Review* No. 1, 1985, p. 20-30; J.Q. Wilson and P.J. Cook, "Unemployment and Crime — What is the Connection? ", *The Public Interest*, Spring 1985, p. 3-8; P.N. Junankar, " A Political Economy of Unemployment: Causes and Consequences", *Political Quarterly* 56, January -March 1985, p. 56-67.

not falling dramatically in the same way that we notice that unemployment rates for women and men in higher wage brackets are falling. It seems as though the benefits from the recovery in the U.S. are not distributed evenly across age structures. I would be hesitant to predict that should the Canadian economy recover Canadian youth would benefit.

Greg Mason, Professor,
Institute for Social and Economic Research
University of Manitoba.
Transcript; Winnipeg (4:86), May 21, 1985

Projections made by a model described later in this chapter,[1] of the Canadian economy confirm the Macdonald Commission findings (and those of the Conference Board) that unemployment will remain high in this country through the year 2010, unless structural changes occur. This model shows that the present group of 15 to 24 year olds may well carry their unemployment problem with them as they age. *But the 15 to 24 year olds in each year between now and 2010 will also suffer high rates of unemployment. No matter what the longer-term scenario may be during the next decade, concrete solutions must be found for the serious problem of youth unemployment.*

Incidentally, it is wrong to treat the young unemployed as a homogeneous group. There are young people who will have no problem finding jobs and there are others who will have all kinds of problems, some of these almost generational — the unemployed children of unemployed parents, who themselves are the children of the unemployed.

Employment and Training Programs

. . . in approaching the employment programs that existed, we discovered . . . a bewildering variety of youth employment programs, a lack of rationale, a lack of understanding around the co-ordination of these programs, and a lack of understanding about the targeting of municipal, provincial, and federal programs.

John E. Burke, Member,
Joint Task Force on Youth Employment,
Social Planning Council of Metro Toronto.
Transcript; Toronto (16:90), June 21, 1985

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[1] John B. Robinson, "Doleful Projections: Some Long-Term Employment Scenarios Using the Socio-Economic Resource Framework (SERF)", November 17, 1985, prepared for the Senate Special Committee on Youth, unpublished.

The myriad of programs to serve youth which were developed in response to increasing demands from the public and interest groups, fall into three areas: education, preparation for employment and job creation. Federal and provincial governments have been playing a more active role in employment preparation and direct job creation, with youth-specific programs defined as either "summer" or "youth". Full-time students are targeted by the majority of summer programs (for example, Challenge '85) with short-term youth programs operating year round.

Government-sponsored job creation programs have sometimes provided short-term solutions. Some government programs are criticized for creating "make work" as opposed to "real" longer-term jobs, for being announced too late and lasting only long enough to allow the participant to become requalified for Unemployment Insurance benefits. The defence has been that short-term solutions were better than nothing. Such programs have dealt, if only partially, with the problem by permitting young people to try a range of jobs before deciding on a career. Clearly, however, the young need something more. That is why we shall recommend some new as well as some not entirely new programs to help resolve the problem of youth unemployment.

A Plan of Action

A. Youth Employment Policy

There is no question that the state of the Canadian economy has improved over the past two years. Demographic forecasts show that the number of young people in the labour force will decline over the next few years. However, as the Report of the Macdonald Commission points out, the unemployment rate will remain high. Since unemployed adults are hired or rehired before young people, the latter will be at a disadvantage for many years to come. This realization led Professor Graham Riches from the University of Regina to comment during our hearings that *many of the young people out of work today will be unable to find a job during their lifetime.*

> *One of the facts that really has to impinge upon the public consciousness is that people are being born in Canada today, and probably those born over the last number of years, who probably are never going to work.*
>
> **Graham Riches,** Associate Professor,
> Faculty of Social Work,
> University of Regina.
> Transcript; Regina (5:34), May 22, 1985

The fears expressed by Professor Riches seem to find confirmation in the study carried out for this Committee at the University of Waterloo by Professor John B. Robinson, Director of the Waterloo Simulation Research Facility. Professor Robinson used an input-output-type model of the Canadian economy developed over the past ten years by Statistics Canada. Like other mathematical models, it is simply a set of equations that can show what will happen at specified times in the future, on the basis of certain assumptions. The results, of course, are only as good as the assumptions that are fed into the computer.

Professor Robinson operated his model using three different sets of assumptions:

1) that everything in the economy would improve markedly;

2) that everything in the economy would do poorly;

3) that the economy would be in a position between these extremes, (using more plausible economic assumptions).

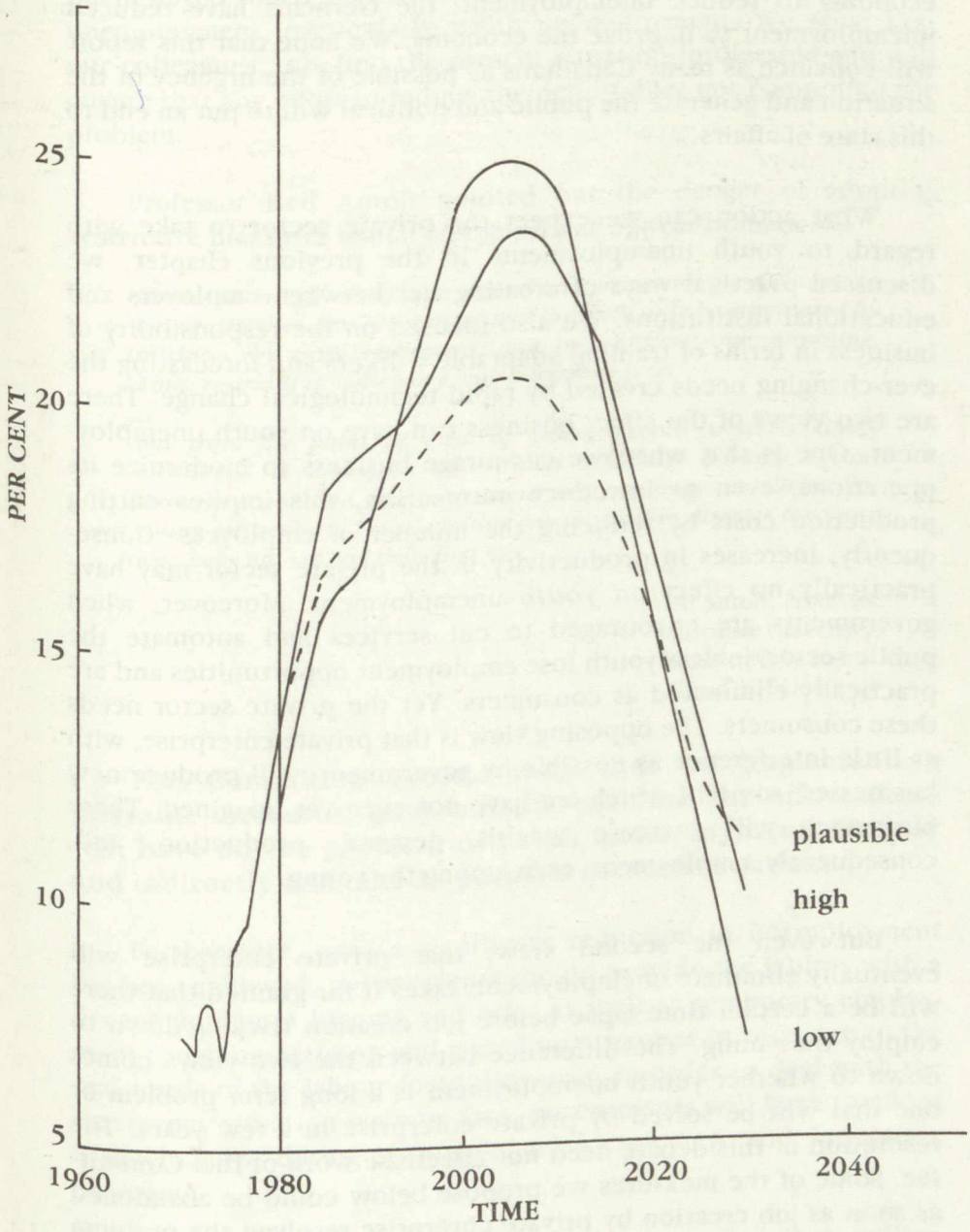
Professor Robinson applied these assumptions to factors both affecting and affected by the economy such as changes in population, labour force growth and participation rates, size of households, ownership of homes and appliances, and so on.

The three curves that the model produces for the high growth, low growth and "plausible" assumptions indicate the percentage difference between the amount of labour that is available and the amount of labour that is required by the economy. The curves show that even under the most optimistic assumptions, if the work week remains as long as it is now, rates of unemployment will increase to 20% and more through the year 2010. The *proportion* of young people among the unemployed will decrease because the proportion of 15 to 24 year olds will decrease, ***but the absolute numbers of young unemployed will not decrease.*** (See Figure 1)

Many Canadians still do not appear totally convinced of the severity of the situation. They believe that unemployment is a regrettable consequence of our economic system and that the situation will turn around as the economy improves. The Committee does not share this point of view. During the course of the public hearings, and after reading the many briefs presented to us, we became firmly convinced that the present level of youth

FIGURE 1

PERCENTAGE EXCESS IN AVAILABILITY OF LABOUR OVER DEMAND FOR LABOUR



Source: John B. Robinson, "Doleful Projections: Some Long-Term Employment Scenarios Using the Socio-Economic Resource Framework (SERF)", November 17, 1985, prepared for the Senate Special Committee on Youth, unpublished, p. 11, 19.

unemployment can no longer be tolerated. Moreover, we are heartened by the example of countries like West Germany which have not accepted youth unemployment as a "consequence" of the economic system. Instead of waiting for improvement in the economy to reduce unemployment, the Germans have reduced unemployment to improve the economy. We hope that this report will convince as many Canadians as possible of the urgency of the situation and generate the public and political will to put an end to this state of affairs.

