



# Cayman Islands National Youth Policy



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## FOREWARD FROM THE CHAIRPERSON ON BEHALF OF THE NATIONAL YOUTH POLICY TASK FORCE

*It is with a great sense of pride and achievement that we are able to provide you with the National Youth Policy (NYP).*

I am very privileged to be able to thank the members of the NYP task force and indeed all of the people of the Cayman Islands who assisted us with its development. The task force began its work in earnest in September 1998 and the culmination at this stage in the process, which involved much hard work and dedication, is this crucial document. Throughout the process the participatory model of policymaking as espoused by the Commonwealth Youth Programme (CYP) was used. Public meetings, workshops, conferences, questionnaires, and focus groups were all used to ensure that the participation of school children, business owners, church and community leaders, senior civil servants, parents, educators, employers and legislators was garnered. This policy document therefore represents the fears and concerns, the needs and aspirations, the achievements and visions of and for the young people of the Cayman Islands.

The Ministry responsible for Youth is committed to the full implementation of this policy and intends to continue this with the CYP model of participatory policy development. Initially this will necessitate the preparation of a plan of action that outlines the required resources.

We consider our young people to be our most valuable resource and our greatest responsibility. They are the future leaders of these islands and therefore we must assiduously prepare them for success. We must nurture, guide and offer them a wide array of opportunities through which they can develop to their fullest potential on their journey through life. We believe that the National Youth Policy is an essential vehicle on this journey.

Let me offer my most sincere gratitude to you for your continued assistance in empowering our young women and men and for so unselfishly contributing to the continued development of the Cayman Islands.

---

Carson Ebanks, JP  
Permanent secretary  
Ministry of Community Affairs, Sports, Women, Youth & Culture

## **(A) PREFACE**

During the last 5 years of the 20<sup>th</sup> Century, the Cayman Islands, like the other 53 countries of the Commonwealth, took stock of its provisions for young people and the measures being taken to equip them to deal with the challenges of the new millennium. It was surprising to find that these provisions were somewhat inadequate and that the Cayman Islands (and the vast majority of Commonwealth countries) did not have a clearly documented National Youth Policy. It was for this reason that a collective decision was made at the Commonwealth Youth Ministers Meeting in Port of Spain, Trinidad in May 1995 to make every effort to complete the process in all countries by the year 2000.

The National Youth Policy is a timely document. It offers an insight into the thoughts and behaviour of our youth, which will no doubt be future decision-makers of the Cayman Islands.

The NYP therefore celebrates the importance of our young people to the future of the Cayman Islands. Even though it may be relatively silent on the enormous achievements of the well-adjusted, productive and decent young men and women who live in these islands, it must not be forgotten that the vast majority make a smooth transition from the dependence of childhood to independent and interdependent adulthood.

It does, however, rightly lament the failure of an increasing number of young women and men, who for one reason or another do not apparently realise their full potential in the Cayman Islands. Since these marginalised and alienated young people are a barometer of the health of the society, particular attention has been paid to their views and needs.

Using a consultative method, this document chronicles the conditions, needs, aspirations, concerns and fears of a wide cross section of young men and women of the Cayman Islands. It also takes on board their recommendations on the structures, facilities and programmes necessary for youth empowerment.

The document wrestles with the challenge of change and makes strong recommendations for ensuring that institutions are created or strengthened to perform the functions of nurturing, socialising, educating and developing our children and young people.

It provides a vision for young people of the Cayman Islands, which is further broken down into goals and specific objectives.

This document offers leadership based on fundamental principles. It provides a framework for action and shows how all those who have a stake in the wholesome development of young women and men in the Cayman Islands can work together to make a difference in their lives.

At the dawn of the new millennium those who will inherit this land have asked us to show them the way. It is my humble view that this collaborative document will assist our youth tremendously. It is now the duty of each of us, the stakeholders, to support them all the way, and to pray daily for their protection, health, guidance, success and their general well being.

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Hon. Julianna O'Connor-Connolly, JP  
Minister of Community Affairs, Sports,  
Women, Youth and Culture

## (B) INTRODUCTION

"Our greatest responsibility in this life is to be good ancestors. We are the dynamic link between the past and future. The aim is quite straightforward: to enjoy what we have inherited, and to make the Cayman Islands a better place for the youth of today and for those of generations to come. This will not be an easy task, but it can be done. We need only do a little, in our thoughts, words and deeds, for the collective result to be overwhelming. We should not sit back and wait for someone else to make the effort. We must empower ourselves and recognise our obligation to achieve our objectives for ourselves, for our children and for the future of our country".

Pledge by the NYP Task Force

### I. BACKGROUND

The Cayman Islands, a collection of three islands situated in the Northwest Caribbean, was first 'discovered' in 1503 by Christopher Columbus. Cayman was a haven for turtles and for the pirates of old who used the islands as a regular port of call. It is thought that the earliest residents were the Carib and Arawak Indians who, because of their nomadic lifestyles, are likely to have had some contact with the islands. With the introduction of European seafarers to the Caribbean, the native Indian populations declined. As a result of colonisation, enslaved Africans were brought to the islands; and in due course a number of immigrants from North, Central, and South America and Asia found their way to our shores and became part of Caymanian society.

In earlier days, the natural resources consisted mainly of chicken, turtle and thatch. The islands offered little by way of export or industry, having few agricultural provisions, many swamps and hordes of mosquitoes. As a result, the colonial powers of Europe did not establish large-scale plantations and the Cayman Islands therefore did not have a large slave society (in comparison to other territories of the region). It also meant that the islands did not enjoy prosperity and residents relied on the sea and farmed small pockets of available land ("grounds") in order to survive.

By the early 1900s, the men went off to sea to make a living by turtling or working as crew members on ships from other countries, while the women and children

stayed in the Cayman Islands to farm, or to seek limited employment either in shops or in the government services of the day. The women were also responsible for maintaining the thatch industry. In short, the people were poor and life was simple.

However, by the late 1950's great changes began. The Cayman Islands sought to control the mosquito problem in order to make the islands more attractive to visitors. Prime land was being leased to overseas investors in the hope that some development would take place, and by the early 1960's the first legislation was being drafted to develop Cayman as a financial centre.

These early efforts quickly paid off and by the 1970's the Cayman Island's economy was booming with two successful industries: finance and tourism. Finally, there was significant employment for Caymanians, and those overseas were able to return to take part in the building of the Cayman Island's industries. The tourism industry flourished and by 1997 there were an estimated 1,246,600 visitors per annum by air and sea.<sup>1</sup> This had grown from a mere 22,900 in 1970.<sup>2</sup>

Shortly after the initial boom began, government and the private sector undertook a major restructuring effort in order to put in place the infrastructure necessary to cope with the country's growth and which, in the 1970s, enabled Cayman to become a prosperous financial centre. There are currently over 600 banks and trust companies represented in the Cayman Islands, not to mention the numerous accounting and legal firms which are represented here as well.<sup>3</sup>

Cayman's growth in the past three decades has created an abundance of new employment opportunities - more than there are qualified Caymanians available to fill. An influx of expatriate workers has been necessary to maintain Cayman's developing economy.<sup>4</sup> These immigrants have greatly diversified the population as people from neighbouring Caribbean islands, the Central American mainland, Canada, the United States of America, the United Kingdom and Asia have arrived to work or take up residence in the Cayman Islands.

This era has been one of great wealth, the likes of which Cayman has never seen before. By 1995 the Gross Domestic Product (GDP) per capita was \$30,500 USD

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<sup>1</sup> 1997 Cayman Islands Compendium of Statistics (CICS) - p104

<sup>2</sup> 1997 CICS - p104

<sup>3</sup> 1997 CICS - P36

<sup>4</sup> The number of work permit holders grew from 4,177 in 1987 to 11,314 in 1997 (1997 CICS - p27)

(\$24,400 KYD) compared with \$3,205 USD for Guyana (the lowest for independent Commonwealth Caribbean states) and \$15,738 USD for the Bahamas (the highest)<sup>5</sup>.

And so we see before us a prosperous society of roughly 37,000 people<sup>6</sup>. There is a mixed population, with many different races, nationalities and cultures. A well-developed legal and law enforcement system is in place; and there is an efficient government striving for political and economic stability for generations to come.

However, it would be unrealistic to focus only on the positive aspects of change. There is a negative side to this development and Cayman, with its prosperity and close links with the United States, is particularly prone to outside influences. These influences have impacted young people in particular and society in general. The Cayman Islands now have a prevalent drug culture, increasing crime and violence, an increasing incidence of teenage pregnancy, as well as race and class discrimination. Above all there is growing resentment of the negative consequences of change.

The fact that there is uneven development between and within the islands has also had an adverse effect on the social dynamic of the country. The Sister Islands (Cayman Brac and Little Cayman) do not enjoy the same level of prosperity that Grand Cayman has been privy to and, despite the wealth of Grand Cayman, there are impoverished neighbourhoods in all of its districts. Upon graduation from high school and/or university, many young people of Cayman Brac are forced to relocate to Grand Cayman because of the lack of job opportunities there. There is also considerable movement of people within Grand Cayman.

Given the current state of affairs and the threat of possibly losing tomorrow's leaders to the dangers of crime, violence, teenage pregnancy, discrimination, and unemployment; the community has spoken. There have been repeated calls for something to be done to alleviate the problems that young people face. Today the need for a National Youth Policy is at its greatest. At the dawn of the new millennium society must set the stage to overcome the challenges young people face.

The first step in working towards this aim was to establish a working group, a Task Force, to formulate a National Youth Policy (NYP). This would be done by assessing the problems young people faced and by putting forth possible solutions to these problems. Who better to take in hand this task than a group consisting of young people and adults who work closely with the needs of young people? The National

<sup>5</sup> 1997 CICS - p91; and the 1998 Human Development Index produced by the United Nations Development Programme

<sup>6</sup> 1997 CICS - p 80

Youth Policy Task Force is therefore a combination of people from all walks of life and ages and races, who share one thing: a desire to make the Cayman Islands a better place for all and particularly for the youth. The selection of members was made very carefully to ensure that each 'stakeholder' - every category of society - was somehow represented. The Task Force is comprised of a cross section from government and the private sector, from religious, sports, youth and community organisations and, of course, concerned young men and women.

The NYP Task Force was established in September of 1998, and since then has planned and gathered the information necessary to write the NYP. It has conducted a number of exercises to discover the concerns of the young people of the Cayman Islands. For example, there were Forums in each of the 6 districts to give young people the opportunity to come out and speak their minds in an arena where Task Force members and often MLAs were present. These discussions were interactive and informative and showed that many young people had been longing for such a podium and a listening ear. Questionnaires were also distributed to various groups of people, but primarily to young people (see Appendix 3 for a copy of the questionnaire).<sup>7</sup> Case studies were done as in-depth analyses of individual young persons. Various documents were considered in preparing the Policy: the Family Study, Report of the Youth Services Review and Implementation Committee, to name a few.<sup>8</sup> Throughout the process the Task Force held weekly meetings to assess the progress, analyse the data collected and review the drafting of the NYP.