What action can we expect the private sector to take with regard to youth unemployment? In the previous chapter, we discussed practical ways of creating ties between employers and educational institutions. We also focused on the responsibility of business in terms of training adaptable workers and forecasting the ever-changing needs created by rapid technological change. There are two views of the effect business can have on youth unemployment. One is that when we encourage business to modernize its operations, even to introduce automation, this implies cutting production costs by reducing the number of employees. Consequently, increases in productivity in the private sector may have practically no effect on *youth* unemployment. Moreover, when governments are encouraged to cut services and automate the public sector, jobless youth lose employment opportunities and are practically eliminated as consumers. Yet the private sector needs these consumers. The opposing view is that private enterprise, with as little interference as possible by government, will produce new businesses, some of which we have not even yet imagined. These businesses will increase wealth, demand, production, and, consequently, employment, even among the young.

But even the second view, that private enterprise will eventually eliminate unemployment, takes it for granted that there will be a certain time lapse before job creation trickles down to employ the young. The difference between the two views comes down to whether youth unemployment is a long term problem or one that will be solved by private enterprise in a few years. The resolution of this debate need not affect the work of this Committee. Some of the measures we propose below could be abandoned as soon as job creation by private enterprise resolved the problem of youth unemployment. But while waiting for this private enterprise solution, our recommendations will help the young unemployed, and help our society avoid the emergence of an underclass indifferent to the Canadian tradition of civility.

The Committee is, of course, concerned about the size of the deficits run up by the various governments and hopes that they will be reduced as soon as possible. We are concerned, however, that deficit reduction should not be achieved at the expense of unemployed youth. Politicians are united in their condemnation of unemployment, particularly youth unemployment. We trust that our colleagues, too, find the present situation intolerable and will ensure that any effort to reduce the deficit does not compound the problem.

Professor Kell Antoft pointed out the danger of adopting restrictive measures which on the surface appear humane:

> *In the current efforts of both federal and provincial governments to pare costs, there are assurances that jobs will only be eliminated by attrition, by early retirement, and by transfers and retraining. Thus, restraint is "efficiency with a humane face."*
>
> *But from the point of view of young people, what is rarely mentioned is that jobs that would otherwise become vacant through promotion and retirement are no longer available for young job seekers. Thus, attrition means further disaster for those who have not yet had their first job.*
>
> Kell Antoft, Professor
> Dalhousie University,
> Halifax, Nova Scotia.
> Brief to Committee

The Committee recommends that in implementing restraint measures, governments examine the effect these will have on the problem of youth unemployment, directly and indirectly and take all possible corrective action.

Furthermore, until a significant reduction in unemployment has been achieved, *governments* should provide the jobless with a decent minimum income and offer as well as temporary employment programs training and recycling programs in response to the real needs of the labour force. However, in order to deal with the emergency situation we now face, governments will have to adopt a much more daring approach and create new and innovative programs.

As mentioned earlier, in West Germany some 1.7 million young people are enrolled in such programs. What they learn as apprentices contributes to their country's continued technological prowess. What they spend from their apprentice wages further

shores up the consumer demand for the products of German business. The programs in question are not new-fangled gimmicks. The one in Germany is a century old.

Professor Kell Antoft of Dalhousie University made the following observations in a letter to the Committee on the subject of job training in Scandanavian countries:

> *Just about everyone from the janitor to the manager are continually renewing their competence through a broad variety of continuing education and training programs. This continuing education starts when a person is first employed. From retail clerks to blue-collar workers, people are involved not only in on-the-job training, but are also enrolled in formal classroom programs. Most occupations appear to have such a requirement at the beginning of employment, with one day per week spent in school. The result is that industrial and service output is of a much higher standard. But it is also apparent that this emphasis on training creates more jobs.*

We recommend that the government examine the possibility of adapting to Canadian conditions and experience some training and apprenticeship programs which have been successful in West Germany, Austria and Sweden. These are obligatory, involve co-operation between schools and business, and give young people the paid status of apprentices within business establishments.

Second, we commend the suggestion made by Professor John F. Graham, a Dalhousie economist, at the National Economic Conference, March 22-23, 1985:

> *A large part of the deficit arises from unemployment-induced payments of Unemployment Insurance benefits and social assistance. Unemployment Insurance benefits alone amount to about $12 billion in the current year. I do not suggest that these benefits be reduced, . . . but I do suggest that they could be used to kill two birds with one stone: perform their safety-net function and generate useful long-term employment.*

Professor Graham went on to suggest that new production and employment will come principally from small business. Since the initial period in the life of a business is generally unprofitable, an employer would benefit if wages were subsidized by money that would otherwise have been spent on Unemployment Insurance benefits. Professor Graham continued saying that:

The government would make some revenue recovery in taxes and future demand for Unemployment benefits would be reduced. Safeguards would be needed to prevent employers from laying off workers once their Unemployment Insurance benefits had run out and hiring other workers who had just begun to receive such benefits.

Around the country there are people who would set up businesses if they had subsidized workers for their difficult start-up period. But there are also public works and programs that governments at all levels may be postponing and which they could handle financially if they were to use labour whose wages have been subsidized from Unemployment Insurance or welfare funds. It follows that governments will have to consider changes to the regulations governing these programs.

We acknowledge that abuses of Unemployment Insurance do sometimes occur under the present system, and welcome the current re-examination of the U.I. scheme. We feel, however, that both employers and potential employees need new incentives to generate more employment opportunities. Therefore, we propose an additional way of using Unemployment Insurance benefits. Several member countries of the OECD have moved in this direction and it is our Committee's wish that Canada follow suit. However, any measures that are encouraged should take into account the evidence that successful ventures are initiated mainly by those who have worked as employees for some appreciable time in established enterprises. This suggests that entrepreneurship is not innate, but is learned by studying masters of the art.[1]

It goes without saying that governments and large businesses will necessarily have to join efforts to guarantee financing for small businesses, in particular those set up by young people. We witnessed one example of this type of co-operation in October 1985 when a group of business people from Quebec got together with the provincial government to establish a Youth Investment Corporation whose purpose was to help young persons launch their own business by making it easier for them to obtain venture capital.

We must take precautions, of course, to include union leaders in any discussion involving subsidized labour and the rights of permanent union workers.

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[1] Charles Sabel, *Work and Politics*, Cambridge, England: Cambridge University Press, 1981, p. 224.

The Committee recommends that various levels of government establish or promote the establishment of foundations headed by people knowledgeable about business. The funds in these foundations would be used to finance small businesses launched by young persons and to provide advice on business techniques.

The Committee recommends that legislation concerning Unemployment Insurance and social assistance benefits be amended so that the federal government could subsidize the wages of new trainees previously receiving Unemployment Insurance benefits and thus encourage employers to hire jobless youth. This system could also be used to finance government public works. Unemployment Insurance recipients could start their businesses with Unemployment Insurance or social assistance money and continue to receive benefits without disqualification for a period of 52 weeks, this initial period being the most crucial in the life of a new business.

B. Reduction of the Work Week and the Increase of Part-Time Work.

The idea of reducing the work week is being mentioned more and more as a way of "creating" jobs to meet the urgent needs of unemployed Canadians. Work sharing or a reduction of the work week has always accompanied technological advances.[1] One hundred years ago the work week was 72 hours. If the same work week had been maintained, 60% of the labour force might be without jobs today. Technological advances and the efforts of trade unions over the past hundred years have eliminated half the working hours without a corresponding reduction in salaries or jobs. Therefore, the level of consumption did not fall and the average person's prosperity increased. The population grew, consumption grew and business prospered.

By this century's end, one of every four workers will be employed on a part-time basis, generally because he or she will be required to share a job with another person. This prospect has been gaining more and more acceptance from young people who have

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[1] Steven G. Peitchinis, *Computer Technology and Employment*, London, MacMillan 1983, p. 147-148.

grown used to combining part-time work with their education. Part-time work has been more prevalent among women workers as well. We realize that the increasing trend toward part-time work has often deprived employees, especially women, of adequate wages and benefits. While jobs may need to be shared, we feel that all workers should be entitled to equal prorated benefits and no one category of employees should *have to* accept only part-time work.

The Committee recommends that the government launch urgent pilot projects to test the feasibility of work sharing and job sharing as means of increasing youth employment.

C. Occupational Renewal Program

Wherever and whenever it has been tried, occupational renewal has been of benefit to employers and employees alike. Under this system an employee receives time off for upgrading skills or for exploring a possible change in vocation after many years in the same career. For example, an employee could choose to collect four-years' salary over five years and have a whole year off. The employer would not pay out more money. An employee is temporarily promoted to replace the absent worker, and temporary promotions would then take place down the hierarchy. The leave need not be one year in five; it could be three months in fifteen or six months in thirty.

The employee could use occupational renewal leave for professional or personal development, while in the work place, others would benefit from the training provided by a temporary promotion. The employer would gain from this system which would permit a young person to enter the work force while other employees took their turn at occupational renewal leave.

The proposal to grant occupational renewal leave to as many workers as possible would create replacement openings for qualified unemployed young people. We realize, however, that not all employees have high enough incomes to be able to afford to stretch their earnings over a longer period of time.

This initiative would constitute an investment for our society which would benefit from the new experiences and knowledge acquired by Canadians during their occupational renewal leave.

Some could spend this leave in a foreign country, or in another province; others could do volunteer work in their community. Workers, particularly those in the high technology sector, would benefit from spending time in a country far advanced in their particular field. Others could go to a Third World country to put their knowledge and experience to good use, under the auspices of those non-governmental organizations sponsored by CIDA which already send our experts to developing countries.

The Committee recommends that the government move immediately to promote occupational renewal leave *in as many fields as possible*, both in the private and public sectors for those employees who choose and are able to take advantage of this option.

D. International Youth Co-operation

We also believe it is important that the doors of international co-operation be opened wider still to young Canadians. For more than 25 years Canada has been contributing to Third World development through various financial aid programs and by funding the work of young persons with special skills who wish to put them to use in a developing country.

Some of the non-governmental organizations funded by CIDA receive requests from Third World governments or non-governmental organizations. Mechanics, agronomists, nurses, social workers and accountants are recruited in Canada to help in African, Asian and Latin American countries. These recruits are primarily young people who want to experience life in the Third World before settling down. This experience is beneficial to them, to Canadian society and to the developing country. Participants receive a very modest salary which is usually comparable to local salaries paid by the host country. Roughly 2,000 of these Canadian volunteers work abroad under the auspices of such organizations as the Canadian University Service Overseas (CUSO), the World University Service of Canada, le Centre canadien d'études et de coopération internationale, Carrefour canadien international and the Canadian Organization for Solidarity and Development.

In addition, each year, Canada World Youth organizes an eight-month program involving some 800 youth, half of whom come from across Canada and the other half from about a dozen Third World countries. Participants, ranging from 17 to 20 years of age, by

working on small community development projects, become familiar with another culture, learn a new language, gain an awareness of international development problems and establish lasting ties with friendly countries.

Considering how important it is for our country to increase its contacts with the Third World and to co-operate in its development, considering how beneficial it would be to our society to have as many Canadians as possible attuned to world problems, and considering that we have a pool of young Canadians with diplomas and some experience who are unable to find jobs, the Committee believes that Canada should provide as many of them as possible with an opportunity to work for a period of two years in a Third World country. Of course, the real needs of the countries in question would have to be assessed by their own people. However, at the moment these requirements are far from being met and Canada would be justified in sending more young people to countries where they could be of service. This would not be very costly. As an international co-operation effort, it would bring immediate benefits and provide work and life experience to young Canadians.

The Committee recommends that the government, acting through CIDA, take steps to allow non-governmental organizations to train and ensure the presence in Third World countries of as many youth volunteers as those countries require. The government should also promote youth exchanges, particularly with Third World countries.

E. Young Canadians' Community Service Program

For nearly ten years now, a national youth program called Katimavik has met many of the aspirations of young Canadians and hundreds of communities have benefited from the work of these young volunteers. Inspired by the successful example of Katimavik, our Committee proposes a Young Canadians' Community Service Program. This would be open to *all* Canadians aged 17 to 24 who wish to take advantage of it. For a period of at least nine months, these young people would be available to help Canadian communities that had requested their services and had proposed valid work projects. The projects would have to be such that they could be carried out by the young participants in the Community Service Program without depriving any member in the community of a job.

To vary the work experience, enable the participants to get to know our vast country, and facilitate second-language training, young people would work in a variety of regions of Canada. Each team of participants, under a team leader, would represent a cross-section of Canadians between the ages of 17 and 20 or 21 to 24; that is, on each team there would be young people from each region of Canada, from all socio-economic levels, with a balanced proportion of rural and urban youths, students on leave, drop-outs and the unemployed, francophones and anglophones, and, of course, males and females. We would divide them into teams by age as the older age group has more life experience, has followed certain paths longer and may have different needs.

Access to the Community Service Program must not be limited to unemployed young people, as this might alienate them still further by stigmatizing them in their own eyes and in the eyes of the communities where they worked. To build a harmonious society, it is vital to encourage interchange, sharing and friendship amongst young students and young jobless, between urban and rural youth, rich and poor, francophone and anglophone. It is hard to imagine a better way of reducing, indeed eliminating, the prejudices and tensions that separate Canadians of different regions, social classes and ethnic and linguistic groups than through such a program.

Participants would be fed and lodged communally, giving them the highly educational experience of group living. They would also spend a few weeks living with families where they were working, thus becoming part of the community. They would be provided with work equipment (such as hard hats, boots and tools), be transported from one region to the next and would receive the symbolic sum of one or two dollars a day for petty cash. The room and board, clothing, travel and cash needed by each participant would be provided by the program. Those young people would not, therefore, be exploited, unpaid labour. Finally, those who completed the nine months of the program would receive $1,000 to help them enter the labour market, or a $3,000 credit to be put toward technical or post-secondary studies. Certain programs in high schools, CEGEPs and colleges would have to consider the time spent on this program as an experience deserving a certain number of educational credits for participants who subsequently returned to their studies.

As well as receiving an apprenticeship in areas such as forestry, horticulture, carpentry and construction, the participants would become familiar with social services, since part of their time would be spent working with residents of old-age homes, children in day care centres, the handicapped and the ill. They would also become familiar with various regions of Canada, acquire a working knowledge of their second language, and gain a more realistic view of the world, a sharper sense of the challenges awaiting them on the job market, a clearer awareness of the roles they might play later. These are not things that can be learned at school.

It has been acknowledged that the welfare state is in trouble. Industrialized countries are no longer conceiving new social programs. In fact, they are cutting back to a critical point the sums allocated for existing services. To this traditional category of needs has been added a new category arising from the results of our consumer society: we have to fight pollution, protect the environment and our natural resources and save energy. In both of these very different categories, community service programs using the young could augment the welfare of society.

At the end of the program, participants would receive a certificate detailing the training they had received in various areas. This would assist them subsequently in proving to potential employers that they had "work experience." Certain areas of learning could be stressed by offering the young people various options, such as having three of the nine months devoted to total immersion, theoretical and practical, in a particular discipline.

After evaluating the costs of fairly similar programs already in Canada, the cost of the proposed Program can be estimated at about $9,000 per participant for a nine-month period once the number of participants reaches 10,000. This figure does not take into account the economic spin-offs from the participants' work in the community or the moneys saved by the state in welfare and Unemployment Insurance that the participants would otherwise be receiving. Nor does it count the benefits to the economy from the increased consumption that this $9,000 represents. Many of the participants would be below this income level if they stayed outside the program and would thus contribute less to demand as consumers. Currently, a young Canadian who works under a Katimavik-type program for a nine-month period, costs the government $9,054. Unemployment Insurance for a period of nine months costs between $1,512 and $7,560. A private in the Armed Forces for the same period costs $27,800.

From 1933 to 1942, through the depths of the Depression, the American Civilian Conservation Corps, a program launched by Roosevelt, employed 2.5 million people. As Mr. Donald Eberly indicated to us when he testified before the Committee, there is a strong movement in the United States in favour of an American Conservation Corps. Already, individual states and large cities have set up their own programs, the biggest being the California Conservation Corps with 1,800 participants. In March, 1984, Mayor Dianne Feinstein launched the San Francisco Conservation Corps and a few months later Mayor Ed Koch of New York created the National Service Corporation. The Young Canadians' Community Service Program proposed by our Committee is even more ambitious than its American counterparts.

The Committee proposes that the government establish a Young Canadians' Community Service Program, open to all Canadians aged 17 to 24, either by using Katimavik as a model or by giving Katimavik, now a non-government organization funded by the Department of the Secretary of State, the means to expand.

F. Youth Action Councils

Canada in the 1980s is a rich country with immense natural resources, which is not indifferent to the economic or social problems of young people. These problems are major and urgent enough to demand a national mobilization of our communities. On a municipal level, several communities across Canada have organized special task forces and youth advisory councils to deal with employment and other concerns. Local communities should continue to play the protagonist's role, supported by provincial governments and the federal Ministry of State for Youth.

Much in the same way as a natural disaster sparks the formation of victim relief committees, *Youth Action Councils* should be formed in Canadian cities and communities. These would be composed of representatives of municipal councils, social clubs, non-governmental organizations involved in community development, unions, educational institutions, churches, Chambers of Commerce and an *equal number of youth representatives* such as students, young workers and unemployed young people. These Youth Action Councils would have various missions, some of which are listed below. Not every item on the list applies to every community or is within the capacity of every community;

but there is something for every community in this list. The Councils would:

1. Examine the situation of unemployed youth in their community. In co-operation with Canada Employment and Immigration Centres and with local businesses, the Council would keep a *daily record of available jobs in the community.*

2. Make available information on federal, provincial, municipal or non-governmental *programs specifically designed for youth*, including information on social services and education opportunities, as recommended in earlier chapters.