The purpose of the National Youth Policy is to document the concerns of the young women and men of the Cayman Islands and to assess what can be done to improve the current state of affairs. In the process a comprehensive background has been provided, as well as a historical and contemporary analysis of the situation of youth. The efforts have culminated in the NYP Goals, Objectives and Strategies that will be further developed into a Plan of Action for Implementation.

Documented below are the concerns and hopes of young people expressed to the NYP Task Force as a collective group, as individuals and as future leaders of the country. These are encapsulated in the winning NYP slogan that was chosen from the dozens of entries submitted during the national competition<sup>9</sup>:

**"YOUTH ARE THE FUTURE... SHOW US THE WAY"**

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<sup>7</sup> 527 questionnaires were completed

<sup>8</sup> See Section B.VI. and Bibliography for a comprehensive list of documents considered.

<sup>9</sup> 15 year old Dianira Whittaker submitted the winning slogan, while 17 year old Monica Bodden submitted the winning logo.

## II DEFINITION OF YOUTH

The terms 'youth', 'young people', 'young women' and 'young men' are used throughout the policy document and it is therefore essential to clarify what is meant by a 'youth' and related terms.

'Youth' is not a term that lends itself easily to definition. Social scientists from Freud and Ericksson to modern Caribbean writers have had considerable difficulty in defining it. Youth defies numerical and chronological definition because it is basically a period of transition, which can stretch from the first to the last stage of human development. Across the Commonwealth the stage 'youth' starts as low as five years in some countries and continues up to 35 years in others, as in the Commonwealth of the Bahamas and Montserrat respectively.

In a modern society like the Cayman Islands there are no 'rites of passage' to mark the end of childhood or the beginning of adulthood. However, certain stage-posts are in place, which should be noted. For example:

- Age of Consent = 16 (girls); 14 (boys)
- Legal school leaving age = 16
- Age of Legal Responsibility as an Adult = 17
- Age of Majority = 18

The NYP Questionnaire requested that respondents attempt to define youth. After extensive discussion of the data, the NYP Task Force reached the following conclusions. For the purpose of this National Youth Policy:

- i) Ages 10, 13, 18, 21, and 25 are significant milestones in the transition from childhood to adulthood.
- ii) The process starts at 10, intensifies at 13 and again at 18, and begins to phase out at 25.

Hence the chosen age range is **10 to 25 years**.

'Youth' was also defined in non-numerical terms, such as a decreasing dependence on adults, the ability to make moral judgements and the willingness to take responsibility for one's actions.

In summary:

**For the Cayman Islands: A youth is a young man or woman between the ages of 10 and 25, who is becoming increasingly independent of adults and willing to take responsibility for his/her actions based on moral judgements.**

A 'young man' or 'young woman' is someone in this age group. Throughout this document an effort will be made to deal with young men and young women separately because their experiences and achievements in many cases differ significantly.

A CHILD is therefore a girl or boy between the ages of 0 and 9.

An ADULT is a person who is over 25.

### III. YOUTH PROFILE

Before considering the recommendations to address the needs of youth, it is important to outline the general situation of youth of the Cayman Islands today. This will help to determine the pressing issues facing young people. The following is a general profile of youth in the Cayman Islands which focuses on:

1. youth demographics
- b) migration
- c) employment
- d) ethnicity
- e) family
- f) physical health
- g) mental health
- h) religion
- i) entertainment
- j) crime
- k) education
- l) sports
- m) social services

Each section will be briefly considered in turn.

#### **1. Youth Demographics**

According to the 1997 Cayman Islands Compendium of Statistics (CICS) there were roughly 37,000 people living in the Cayman Islands. However, since population figures by district were available only up to 1996, the 1996 CICS was primarily used to gather the information presented below. More recent statistics were used when available.

According to the 1996 Population Estimates there were approximately 35,006 persons in the Cayman Islands in that year: 11,598 under the age of 25 - 5,822 females and 5,776 males. The youth and child populations constituted 33.1% of the total population of the Cayman Islands.

## 1. *Population breakdown by District*

The breakdown district by district is as follows:

<b>Table I : Youth Population Distribution 1996</b>					
Age 0 -25	District population	Child/Youth population	Percentage	% Male	% Female
<i>George Town</i>	19,587	6,441	32.9%	16.3%	16.6%
<i>West Bay</i>	6,957	2,016	29.0%	14.6%	14.4%
<i>Bodden Town</i>	4,742	1,866	39.4%	18.1%	21.3%
<i>North Side</i>	1,410	646	45.8%	26.2%	19.6%
<i>East End</i>	1,004	343	34.2%	17.1%	17.0%
<i>Cayman Brac</i>	1,173	275	23.4%	13.6%	9.9%
<i>Little Cayman</i>	133	11	8.3%	5.3%	3.0%
<i>Cayman Islands Total</i>	<b>35,006</b>	<b>11,598</b>	<b>33.1%</b>	<b>16.5%</b>	<b>16.6%</b>

George Town (GT) has a total of 19,587 persons (or 56% of the total population), with 6,441 persons up to the age of 25: 3,244 women and 3,197 men. Its child and youth population is 33% of the district's population.