3. Offer *individual peer counselling services* for young people who have problems with reading and writing, or with alcoholism, drug addiction or deliquency. In addition, the Councils could hold workshops to teach unemployed youth how to draft a résumé, fill out a job application or prepare for a job interview. A one-to-one relationship with a skilled volunteer tutor often proves more effective than any other form of assistance.

4. *Promote the creation of new jobs in the community* by contributing to the establishment of small businesses or youth co-operatives. Activities might include studies of community needs, training workshops for potential young entrepreneurs already working for an existing business, advice from local active and retired business people and low-interest loans for young people wishing to start up their own businesses.

5. Set up *Work, Learning and Living Centres*, modelled on the many similar British examples. In the current economic climate, it would be relatively easy to find in any community an unused commercial or industrial building or school that could be rented for a nominal sum by a Youth Action Council. Such Centres could be a place for seminars and courses given by volunteers from the community. Young people would be able to find there, at certain times, experts on various aspects of business and the individual tutoring services we spoke of earlier. These Centres should develop *peer "search and rescue teams"* to bring in young

people requiring shelter and social services and to help them find a place in society. Lastly, the Centres could accommodate local amateur sports groups and offer their secretarial services to any organization involved with young people such as 4-H clubs, local chapters of the Red Cross, Oxfam and UNICEF.

6. Contribute to *research and policy development on youth issues*, an idea put to our Committee by the Canadian Council on Children and Youth in Ottawa. In addition, they could serve as a focal point and co-ordinating centre for information and activities of other councils, youth groups, and the exchange programs referred to in the previous chapter. They could also have an advocacy role for youth concerns or stimulate the development of a parallel body to take on that task. These research and advocacy functions seem to be both desirable and necessary on a national, regional and community level.

The major concern of Youth Action Councils would be to reduce unemployment among young people by contributing to the creation of jobs within the community. The Councils could monitor closely the pilot projects begun in October 1985 by the "Association des jeunes pour l'initiative économique", a Montreal-based organization patterned after the "Réseau Orange" (Orange Network) that has been operating in Paris for a little over a year. Such schemes help set up booths at which unemployed youth can sell fruit juices and introduce themselves to prospective employers among the juice buyers. The young sales people wear badges that say "I'm looking for work", and have properly-composed résumés to hand out.

> *Montreal participants receive $162 in social assistance, plus an allowance from the Department of Manpower and Income Security, as well as $100 per month from the juice-selling network. They can remain with the program for a maximum period of four months.*[1]

Here is one idea that gives young people temporary jobs, practical experience with a small business and the opportunity to come in contact with potential employers. We are convinced that the creative imagination of Youth Action Councils would bring forth even more ingenious ideas which together might help solve youth unemployment.

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[1] *Le Devoir*, Thursday, October 17, 1985.

The Youth Action Councils, however, could not hope to achieve full employment for young people overnight. They might have to orient a certain number of their clients toward volunteer work. In the short term, volunteer work can be very beneficial for an unemployed young person in providing the practical experience demanded by any future employer. Volunteer work allows contact with adults, leads to the discovery of talents and skills and contributes to personal development. It may afford a chance to obtain paid employment. Above all it instils pride in being a useful member of the community. We must ensure, however, that volunteer work does not replace paid employment and that young volunteers are not caught in a series of unpaid jobs. Even with these reservations , the Committee remains convinced of the merits of any program whose aim is to involve young unemployed people, even if for a limited time, in activities useful to their community.

Youth Action Councils would be easy to organize and could be financed at the community level. The work of an active council would prove to young people generally and to unemployed young people in particular that they could count on the understanding and support of the adults and the institutions around them. Moreover, an active Youth Council could complement the local employment centre and stimulate it to provide better and more personalized service for young people. Successful community efforts have already been undertaken by, among others, the Town of Oromocto in New Brunswick, the Industry-Education Council/Hamilton-Wentworth and by Frontiers Foundation in Toronto.

The Committee recommends the creation of Youth Action Councils in all Canadian communities, and the establishment of a non-governmental body to promote and co-ordinate the activities of these local councils and to provide information on youth-related issues.

No single recommendation in this chapter would in itself be enough to solve the problem of youth unemployment. Our Committee would like them to be adopted as a whole. In addition, some recommendations could lead to other possibilities, which would be realized as Canadians gained more confidence in their own creativity. As Albert Einstein said, "Imagination is more important than knowledge."

Conclusion

The problems and issues facing Canadian youth are intertwined and inseparable. The artificial divisions represented by the four chapters of our Report were made to facilitate a cohesive and clear analysis rather than to identify distinct problem areas. The time frame and mandate of our Committee forced us to establish priorities and prevented us from examining many issues in greater depth.

We are hopeful that our readers will both recognize the limitations of our mandate and suggest areas which deserve further attention and study. Our Committee would consider its work a success if we could spark even a few new ideas and approaches to help our young people.

In focusing attention on what were identified as the major problems of Canada's youth, we singled out four areas: the changing lifestyle and values of youth in Canadian society, Native youth, the transition from school to work and employment and unemployment.

In Chapter One, we examine the interaction between youth and the social institutions with which they deal. An overview of the social characteristics of young people concentrates on their attitudes and behaviour as well as the changing expectations of the family, the school, and the workplace. While the family is identified as the most important and influential social institution, we recognize the tremendous impact television and advertising have on young people. For this reason we make very specific recommendations related to youth and television:

Given the influence of television in shaping young people's values and perceptions, we endorse the recommendation for a Canadian Youth Channel.

We recommend that the advertising of alcoholic beverages be banned from television.

The first chapter continues to outline the work of community, and social and health services for youth. Housing, sexuality, eating disorders, suicide, smoking, alcohol consumption, illegal drug use and law enforcement are issues of particular importance. We also

focus on the participation of youth in government activities and encourage their input by making the following recommendation:

We recommend that governments make a serious effort to appoint youth to administrative and decision-making agencies, boards and commissions.

Although the mandate of our Committee did not include a study of Native youth, we felt compelled to assume our responsibility for those of Canada's First Nations and have devoted Chapter Two to this subject. We realize, however, that our analysis does not represent an in-depth examination but simply outlines issues and problems.

The difficulties facing young people identified throughout the report are magnified for Native youth. Housing, cultural clashes, suicide and drug and alcohol abuse need urgent attention. In response to this need, recent initiatives by Native people themselves have addressed problems in the areas of health, legal issues, education and government. Our recommendations reflect our belief that Native people can themselves best identify and solve the problems affecting them.

We strongly endorse the initiatives to form a National Native Youth Leadership Training Institute and recommend that it receive the necessary funding.

Our Committee recommends that social programs affecting Native People should be designed and carried out by the First Nations themselves.

We recommend that curricula and Schools of Native Studies be developed by Native people to accurately reflect the historical, cultural and linguistic contributions of Canada's First Nations. Native courses and curricula should be adopted in schools across the country.

We commend the initiatives undertaken in Central and Western Canada to establish and provide appropriate education for Native Canadians. At the same time, our Committee recognizes a need for similar initiatives in Eastern Canada.

Our Committee believes that new approaches to the economic and political problems of Native people are needed and that these must be conceived and carried out by Native Canadians themselves. First and foremost, the question of land claims and treaty rights must be settled. In addition, we must ensure that social infrastructures receive the financial support they require.

Our Committee recommends that a Standing Senate Committee on Native Issues be established with ex-officio members from the First Nations. As a first item of business, this Committee should clarify the situation of young Native people and define the opportunities which now exist and can be created for young Canadians in both the First Nations and non-Native communities to further a peaceful process of change.

Chapter Three examines the transition period from school to work and recognizes that education and employment cannot be considered as two separate, unrelated entities. In school, students learn social, academic and employment-oriented skills. Their choice of courses and programs influences their future work.

In outlining the evolution of education, as well as problems with the current system, we recognize jurisdictional and co-ordination difficulties at the provincial and federal levels.

We recommend that a National Task Force on the Co-ordination of Educational Qualifications be established, composed of Ministers of Education from the provinces and territories and a federal representative to co-ordinate educational qualifications and entrance requirements at both the secondary and post-secondary level across the country. Since educational qualifications and entrance requirements can only be co-ordinated if educational goals are similar, our Committee hopes that the Task Force will seek to establish such goals, in co-operation with educational establishments.

The Committee looked at problems of illiterate Canadians, of those with learning and physical disabilities and of young women in outlining improvements needed in our education systems.

Our Committee endorses the recommendation for a national campaign to combat illiteracy.

Our Committee believes that the remaining recommendations of the Obstacles Report on the disabled be carried out and efforts be made to recognize the special needs of handicapped and learning disabled youth.

In addition, we recognize that many problems stem from the changing expectations of schooling held by parents, teachers, students and employers. Co-operative education appears to facilitate the transition from school to work. Examples of successful programs indicate the merits of this alternative and we would like to encourage the continuation of such programs.

Teachers and people from business and industry should be involved in a mutual exchange of on-the-spot experiences and information in order to better inform youth and themselves about existing opportunities. Co-operative education programs should be encouraged and expanded to involve the greatest number of young people possible.

A body should be established to offer co-ordinating advice for co-operative education programs provincially and nationally. The Co-operative Career Work Association of Canada could serve as an appropriate mechanism for such co-ordination.

Our Committee also commends the successful training and apprenticeship programs undertaken in some European countries. Inspired by the positive results of West Germany, Sweden and Austria, we propose similar, though modified, initiatives in Canada.

Our Committee recommends that the federal and provincial governments examine the possibility of using the money that would otherwise be paid out as Unemployment Insurance benefits and welfare payments to subsidize the wages of previously unemployed young people when they accept apprenticeship or training positions within business and industry. Such a scheme would represent an added incentive for unemployed young people to receive training without giving up the economic security provided by Unemployment Insurance or welfare.

Our Committee recommends that government-controlled transportation companies offer reduced rates to young people on exchange programs, and urges other transportation companies to do likewise. These exchange programs should be co-ordinated at the national level, recognizing identified goals and standards.

A discussion of post-secondary education is prefaced by a look at trends over the last two decades. We spoke with groups representing the concerns of colleges and universities, particularly in the area of post-secondary financing. We also reviewed statistics and research on post-secondary institutions. In this regard, we commend the work of the Johnson Report and endorse its recommendations. In addition, we feel that the problems of foreign students in Canada deserve special attention.

We strongly endorse the recommendations of the Johnson Committee Report on the funding of post-secondary education and research.

We recommend that the problems of foreign students be examined by the Ministers of Education and Employment and Immigration Canada.

The final chapter deals with employment and unemployment as the issue of most concern for young people. Our study of this problem convinced us that the situation can no longer be tolerated and that immediate, innovative steps must be taken to find work for over half a million young Canadians.

Since early 1970, youth unemployment has been rising in most industrialized countries. In Canada as elsewhere young people suffer from a disproportionate level of unemployment compared with adults. Inadequate training and education and increased competition for fewer available jobs serve as barriers to finding work. For young women, occupational segregation begins even before they reach the labour force and choices made in high school ultimately affect their ability to earn the same wages as men.

Demographic forecasts show that, despite the fact that the number of young people in the labour force will decline over the next few years, unemployment for young people will remain high. This is especially true for young people in Eastern Canada,

handicapped and learning disabled youth and those with low levels of education. The psychological and social costs of unemployment can no longer be ignored.

Regardless of whether youth unemployment is a long-term problem or one that will be solved by private enterprise in a few years, swift action must be taken now. The final section of our Report proposes a number of approaches which, if taken as a whole, may begin to solve youth unemployment.

The Committee recommends that in implementing restraint measures, governments examine the effect these will have on the problem of youth unemployment, directly and indirectly and take all possible corrective action, when necessary.

We recommend that the government examine the possibility of adapting to Canadian conditions and experience some training and apprenticeship programs which have been successful in West Germany, Austria and Sweden. These are obligatory, involve co-operation between schools and business, and give young people the paid status of apprentices within business establishments.

The Committee recommends that various levels of government establish or promote the establishment of foundations headed by people knowledgeable about business. The funds in these foundations would be used to finance small businesses launched by young persons and to provide advice on business techniques.

The Committee recommends that legislation concerning Unemployment Insurance and social assistance benefits be amended so that the federal government could subsidize the wages of new trainees previously receiving Unemployment Insurance benefits and thus encourage employers to hire jobless youth. This system could also be used to finance government public works. Unemployment Insurance recipients could start their own businesses with Unemployment Insurance or social assistance money and continue to receive benefits without disqualification for a period of 52 weeks, this initial period being the most crucial in the life of a new business.

The Committee recommends that the government launch urgent pilot projects to test the feasibility of work sharing and job sharing as means of increasing youth employment.

The Committee recommends that the government move immediately to promote occupational renewal leave *in as many fields as possible,* both in the private and public sectors for those employees who choose and are able to take advantage of this option.

The Committee recommends that the government, acting through CIDA, take steps to allow non-governmental organizations to train and ensure the presence in Third World countries of as many youth volunteers as those countries require. The government should also promote youth exchanges, particularly with Third World countries.

The Committee proposes that the government estabish a Young Canadians' Community Service Program, open to all Canadians aged 17 to 24, either by using Katimavik as a model or by giving Katimavik, now a non-government organization funded by the Department of the Secretary of State, the means to expand.

The Committee recommends the creation of Youth Action Councils in all Canadian communities, and the establishment of a non-governmental body to promote and co-ordinate the activities of these local councils and to provide information on youth-related issues.

The 26 recommendations of our Committee attempt to identify and resolve some of the major problems affecting Canada's young people. Again, although we have identified several areas of concern, policies affecting social services, education and employment must be complementary, as changes in one domain invariably provoke effects in another. We hope that our Report and its recommendations clearly address the needs and anxieties of the hundreds of Canadians, young and old, who took the time to write or speak to us and who share our concern and optimism for the youth of Canada.

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Appendix I

DOLEFUL PROJECTIONS: SOME LONG-TERM EMPLOYMENT SCENARIOS USING THE SOCIO-ECONOMIC-RESOURCE FRAMEWORK (SERF)

WATSRF Working Paper No. 1

Report prepared for the Special
Senate Youth Committee

by

Dr. John B. Robinson
Director, Waterloo Simulation
Research Facility (WATSRF)
University of Waterloo
Waterloo, Ontario N2L 3G1

Abstract

This paper reports the results of an analysis of future Canadian employment patterns produced using the Socio-Economic-Resource Framework (SERF), a large set of computerized simulation models of the Canadian economy and society. Three scenarios, and eight variants of the third scenario were created to explore the employment effects of different future patterns of economic and demographic activity.

First, a high and low scenario were created to the year 2031, containing respectively high and low growth in fertility, consumer demand and labour productivity. These scenarios, representing growing affluence on the one hand and economic stagnation on the other, were felt to bracket reasonable and internally consistent extremes for sustained rates of change for Canadian society. However, in both scenarios, the labour service tension, defined as a surplus of labour supply over labour demand, grows to rates close to 25% by 2010.

In order to test the sensitivity of employment effects to changes in key demographic and economic parameters, a reference scenario, representing a rough mid-range of the high and low scenarios described above, was created and eight variants run. Each variant represented a large qualitative change in key input variables (fertility, retirement age, length of work week, demand for durables, demand for non-durables, service sector growth, export shares and productivity). In the reference scenario and all but three of the variants, the labour service tension rose to close to 20% by 2000. Two of the remaining variants (high non-durables, low productivity) showed rates of about 14% for that year. The final variant was created by calculating the length of work week required to reduce the labour service tension to 4.5%. This value was 26 hours/week, implying the need for a significant level of job sharing if that route were chosen to reduce unemployment rates.

The most general results of the analysis are that the combination of demographic changes, saturation effects and increased productivity are likely, under the conditions projected here, to substantially increase unemployment until some time after the turn of the century. These results are *not* predictions, since such rates are likely to be politically unacceptable, and to cause changes in policy and institutional behaviour before such levels of unemploy-

ment are reached. They do however illustrate the existence of certain trends and relationships that should be taken into account in planning such changes.

With regard to youth unemployment, demographic changes will result in a decreased share of total labour supply by workers under 25 by the year 2000. However the total number of workers under 25 will still be 3.7 million in 2000, compared to 4.3 million in 1979. Given past trends in the relative unemployment rate of young workers, youth unemployment would presumably continue to be severe in these scenarios.

Appendix II

List of Witnesses

Wednesday, March 13, 1985: Ottawa: (Issue nº 1)

Tuesday, April 23, 1985: Ottawa

The Honourable Andrée Champagne, P.C., M.P.,
Minister of State (Youth).

Mr. Richard Dicerni, Assistant Under-Secretary of State (Citizenship).

Monday, May 6, 1985: Ottawa: (Issue nº 2)

Canadian Federation of Students:
Ms. Barbara Donaldson, Chairperson;
Mr. Robert Richardson, Executive Officer;
Ms. Jean Wright, Economic Policy Researcher;
Ms. Anne-Marie Turcotte, Accessibility Researcher.

Mr. Myles Egli, Nepean, Ontario (Personal presentation).

Monday, May 13, 1985: Ottawa: (Issue nº 3)

Canadian Council on Children and Youth:
Mr. Brian Ward, Executive Director;
Ms. Tamara Andruszkiewicz, Co-ordinator of the Broadcasting Project.

Student Commonwealth Conference:
Mr. Damir Bersinic, Chairperson, Planning Committee, 13th Student Commonwealth Conference.
and
Delegates:
Mr. David Thurlow;
Ms. Cynthia Burton:
Ms. Katie Reid;
Ms. Alix Shoemaker;
Ms. Sylvia Glavin.

Tuesday, May 21, 1985: Winnipeg: (Issue nº 4)

Manitoba School Counsellors Association:
Ms. Huguette Rempel, Member of the Executive.

Conseil jeunesse provinciale Inc.:
Mr. Michel Roy, President;
Mr. Vincent Dureault, Executive Director.