West Bay (WB) has a total of 6,957 persons (or 20% of the total population), with 2,016 persons up to the age of 25: 1,000 women and 1,016 men. Its child and youth population is 29% of the district's population.

Bodden Town (BT) has a total of 4,742 persons (or 14% of the total population), with 1,866 persons up to the age of 25: 1,010 women and 856 men. Its child and youth population is 39% of the district's population.

North Side (NS) has a total of 1,410 persons (or 4% of the total population), with 646 persons up to the age of 25: 277 women and 369 men. Its child and youth population is 46% of the district's population.

East End (EE) has a total of 1,004 persons (or approximately 3% of the total population), with 343 persons up to the age of 25: 171 women and 172 men. Its child and youth population is 34% of the district's population.

Cayman Brac (CB) has a total of 1,173 persons (or approximately 3% of the total population), with 275 persons up to the age of 25: 116 women and 159 men. Its child and youth population is 23% of the district's population.

Little Cayman (LC) has a total of 133 persons (or 0.4% of the total population), with 11 persons up to the age of 25: 4 women and 7 men. Its child and youth population is 8% of the district's population.

**2. Rate of growth of youth population**

Given the fact that the population estimates by age brackets were not accurate between 1990-95, it was impossible to determine the rate of growth of the youth population. However, it can only be assumed that the youth population grew at the same rate as the rest of the population - which is at an average of 4.5% per annum.

The School Enrolment figure can be used as an indicator of youth population growth. The enrolment in schools from 1990 - 1997 shows on average increases of about 3.1% per annum (**See Table II**).

<b>Table II : Youth Population Growth</b>										
	1989	1990	1991	1992	1993	1994	1995	1996	1997	1990-7
<i>Cayman Islands Population</i>	25,855	26,969	28,039	29,308	30,719	31,931	33,642	35,006	36,600	
Percentage change		4.3	4.0	4.5	4.8	3.9	5.4	4.1	4.6	<b>4.5</b>
<i>School Enrolment</i>	4,497	4,589	4,726	4,559	4,479	4,608	5,084	5,399	5,692	
Percentage change	0.6	2.0	3.0	(3.5)	(1.8)	2.9	10.3	6.2	5.4	<b>3.1</b>

### 3. *Breakdown by age brackets*

The distribution of youth of Cayman Islands by age brackets in 1989 and 1997 was as follows:

<b>Table III: Youth Age Cohorts</b>		
	1989	1997
10 - 14	1,816	2,456
15 - 19	2,053	2,110
20 - 24	2,274	2,637
25 - 30	2,867	2,849
<b>Total</b>	<b>9,010</b>	<b>10,052</b>

## 2. Migration

The issue of migration is two-fold and the impact thereof must be dealt with under the two categories:

- i) Caymanian descendants /Foreigners coming to the islands and Caymanians leaving the islands;
- ii) Migration between districts and between Grand Cayman and the Sister Islands.

### *i) Migration by Caymanian descendants/ foreigners to and from the Islands*

Migration results in a net inflow of 3.9% of the total population per annum.<sup>10</sup> This is due to the good job opportunities and the high standard of living in the Cayman Islands which have attracted people from every corner of the globe and which have, in turn, made the Caymanian society a receptacle of many cultures.

In 1996 the net migration figure was 1,210 persons or 3.4% of the total population. The rapid population growth and mixing of cultures has been remarkable and has transformed the Cayman Islands from "the islands that time forgot" to a diverse, multi-cultural society, with a high percentage of expatriate workers<sup>11</sup>.

<sup>10</sup> Estimate from the Economic and Statistics Office "Population Estimates and Projections" database

<sup>11</sup> In 1996 there were 8,665 expatriate workers (45% of the workforce) compared with 10,705 Caymanian workers (55%)- p24 CICS

Some immigrants are of Caymanian descent and are able to trace their lineage, because in the early 1950's many Caymanians migrated to Jamaica, Honduras, Nicaragua, Belize, Cuba and the United States to find work. Since then, their descendants have been returning to the Cayman Islands to take up work. The 1989 Census report shows that from 1960 to 1989 there were 334 immigrants from Jamaica of Caymanian descent; 123 from Honduras; 48 from Nicaragua; 23 from Belize; 111 from Cuba; and 290 from the United States. However, it should be noted that the number of immigrants from the same countries for the same period who are not of Caymanian descent is much greater.

The following table summarises the above and demonstrates the contribution to the labour force which the expatriate workers make:

<b>Table IV : Migration Statistics</b>						
<b>Returning Caymanian descendants:</b>						
<b>From</b>	<b>1960 - 1969</b>	<b>1970 - 1979</b>	<b>1980 - 1984</b>	<b>1985 - 1988</b>	<b>1989</b>	<b>Total</b>
<i>Jamaica</i>	58	139	81	43	13	334
<i>United States</i>	18	55	83	106	28	290
<i>Cuba</i>	64	4	7	27	9	111
<i>Honduras</i>	13	27	54	25	4	123
<i>Nicaragua</i>	5	14	26	2	1	48
<i>Belize</i>	2	15	4	2	-	23
<i>Trinidad &amp; Tobago</i>	2	6	3	8	-	19