Young Canada Television:
Ms. Liz Jarvis, Co-ordinator for Manitoba.

Children's Home of Winnipeg:
Mr. Keith Cooper, Executive Director.

Manitoba Youth Action Group:
Mr. Fred Appel, Member of the Executive.

Mr. Reginald Alcock, Director, Child and Family Services, Province of Manitoba.

Manitoba Teachers' Society:
Mr. Murray Smith, President;
Mr. Walter Pindera, General Secretary.

Professor Greg Mason, Institute for Social and Economic Research, University of Manitoba.

Social Planning Council of Winnipeg:
Mr. Tim Sale, Director.

University of Manitoba Students' Union:
Mr. Jeff Koshner, President;
Miss Carol Manson, Past President.

Ms. Dev Bala Sud.

Wednesday, May 22, 1985: Regina: (Issue n° 5)

Saskatchewan Association of Friendship Centres:
Ms. Anita Howell, Representative.

Planned Parenthood of Saskatchewan:
Mrs. Margaret Fern, Executive Director;
Mrs. Marianne Weston, Director.
Faculty of Social Work, University of Regina:
Professor George Maslany;
Professor Graham Riches, Associate Professor.

Association of Métis and Non- Status Indians:
Mr. Kevin Daniels, Chairman.

Saskatchewan Action Committee, Status of Women:
Miss Susan Tardif, ex officio Member of the Board;

Miss Gwen Torgunrud, President;
Miss Susan Dusel, Communications Co-ordinator.

Saskatchewan Federated Indian College:
Mr. Blair Stonechild, Head, Department of Indian Studies.

Indian Students' Association, University of Regina:
Mr. Ronald Crowe, President.

Saskatchewan Youth Network:
Mr. Ken Bridges, Chairman, Saskatchewan Youth Network, and President, Last Touch Regional Youth Council.

Thursday, May 23, 1985: Edmonton: (Issue n° 6)

Canada Native Friendship Centre:
Mr. Gordon Russell, Program Director;
Ms. Debby Large, Youth Worker;
Mr. Rodney Sinclair, Youth Worker.

Alberta Liberal Youth Committee:
Mr. J. Randall Pelletier, Member of the Committee.

Francophone Jeunesse de l'Alberta:
Mr. Edmond Laplante, Executive Director;
Mr. Paul Blais, President.

Young Canada Television:
Mr. Dan Demers, Representative, Young Canada Television and Canadian Council on Children and Youth;
Ms. Ursula O. Ulrich, Representative, National Film Board and Young Canada Television.

Alberta Alcoholism and Drug Abuse Commission:
Mr. John Gogo, M L A, Chairman;
Mr. Jan Skirrow, Executive Director;
Mr. Ric Durrant, Director, Provincial Programs for Youth.

Department of Sociology, University of Lethbridge:
Professor Reginald W. Bibby.

McMan Youth Services Association:
Ms. Carol J. Ladan, Executive Director;
Mr. Dan Patterson, Chairman, Edmonton Regional Board;
Ms. Carolyn Haidner, Director, Teen Employment Opportunities Program;
Mr. Brent McKinnon, Director, Inner City Youth Project;

Miss Gail Stolarchuk, Participant, Teen Employment Opportunities Program;
Mr. Rob Brown, Participant, Teen Employment Opportunities Program;
Mr. Rod Marlow, Participant, Teen Employment Opportunities Program.

Alberta Young New Democratic Party:
Mr. Michael Moroz, President;
Mr. Dan Demers.

Community Youth Involvement, City of Edmonton;
Mr. Kevin Hood, Counsellor.

Department of Sociology, University of Alberta:
Professor Graham Lowe;
Professor Harvey Krahn.

Edmonton Jaycees, Junior Chamber of Commerce:
Mr. Gordon Uhlich, President;
Mr. John Stobbe, President Elect;
Ms. Sara Smith, Participant in the Youth Training Option.

BYESIS Multicultural Youth Group;
Mr. Suneel Khetarpal, Founder and representative of BYESIS.

Friday, May 24, 1985: Vancouver: (Issue nº 7)

Step-Up School:
Mrs. Nona Thompson, Director and Professor,
Miss Sarah Carr,
Miss Lisa Omeasso,
Miss Diana Dutra, Students and former students of Step-Up School.

Alma Mater Society of the University of British Columbia:
Ms. Glenna Chestnutt, President;
Ms. Nancy Bradshaw, Student representative on the Board of Governors of the University of British Columbia.

Mrs. Tunya Audain. (Personal presentation)

Round Lake Drug and Alcohol Treatment Centre:
Mrs. Alice Klassen, Executive Director;
Mrs. Pam Louis, Board Member;
Mr. Glen Jacks, Participant at the Centre.

Malaspina College, Nanaimo, B.C.:
Mr. Grant Trobridge, Representative of Malaspina College Circle K Club;
Mr. Ed Sutherland, Co-ordinator, Students' Development Corporation of Malaspina College.

The Chilliwack Youth Empowerment Project:
Mr. Bill Tucker, Chairman, Chilliwack District Youth Council;
Ms. Tess Rogalsky, Chairman, Promotion Committee, C.Y.E.P.;
Ms. Karen Porter, Chairman, Conference Content for the Youth for Youth Conferences;
Ms. Pat Tonn, Chairman, C.Y.E.P.;
Mr. Ian McCracken, Participant, C.Y.E.P.;
Ms. Sue Good, Participant, C.Y.E.P..

United Nations Association:
Mr. Paul Gibbard, Youth Commissioner;
Ms. Colbey Peters,
Ms. Roseanne Moran,
Mr. Lawrence Kootnikoff, participants of the U.N.A.

United Chinese Community Enrichment Services Society:
Ms. Amy Kwok, Member of the Board of Directors;
Mr. Bang Luu,
Mr. Roger Tsui, Staff Workers of the Society.

Fédération des Franco-Colombiens:
Ms. Hélène-Marie Boudreau, Coordinator of Summer Programs.

Dr. Roger S. Tonkin, Pediatrician, Youth Clinic, B.C. Children's Hospital.

National Black Coalition of Canada:
Ms. Doreen Crump, representative.

Katimavik — Pacific:
Mr. Bill Forsyth,
Ms. Arlie Flood,
Ms. Margaret Lobb,
Ms. Sylvie Lamoureux, Participants in Katimavik projects.

Ministry of Health, Government of the Province of British Columbia:
Mr. Kent Pearson, Director, Prevention Division, Alcohol and Drug Programs;

Ms. Joanne Pallet, Co-ordinator, Prevention Division, Alcohol and Drug Programs.

Carnegie Centre:
Mr. Elwin Yuen, President.

Planning Committee for the British Columbia Youth Council:
Ms. Susan Elrington, Public Relations Co-ordinator;
Mr. Greg Lyle, Outreach Co-ordinator.

Monday, June 13, 1985: Fredericton: (Issue n° 8)

New Brunswick Association of Métis and Non-Status Indians "Youth in Action" Group:
Ms. Roxanne Harper, President.

Miss Nathalie Daoust, Montreal, Quebec, Participant in a Katimavik project;

Boys' and Girls' Club of Saint John, Inc.:
Mr. F.G. Byrne, Secretary of the Board of Directors;
Ms. Pamela Harrington, Project Manager, Youth Employment Survey Project;
Mr. Daniel Brennan, Project Worker.

New Brunswick Multicultural Council:
Ms. Hilary Drain, Liaison Officer;
Mr. Bernard Lord, Assistant Project Manager.

University of New Brunswick Student Women's Committee:
Ms. Gayle MacDonald, Member of the Association.

Government of the Province of New Brunswick:
The Honourable Joseph W. Mombourquette, Minister of Labour and Human Resources, and Chairman of the Social Policy Committee.
Ms. Laura Freeman, Policy Analyst, Cabinet Secretariat.

Town of Oromocto:
Mr. Clair Ripley, Mayor of Oromocto:
Mr. Norman Russell, Director of Youth Activities;
Mr. Brent Hancox, Chairman, Youth Advisory Committee.

Federation of Students of the University of Moncton:
Mr. Bernard Lord, President.

Federation of Youth of New Brunswick:
Mr. John Bosnitch, President.

Tuesday, June 4, 1985: Halifax: (Issue n° 9)

Nova Scotia Commission on Drug Dependency:
Mr. Marvin M. Burke, Executive Director;
Mrs. Carol Amaratunga, Ph. D., Co-ordinator, Prevention and Community Education Division.

Social Planning Department of the City of Halifax:
Mr. Harold Crowell, Director, Department of Social Planning;
Mr. Tom MacMillan, Co-ordinator, Outreach Young Adult Employment Program;
Miss Dana Gillat, Youth.

Ms. Anne Fouillard,
Mr. John Duckworth.

Dalhousie Institute for Resource Management and Environmental Studies:
Mr. Arthur J. Hanson, Director;
Ms. Gaye Drescher;
Mr. Charles Hickman, Students of the Institute.

Department of Labour and Manpower of the Province of Nova Scotia:
The Honourable David Nantes, Minister of Labour and Manpower;
Ms. Kathie Swenson, Director, Youth Initiative Programme.