**Expatriates of non-Caymanian descent:**

<i>Jamaica</i>	39	427	640	1,410	651	3,167
<i>United States</i>	19	92	250	666	415	1,442
<i>Cuba</i>	1	8	15	63	31	118
<i>Honduras</i>	14	59	154	190	109	526
<i>Nicaragua</i>	1	16	70	43	19	149
<i>Belize</i>	1	13	19	9	9	51
<i>Trinidad &amp; Tobago</i>	-	7	3	23	38	71

	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>
<i>Net Migration figure</i>	681	921	980	830	1,463	1,210
<i>Percentage change</i>	-	35.2	6.4	(15.3)	76.3	(17.3)
<i>Rate of Net Migration</i>	2.5	3.2	3.2	2.6	4.4	3.4

The following table demonstrates the annual changes with work permits granted:

<b>Table V: Employment Levels 1995 - 1998</b>				
	1995	1996	1997	1998
Administration/Managerial	786	676	755	698
Professional	668	554	788	968
Skilled	4,606	4,741	5,455	6,331
Semi-skilled/ Unskilled	4,138	3,980	4,316	4,888

The impact on youth has been significant as the mixing of cultures creates another means by which the attitudes of Caymanian youth can be influenced by sources external to the islands. The mixing has also had other, more negative, repercussions: the demise of Caymanian culture and the identity crisis which many young people experience. Immigration also heightens the competition between Caymanian and expatriate children for the limited educational and other resources.

Caymanians are growing concerned about being outnumbered by foreigners in their own country, and also about the dilution of the Caymanian culture. These concerns have been expressed through various media, including the local television, radio and newspaper. The common theme seems to be that the Immigration Department needs to revisit their procedures on this matter and become innovative in addressing the issues. This is in fact now being done and will be dealt with in more detail in Section G. viii.

### ***ii) Migration between and within the three Cayman Islands***

As indicated by Table I, the youth populations of Cayman Brac and Little Cayman are very low in proportion to the total island population (23% and 8% respectively.) The wealth of job opportunities in Grand Cayman has made it more attractive to young high school and college graduates of Cayman Brac to seek work and establish homes in Grand Cayman. Recently there was great concern about the rate at which these graduates were leaving home to take up employment in Grand Cayman. The Government endeavoured to address this by introducing concessions to developers and businesses in Cayman Brac and Little Cayman, thus making it more appealing to establish and develop business and land there. Thus far the policy has been successful in jump starting Cayman Brac's economy but there remains a lack of job opportunities for young Caymanians in Cayman Brac and Little Cayman.

Inter and intra district migration is also a major concern and is based on several factors: proximity to essential services; commute time to and from work; and the price of real estate. In light of these factors, the centralisation of services in George Town has predictably resulted in the majority of the population residing there. However, efforts have been made to decentralise services: primarily, the establishment of businesses, government services and supermarkets in the outer districts. These factors, combined with the affordability of property in outer districts, have led to the population growth of West Bay and Bodden Town, for example. Many residents are moving out of George Town to rent property or to purchase land to build their homes. Government has also recently focused on alleviating traffic congestion by introducing more roads and restructuring existing junctions.

### **3. Youth and Employment**

The 1989 Census indicated the level at which Caymanians are placed in the work force and also their level of training. It showed that out of 8,977 employed Caymanians, 5,050 (56%) had no formal training for any occupation.

Although there is no available data by age, it can be assumed that young Caymanians account for the higher percentage of that statistic. On an annual basis the work force expands with the inclusion of each graduating class, roughly 300 students, and this also leads to a growing number of unemployed youth.

In 1997 the overall unemployment rate was 4.1% and though this may be considered low in comparison to other countries, it is reason for concern in the Cayman Islands because of the country's large body of imported workers who make up 44.7% of the labour force<sup>12</sup>. Some youth find it difficult to cope with the working environment and normally resign from work rather quickly and frequently. It should, however, be noted that the Student Drug Use Survey<sup>13</sup> shows that about one in four students hold part-time employment.

The unemployment rate for young people is notably higher than the overall unemployment rate: the rate for young men age 15 -25 was 6.2% and young women age 15-25 was 12.5%. The fact that in 1989 the number of unemployed young women was twice that of men is important and detailed gender research is needed in order to monitor this in the long term and to meaningfully interpret the findings.

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<sup>12</sup> 1997 CICS p24. Calculated from Total Employment figures.

<sup>13</sup> Cayman Islands Student Drug Use Survey, November 1998.

#### **4. Ethnicity and Race**

Ethnicity and Race has not been directly addressed in the Cayman Islands, but illustrations can be drawn from the 1989 Census data on the number of residents who are Caymanian, and all other residents by country of origin.

The Cayman Islands is predominantly made up of mixed ethnic and racial groups: the locals are products of the integration of African, British, Caribbean, Hispanic and Asian peoples. The Caymanian culture is also reflective of this integration. Inter-racial marriages have led to a dynamic array of physical features and skin colours, ranging from phenotypically (having the physical appearance of) white Caymanians to phenotypically black ones.

There are increasing numbers of Europeans and North Americans due to the employment of persons from the United States, Canada, United Kingdom and Europe. Hispanics and Asians are also on the increase because of job availability in the islands. There are also increasing numbers of Caribbean nationals, particularly from Jamaica and the Eastern Caribbean states, coming to Cayman in search of jobs or as contracted workers.

There is therefore a complex mixture of ethnic, racial and national groupings in the Cayman Islands. This is often the basis for discrimination.

#### **5. Youth and Family**

The Family Study shows that 53% of households have children up to age 19 and that roughly 58% of households have both partners present.<sup>14</sup> This Study also pointed out that both parents are normally active in the Labour Force and tend to spend extra time at work and less with the family unit. According to the findings, love is not evidenced visibly in the family and affection is being purchased in the form of goods and services rather than in spending quality time.

However, according to the Student Drug Use Survey, 82% of students reported spending "some" to "a great deal" of time with their family. This Survey also shows that 78% of students felt that family was "very important", 19% of students felt that family was "kind of important" and 2.3% students felt that family was "not important". The majority (52%) of students reported that they got along very well with their family and 7% of surveyed students reported that they did not get along

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<sup>14</sup> Study of the Family in Caymanian Society, Eleanor Wint, Ph.D., 1997, Vol. 3, p.8-9.

well with their family. Nine percent of students reported that they never talk to family members when they have problems.

According to data from the 1997 Cayman Islands Compendium of Statistics (1997 CICS) on resident marriages and divorces<sup>15</sup>, in 1970 there were 85 resident marriages and no divorces filed - compared with 237 resident marriages in 1994 and 149 divorces filed (of which 69 were granted). The increase in the number of divorces over the years is disturbing (even after making allowance for increases in the population) and calls into question the strength of the family structure in today's society. Outlined below in Table VI is a summary of the frequency of various causes of divorce from 1990-1994:

**TABLE VI: Divorces granted with causes**

	1990	1991	1992	1993	1994
Unreasonable Behaviour	49	88	37	41	33
Separation	24	29	10	12	16
Adultery	22	24	18	19	15
Desertion	15	11	6	4	5
<b>Total</b>	<b>110</b>	<b>152</b>	<b>71</b>	<b>76</b>	<b>69</b>

Many children/young people are not being financially provided for by one or both of their parents. Up to September 1999, there were a total of 66 Maintenance/Affiliation cases filed and being dealt with by the courts. In all except one case, the mothers were taking the fathers to court for financial support of their children. It should be noted that there is a direct relation between the number of cases filed and whether or not the hearing will be public.<sup>16</sup>

<sup>15</sup> p82

<sup>16</sup> According to the Maintenance /Affiliation Officer of the Court, the number of cases will fluctuate on a monthly basis due to whether the hearing is in closed or open court. Most women are embarrassed to try their case in an open court; hence, will shy away from further action given this.

Outlined below is a table which summarises the numbers of Maintenance/Affiliation cases during 1986-1999:

<b>1986</b>	37 cases	<b>1991</b>	74 cases	<b>1996</b>	77 cases
<b>1987</b>	36 cases	<b>1992</b>	101 cases	<b>1997</b>	72 cases
<b>1988</b>	36 cases	<b>1993</b>	111 cases	<b>1998</b>	64 cases
<b>1989</b>	50 cases	<b>1994</b>	82 cases	<b>1999</b>	66 cases
<b>1990</b>	47 cases	<b>1995</b>	81 cases	<b>Total</b>	<b>934 cases</b>

## **6. Youth & Physical Health**

The following is a summary of the health concerns facing various categories of children and young people of the Cayman Islands, and provides details on causes of death and on various diseases/health concerns. The section also focuses on the level of teen pregnancies and AIDS cases in the Cayman Islands over the years. It should be noted, however, that this information does not include those who seek medical treatment abroad.

### ***i) Infants:***

It is important to note that the Government Public Health Unit provides all necessary vaccines for all children born in the Cayman Islands. Consequently, children enjoy a relatively high standard of health. For example, during 1992-1995, the infant mortality rate was 8.7 per thousand, almost identical to that of 1988 - 1991 of 8.8 per thousand<sup>17</sup>.

### ***ii) Primary Schoolers:***

There were no deaths of children between ages 1 to 4 during the period 1992 - 1995 but 3 died during 1988 -1991, 2 deaths due to accidental drowning and 1 due to accidental poisoning.

<sup>17</sup> According to the Health Conditions of the Americas Cayman Islands (HCACI) 1995 Report.

In 1995, 52 cases of disease were recorded at the George Town Hospital for primary school age children. Twenty-six suffered from diseases of the respiratory system and 25 suffered from diseases of the digestive system.

**iii) Middle/High Schoolers:**

In 1995 there were 68 children aged 10 to 19 admitted to the George Town Hospital, of which 19 were for injuries, 10 for respiratory system diseases and 10 for ailments of the digestive system.

**iv) Teen pregnancies:**

It has been noted that children are having their first sexual encounters at younger ages. In the Adapted Contraceptive Prevalence Study (ACPS) 1997, statistics show that the average age of first sexual intercourse is lower among persons aged 15 - 19 (16 years old) than persons aged 20 -64 (17 years old).

According to the 1994 Population and Vital Statistics, in 1986 there were 60 (or 17%) of 360 total live births to young women aged 15-19, and 112 (or 31%) to young women aged 20-24. In 1990 however, 100 (20%) of the 490 total live births for that year were to young women aged 15-19. This is an alarming increase in teenage pregnancy from 60 births just four years before. In 1993 the level of pregnancy for young women aged 15-19 fell to 68 (13%) of the 527 total live births, but this number still remains higher than its 1986 equivalent.

Statistics are not generally available for levels of pregnancy to young women under 15, but between 1988 and 1995 it was reported that there were a total of eight (8) live births by women under 15<sup>18</sup>. Also over the two three-year periods shown below, there has been an increase in teenage pregnancy.