Canadian Association of Christians and Jews:
Ms. Brenda E. Taylor, Executive Director, Atlantic Region;
Ms. Candace Thomas,
Ms. Beverly Boss,
Mr. Alonzo Wright, Summer employees of the C.A.C.J.

National Youth Leadership Council:
Mr. Rod Matheson, Spokesman for N.Y.L.C.;
Miss Lisa Scott, Student.

Conseil Jeunesse Provincial de la Nouvelle-Écosse:
Miss Pierrette Doucet, President;
Mrs. Alphonsine Saulnier, Responsible for the "Women" file (Acadian Federation of Nova Scotia).

Boys' and Girls' Club of Cole Harbour:
Mr. Peter Mortimer, Executive Director;
Ms. Diane Tibert, Club Member;
Mr. Tracey Cromwell, Club Member.

Atlantic Conference on Learning Disabilities:
Miss Judy Pelletier, Representative.

Young Men's Christian Association:
Mr. Thomas R. Coon, Chief Executive Officer;
Mr. Terry Moore, General Manager, South Park Branch.

Students' Union of Nova Scotia:
Mr. Barney Savage, Vice President (External), Dalhousie Students' Union;
Ms. José Drucker, Executive Officer, Students' Union of Nova Scotia.

Children and Youth Action Council of Nova Scotia (Canadian Council on Children and Youth):
Ms. Sue Wolstenholme, Board Member.

Mr. Kevin Christmas, Member, Union of Nova Scotia Indians.

Nova Scotia Youth Entrepreneurial Program:
Mr. Phillip Albertstat, Participant in the N.S.Y.E.P.

Wednesday, June 5, 1985: Charlottetown: (Issue n° 10)

Government of the Province of Prince Edward Island:
Mr. Bill McMillan, P.E.I. Youth Ambassador.

Allied Youth:
Ms. Inga Dorsey, Spokesperson for Allied Youth;
Mr. Doug McDougall, Allied Youth Advisor.

Prince Edward Island Guidance and Counselling Association:
Mr. John Stewart, Committee Member.

Jeunesse Acadienne:
Mr. Emile Gallant, Executive Director.

Canadian Red Cross Youth:
Mr. Arthur Love, Volunteer;
Mr. Miles Turnbull, Red Cross Water Safety Employee;
Ms. Cathy Campbell, Volunteer, Red Cross Duke of Edinburgh Awards Program;
Ms. Elizabeth Zinck, International Youth Year Co-ordinator, Canadian Red Cross.

University of Prince Edward Island Students' Union:
Mr. Gordon Cobb, President;
Miss Carolyn Ryan, Vice President (Academic);

Ms. Lydia Balderston.

Prince Edward Island Association for the Hearing Impaired:
Ms. Debra MacFarlane, President.

Prince Edward Island Recreation and Sports Association for the Disabled:
Ms. Vicki Weldin, Summer Intern.

Prince Edward Island Alcohol and Drug Problems Institute:
Mr. Colin Campbell, Director;
Mr. Graig MacKinnon, Counsellor.

Thursday, June 6, 1985: St. John's: (Issue n° 11)

Planned Parenthood Newfoundland/Labrador:
Ms. Wendy Williams, Clinic Co-ordinator;
Ms. Diane Collier, Volunteer;
Ms. Wendy Peet, Volunteer.

Newfoundland and Labrador Association of Youth Serving Agencies:
Ms. Janice Stroud, Executive Director.

Newfoundland Association for Children and Adults with Learning Disabilities:
Mr. Max Batten, Representative.

Newfoundland and Labrador Advisory Council on the Status of Women:
Ms. Dorothy Robbins, Administrator;
Ms. Debbie Sherrard, Researcher.

Liberal Party of Newfoundland:
Mr. Kevin Aylward, Member of the House of Assembly (Stephenville);
Mr. Chuck Furey, Member of the House of Assembly (St. Barbe);
Mr. Eugene Hiscock, Member of the House of Assembly (Eagle River).

The Upper Trinity South Youth Council:
Ms. Bernadette St-George, Representative;
Mr. Ron Mercer, Member of the Council.

Newfoundland and Labrador Youth Advisory Council:
Mr. David Brazil, Past President;
Mr. Mark Dugan, Vice-Chairman.

St. Michael's Parish Youth Ministry:
Mr. Pat Rose, President;
Mr. Paul Lahey, Treasurer;
Mr. David Brazil, Past President.

Tuesday, June 10, 1985: Ottawa: (Issue n° 12)

Mr. Donald J. Eberly, Executive Director,
National Service Secretariat, Washington, D.C.

Monday, June 17, 1985: Montreal: (Issue n° 13)

Townshippers' Association:
Ms. Marjorie Goodfellow, President;
Mr. Wendell Hughes, Member;
Ms. Cynthia Dow, Executive Director;
Ms. Lee Anne DeGuire, Member;
Mr. Edwin Smith, Member.

National Theatre School of Canada:
Mr. Jean-Louis Roux, Director General;
Miss Christina Nicoll, student;
Mr. Andrew Lue-Shue, student;
Ms. Lou Arteau, former student.

Salvation Army:
Lieutenant Glen Shepherd, Youth Secretary;
Mr. David McNeilly, Student;
Miss Donna MacMillan, Student;
Mr. John Shepherd, Student.

Universal White Brotherhood:
Ms. Louise Gareau, Disciple;
Miss Emmanuelle Lemyre, Student;
Ms. Nicole Painchaud, Disciple;
Miss Sophie Gamache, Student;
Ms. Aline Masson, Physiotherapist.

International Youth Year Conference on Law, Inc.:
Mr. Jeffrey de Fourestier, Director of Protocol;
Ms. Myra Shuster, Chairperson, Thematics Committee.

Correspondence Canada:
Mr. Barry Simon, Director.

Tuesday, June 18, 1985: Montreal: (Issue n° 14)

Laboratoire d'outils de gestion étudiante du Québec (LOGEQ):
Ms. Pauline Lavoie, Co-ordinator.

Mrs. Jessica Rochester, Consultant
Bio-Ecological Nutrition.

Fédération des coopératives québecoises en milieu scolaire:
Ms. Claudine Robitaille, President;
Mr. Jean-Pierre Girard, Training Officer;
Mr. Christian Rousseau, Executive Director.

Confederation of National Trade Unions:
Mr. Christophe Auger, Vice-President;
Ms. Anne Pineau, Member of the Youth Committee;
Ms. Diane Perrault, Member of the Youth Committee;
Ms. Sylvie Vachon, Member of the Youth Committee.

Laboratoire d'écologie humaine et sociale, Université du Québec à Montréal:
Mr. Michel Tousignant, Consultant to the Department of the Secretary of State.

Katimavik:
Mr. Paul Phaneuf, Executive Director.

Ms. Vivian Silver.

Head and Hands:
Ms. Marian Adams, Street Worker.

Ambcal West Island Youth Project:
Mr. Michael Gershowitz, Director.

Table de concertation des organismes Jeunesse-Travail du Québec:
Mr. Jocelyn Villeneuve, Research Officer;
Mr. Daniel Vaillancourt, Delegate;
Mr. Antoine Williams, Delegate;
Mr. André David, Consultant for Contact Jeunesse.

Ms. Natalia Gracovetsky.

ONET 85 (Opération nettoyage de l'environnement territorial):
Mr. Jacques Renaud, Administrative Consultant;
Mr. Stéphane Poulin, Participant in ONET 85, Student;
Ms. Hélène Chabot, Participant in ONET 85;
Mr. Bertrand Laverdure, Participant in ONET 85, Student;
Mr. Yves Blanchette, Executive Director.

Thursday, June 20, 1985: Toronto: (Issue n° 15)

Industry-Education Council/Hamilton-Wentworth:
Mr. Doug MacPherson, President;

Ms. Beth MacRae, Project Worker;
Ms. Lydia Duarte, Project Worker;
Mr. Robb Webb, Director;
Mr. John Stevenson, Director.

Frontier College:
Ms. Tracy Carpenter, Co-ordinator, Independent Studies Program;
Ms. Joy Evans, Co-ordinator, Independent Studies Program;
Mr. Albert Maxwell, Student;
Mr. Leonard Heinekamp, Student;
Mr. Tracy Le Quyere, Co-ordinator, "Beat the Street" Program.

Hospital for Sick Children:
Dr. Eudice Goldberg, M.D., F.R.C.P.(C), Assistant Professor, Pediatrics, University of Toronto, and Director, Adolescent Medicine Program, Hospital for Sick Children;
Dr. Miriam Rossi, M.D., Pediatrician, Assistant Director, Adolescent Medicine Program, Hospital for Sick Children;
Dr. Sujatha Lena, M.D., Fellow Pediatrician, Adolescent Medicine Program, Hospital for Sick Children.

Salvation Army:
Major Malcolm Webster, Assistant Co-ordinator, Social Services;
Ms. Karen Kennedy, Co-ordinator, Work Adjustment Training Program;
Ms. Laurie Cathcart, Participant, Work Adjustment Training Program;
Ms. Helen Nikolau, Graduate of the Work Adjustment Training Program.

Youth Corps:
Mr. Leslie Charbon, Member;
Ms. Karen Ruttiman, Member.