<b>Table VIII: Teen Pregnancy</b>	<b>1988 - 1991</b>	<b>1992 - 1995</b>
<i>Live Births to mothers &lt;15</i>	4	4
<i>Live Births to mothers 15-19</i>	241	280

<sup>18</sup> ACPS 1997

**v) AIDS**

AIDS has found its way to the shores of the Cayman Islands. According to AIDSTATS 1998 from the Cayman Islands Health Services Department 1998, there were 43 cases of persons with AIDS or HIV in 1998. Of these 43 cases reported:

- i) 23 were male and 20 female;
- ii) 23 had full blown AIDS of which 18 died and 5 were still alive;
- iii) the remaining 20 cases were HIV positive.

As of August 1998, there were 8 cases of persons under age 25 with AIDS or who were HIV positive. In the category of age 25 -29 there were 17 persons with AIDS or who were HIV positive.

More recently there was only 1 male living with AIDS and he was aged between 35 - 39. There were 4 females living with AIDS, one under ten years of age, one between age 35 - 39 and two between age 50 - 54. There were also more females than males living with HIV: 12 females (6 of whom were under 30) as compared with 8 males in total.

Table IX below is a summary of the above broken down by age and gender.

<b>Table IX : Youth Health Statistics</b>			
<i>AIDS/ HIV positive Diagnosis</i>	<b>Male</b>	<b>Female</b>	<b>Total</b>
<i>Age</i>			
<b>0 - 19</b>	0	3	<b>3</b>
<b>20 - 24</b>	2	3	<b>5</b>
<b>25 - 29</b>	9	8	<b>17</b>
<b>30 - 34</b>	6	2	<b>8</b>
<b>35 - 39</b>	2	1	<b>3</b>
<b>40 - 44</b>	1	0	<b>1</b>
<b>45 - 49</b>	2	1	<b>3</b>
<b>50 - 54</b>	0	1	<b>1</b>
<b>55 - 59</b>	1	1	<b>2</b>
<b>Total</b>	<b>23</b>	<b>20</b>	<b>43</b>

**7. Youth & Mental Health**

The report by the Mental Health Unit on "Treating the Youths of Cayman 1997" was done to offer a snapshot of the mental condition of young people in the Cayman Islands. The report concluded that the growing awareness of mental health problems and the early application of treatments were positive.

The 1997 data showed a rapid growth of more severe behavioural problems, such as conduct disorders<sup>19</sup>, violence in the family, and deliberate self-harm. There was also a growing number of teenage boys having a range of personality problems, who were involved with the law, often suspended from school, rejected any form of authority, and could not be contained by conventional means on the island. Although the actual numbers were not high, they were increasing annually.<sup>20</sup>

There are also some disturbing changes in the lives of many adolescent girls seen by the Mental Health Unit. Self-harm is becoming a more prevalent way of calling for help and expressing proclaimed isolation. Many of the young girls from age 13 are involved in sexual relationships, and many of the depressed adolescent girls are involved with much older men, often in abusive relationships.

"For a thirteen-year-old, the loss of virginity is a rite of passage, something with tremendous psychological and social consequences, as these youngsters approach adulthood and try to form lasting relationships."<sup>21</sup>

Over the years, however, many positive areas have developed. When Mental Health services were first made available to children, over twelve years ago, it was difficult to involve any families in treatment. Today, parents often initiate the treatment process, having recognised the signs of distress in their children. Many treatment methods have proved to be particularly successful with young people: group therapy for both teenage girls and boys has been maintained over the years. It was reported that this is an indication that these young people find it helpful.

Table X: Youth & Mental Health Statistics 1997					
	Under 13	% total Under	13 - 29	% total 13-29	Total

<sup>19</sup> According to the Mental Health "Treating of the Youths of Cayman" Report 1997, Conduct Disorder is described as a flaw in personality, which makes the youth defy all forms of authority.

<sup>20</sup> As reported by the Mental Health Services Report 1997

<sup>21</sup> Mental Health Services "Treating of the Youths of Cayman" Report 1997

		13			
Behavioural Problems	12	28%	18	15%	30
Anxiety	3	7%	6	5%	9
Attention Deficit Hyperactivity Disorder	9	21%	8	7%	17
Sexual Abuse	4	9%	14	12%	18
Depression	4	9%	24	20%	28
Personality disorder	0	0%	14	12%	14
Conduct disorder	3	7%	13	11%	16
Grief Reaction	4	9%	8	7%	12
Physical abuse	1	2%	3	3%	4
Enuresis/Encopresis	2	5%		0%	2
Adolescent Crisis	-	-	9	8%	9
Partner/Family Relational/Marital Problem	-	-	8	7%	8
Deliberate Self Harm	-	-	5	4%	5
Manic Depressive Disorder	-	-	2	2%	2
Post Traumatic Stress Disorder	-	-	3	3%	3
Stress	-	-	2	2%	2
Antisocial Personality Disorder	-	-	2	2%	2
Post Partum Psychosis	-	-	1	1%	1
Psychosis	1	2%	2	2%	3
TOTALS	43		142		185

**8. Youth and Religion**

The Student Drug Use Survey showed that 68.9% of students attended Church at least once a month; 33.4% of students attended Church once a week; and that 9% of students never go to Church.