Ukrainian Canadian Students' Union:
Mr. Roman Dubczak, Vice-President;
Mr. Danylo Dzikewicz, Vice-President.

Health League of Canada:
Mr. Daniel Andreae, Executive Director;
Dr. David Garner, Immediate Past President, and Director of Psychiatric Research, Toronto General Hospital.

Realwomen of Canada:
Mrs. Grace Petrasek, National President.

Afro-Canadian Youth Organization:
Mr. Clem Okonkwo, West Hill Youth Representative.

Bridging the Gap:
Mr. David B. Clemens, President;

Mississauga Mayor's Youth Advisory Committee:
Mr. James Lynn, Chairman;
Ms. Sharon Muscat;
Mr. Sam Fiorella;
Ms. Kathleen Louise Cosgriffe,
Members of the Committee.

Friday, June 21, 1985: Toronto: (Issue n° 16)
Brigadier-General Kenneth T. Kennah (Ret'd).

London Family Court Clinic:
Dr. Alan W. Leschied, Ph.D.

Baha'i Youth of Canada:
Miss Jan Bernholtz, Representative;
Mr. Shademan Akhavan, Representative.

Young Women's Christian Association:
Ms. Helen Whalen, Program Worker, Teen Mothers' Program;
Ms. Lesley Tracey,
Ms. Honey Andrews,
Ms. Jennifer Glover,
Ms. Tracy Mallery,
Participants, Teen Mothers' Program.

Canadian Hostelling Association:
Mr. Lembit Lellep, Executive Director, Great Lakes Region.

Career Information and Placement Centre:
Ms. Roblin Nagler, Staff Member;
Ms. Ondina Viega, Co-operative Education Student, West Toronto Secondary School;
Ms. Jacqui Cipin, Work Experience Representative.

Canada World Youth — Ontario:
Ms. Patty Chilton, Regional Office Co-ordinator;

Mr. Cesar Delgado, Country Co-ordinator, Peru Exchange Program;
Mr. Terri Preston, Canadian Co-ordinator, Ecuador Exchange Program;
Mr. Andrew Parsons, Past Participant, Pakistan Exchange Program.

Youth Across Canada with the Mentally Retarded:
Ms. Fiona McPherson, Past President;
Ms. Susan Shewchuk,
Ms. Brenda Provost,
Mr. Tony Ciolfi,
Ms. Laura McShane,
Ms. Sheri Damato, Participants in the People Program.

Social Planning Council of Kitchener-Waterloo:
Ms. Jane Sibley, Co-ordinator, Youth Conference;
Ms. Sheila Trainor, Participant, Youth Employment and Labour Market Workshop;
Ms. Paula Nevison, Participant, Life Skills Workshop;
Mr. Dirk Gosselink, Participant, Family and Social Issues Workshop;
Mr. Carlton Balm, Participant, Crisis and Values Workshop;
Mr. Keith Summers, Participant, Education Workshop.

Frontiers Foundation:
Mr. Charles Catto, Executive Director;
Mr. Marco Guzman, Canadian Program Co-ordinator.
Ms. Mabel Cuffy, Accounting Secretary;
Ms. Olga Guzman, Veteran Volunteer;
Mr. Ian Atack, Public Relations;
Mr. Alex McKay, Special Projects Co-ordinator.

Ontario Social Development Council:
Mr. Ernie Ginsler, Vice President;
Ms. Jayne MacDonald, Student with O.S.D.C. and Delegate from the Youth Conference of Sudbury (May 1985);
Mr. Danny Rowe, Participant, Youth Start Program;
Ms. Gabrielle Mandell, Student, University of Toronto.

Renascent Treatment Centres for the Treatment of Alcoholism:
Ms. Lucille Toth, Director of Development and Public Relations;
Cindy,
Fraser,
Andy, former patients of Renascent Treatment Centres.

North American Jewish Students' Network:
Mr. David Shapiro.

Joint Task Force on Youth Employment, Social Planning Council of Metro Toronto:
Mr. Terry Sullivan, Clinical Director, Central Toronto Youth Services.
Ms. Laura Johnson, Program Director, Social Planning Council of Metro Toronto;
Mr. John Burke, Executive Director, Downtown Church-workers' Association.

Tuesday, September 10, 1985: Ottawa: (Issue nº 17)

Children's Hospital of Eastern Ontario
Dr. Simon Davidson, Director of Out-Patient Psychiatry and Psychiatric Training.

Assembly of First Nations:
Ms. Heather G. Hodgson, Youth Coordinator;
Mr. Randy Phillips, Youth-Education Office;
Mr. Gary Joseph, Youth;
Ms. Sheila Nevin, Executive Office-Youth;
Ms. Wanita White, Personnel Office;
Ms. Gladys Wakegijig, Youth Bilateral process;
Ms. Bonnie McGregor, Youth Bilateral process.

Fédération des Jeunes Canadiens Français:
Mr. Ronald Bisson, Executive Director;
Mr. Luc Martin, President.

Toronto Board of Education:
Ms. Penny Moss, Chair;
Mr. Ronald Halford, Associate Director;
Mr. Charles Taylor, Superintendent, Curriculum.

University and College Placement Association:
Mr. H. James Duncan, Executive Director of U.C.P.A.;
Mrs. Jan Basso, Manager, Placement and Career Services, Wilfrid Laurier University, (Past President of U.C.P.A.);
Mr. P. Ian Miller, Manager, Canada Employment Centre (Carleton University), (Vice-President — Education, U.C.P.A.);
Ms. Sonya Fullerton, Graduate, Electrical Engineer, Carleton University.

United Nations Association in Canada:
Ms. Brigitte Robineault, Youth Projects Assistant to the Executive Director;
Mrs. Joan Broughton, Information Officer.

Centre for Research-Action on Race Relations:
Mr. Waheed Malik, President;
Ms. Michèle Laureen Nancoo, Youth Member;
Mr. Fo Niemi, Executive Director.

Royal Ottawa Rehabilitation Centre:
Mrs. Margaret Nelson, Social Worker;
Ms. Karyna Laroche, Participant, Adolescent Program;
Mr. Michel Pigeon, Participant, Adolescent Program.

Wednesday, September 11, 1985: Ottawa: (Issue n° 18)

Canadian Association of University Teachers:
Professor Edward O. Anderson, President;
Dr. Donald C. Savage, Executive Secretary.

Inuit Tapirisat of Canada:
Mr. Robert Higgins, Special Assistant to the President;
Mr. Jonah Qanatsiaq, Representative, Youth Council Program.

Association of Universities and Colleges of Canada:
Dr. D.L. Johnston, Vice-President;
Dr. Allan K. Gillmore, Executive Director,

Canada World Youth:
Mr. Jacques Jobin, Executive Director;
Mr. Gordon Bourns, Chairman of the Board;
Ms. Nathalie Ménard, Past participant
Mr. Dan Zollmann, Past participant, Assistant to the Director of International Affairs.
Mr. D. Ross Bannerman, Associate Director General.

Société de recherche en orientation humaine inc.:
Mr. Moncef Guitouni, President and Founder.

Pax Humana Group:
Mr. Nicholas Parker, President;
Mr. Timothy Egan, Staff member.

Canadian Council on Social Development:
Mr. Harry MacKay, Ph. D., Senior Research Advisor;
Mr. Peter Wray, Researcher.

Centre 313 Crisis Centre:
Mr. Bill Leslie, Co-ordinator;
Ms. Hélène Ménard, Supervisor of Long Term Workers, Post-15 Program.

Native Council of Canada:
Mr. Chris McCormick, Vice-President (East);
Mr. Lawrence Gladue, Executive Director;
Mr. Grove Lane, Consultant (Youth).

Thursday, September 12, 1985: Ottawa: (Issue n° 19)

Ministry of Health and Social Services, and Ministry responsible for Youth,
Government of the Northwest Territories:
Mr. Paul Moody, Deputy Minister.

Club California, Whitehorse, Yukon:
Ms. Heather Findlater, Youth Centre Manager.

Midnight Sun Youth Group, Inuvik, Northwest Territories:
Ms. Camellia Faith Loreen, Program Co-ordinator.

Skookum Jim Friendship Centre, Whitehorse, Yukon:
Mr. Stan Boychuk, Executive Director.

Appendix III

Conferences attended

International Youth Year Forums
Ministry of State for Youth:

Pacific Regional Forum
Vancouver, May 3-5, 1985

Prairie Regional Forum
Edmonton, June 14, 15, 16, 1985

Atlantic Regional Forum
Halifax, July 5, 6, 7, 1985

Quebec Regional Forum
Compton, October 4, 5, 6, 1985

Ontario Regional Forum
Orillia, October 25, 26, 27, 1985

Inpax

Pax Humana Group
Ottawa, August 18-24, 1985

My Future, My Challenge

University of Ottawa Women's Studies Collective
Ottawa, September 27-28, 1985

Statistics Canada Lecture Series:
New Perspectives on Youth

Organized for International Youth Year by Target Group Data Bases
Project and Communications Division
Ottawa, September 9, 1985

Symposium on Policies for Full Employment

Social Planning Copuncil of Ottawa-carleton
Ottawa, November 29-30, 1985

Student Commonwealth Conference

Ottawa, May 5-11, 1986