The NYP Task Force conducted an inventory of youth related services, including those youth services provided by churches. It was indicated that children and young women participated more than young men did in the activities of religious youth groups.

However, at the National Youth Forum in December 1998, a young female presenter made this comment:

“Not all of us want to go to Church or attend Youth groups on Friday nights because they are Christian oriented. We just want some place where we can hangout with people our own age and have wholesome fun and feel safe.”

## 9. Youth and Entertainment

Boredom is the common enemy in any youth related service. It is very important for every society to ensure that their youth population is properly entertained. Young people can go to the cinema and enjoy a movie with friends or attend a youth group on Friday nights. They can go bowling, play miniature golf or become involved in the various sporting programmes. There is not much more offered for the entertainment of young people on weekends.

The results of the Student Drug Use Survey 1998 showed that alcohol and other drug misuse were often used as a major source of entertainment for young women and men. Almost 50% of the students surveyed mentioned having consumed either alcohol or tobacco within 12 months prior to the survey.<sup>22</sup> Although it is illegal to serve alcoholic beverages to minors under the age of 18, it is evident that many young people partake of these substances.

### (j) Youth and Crime

Documented criminal behaviour by juveniles is on a downward trend, from 335 court cases in 1992 to 99 cases in 1997 according to information received from the Social Services Department (see Table XI below). Although the overall trend of prosecutions has gone down, the conviction rate has gone up from 28% in 1992 to 55% in 1997<sup>23</sup>. This may be an indication that over the years the police have focussed on prosecuting only the more serious crimes committed by young offenders.

In addition, the new services provided by the Cayman Islands Marine Institute since 1993 and the Juvenile Bureau of the Royal Cayman Islands Police (RCIP) since 1995 may have contributed to a drop in offences committed by juveniles (see Section B.V. (a). (ii) and (iv)).

It is also noteworthy to mention that while the total number of convictions of young men has declined over the years, the number of female juvenile convictions has increased slightly. Again, the reason for this is unclear at this time. Further research and monitoring is needed in order to meaningfully draw conclusions.

<sup>22</sup> Alcohol - 39.9%, Tobacco - 8.5%

<sup>23</sup> Conviction rates were calculated as a percentage of the convictions versus offences for the given years.

Although there is insufficient information readily available specifically on the 17-25 age group, it is fair to say that the majority of cases seen by the court system involve this group:

"Consensus seemed to be that the greatest risk of offending occurred between ages 18-25."<sup>24</sup>

Between January and August 1999 a total of 354 persons aged 17 to 25 have been convicted of criminal offences. Of these, 303 (or 86%) were male.<sup>25</sup>

In any society there seems to be a link between the levels of unemployment and crime. Given the fact that the youth unemployment rate is higher than the overall rate, this may contribute to the high incidence of 18-25 year olds involved with criminal cases in the Courts.

Interestingly, the level of unemployment among young women is higher than among young men. Yet unemployed young women in the Cayman Islands do not resort to crime to the same extent as young men. The factors operating here are very complex.

In order to successfully monitor and understand differences in criminal behaviour or to suggest more appropriate intervention strategies, it is imperative that accurate statistics are kept, broken down by sex and age.

TABLE XI:

Juvenile Court Statistics						
	1992	1993	1994	1995	1996	1997
All Offences	335	206	154	115	85	99

<sup>24</sup> Caymanian Compass, 9/4/99, p.10

<sup>25</sup> Answer to a Parliamentary Question to the Honourable First Official Member of the Legislative Assembly, 30<sup>th</sup> September 1999.

All convicted	93	61	43	39	31	54
Male	85	55	40	34	25	39
Female	8	6	3	5	6	15
AGES						
8-10	1	-	-	-	-	-
11-13	16	16	4	5	3	10
14-16	70	41	32	29	24	34
17-18	6	4	7	5	4	10

## 11. Youth and Education

The Education Law 1983 (1997) requires that all children under age 16 should attend school. There are a total of 7 high schools in the Cayman Islands; 2 government and 5 private. In 1999, a total of 296 students graduated from both government and private schools.<sup>26</sup> The majority of these were from Government high schools (238 total). According to statistics provided by the Education Department, 12.9% of the eligible completers were noted as honour graduates with seven or more good passes in *General/Technical* level of *CXC* and *IGCSE* exams.

The following Table summarises the number of students in various levels of Government and private education.

Table XII: School Enrolment 1997			
	Government	Private	Total
Reception	44	294	338
Primary	2,005	1,072	3,077
Middle	838	159	997
Secondary	944	336	1,280
Tertiary	165	70 <sup>27</sup>	235
<b>Total</b>	3,996	1,931	5,927

Each year the Education Council grants scholarships to young people planning to pursue higher education. Students receiving funding totalled 122 as of 1998.<sup>28</sup> It is worth noting that as far as where the Education Council scholarships are concerned, young women increasingly demonstrate higher academic achievement

<sup>26</sup> Figure is a tally of numbers provided to the NYP Task Force by each high school.

<sup>27</sup> Private Tertiary Enrolments are estimates.

<sup>28</sup> Cayman Islands 1998 Annual Report and Official Handbook, p.144

enabling them to win more scholarships than young men do, i.e. 59:44 in 1992 and 74:48 in 1997.<sup>29</sup> Also, more women have taken advantage of the Government Guaranteed Student Loan Scheme between 1995 and 1999, i.e. 54:45.

Moreover, the 1989 Census data showed that a cumulative total of 7,194 persons had not completed high school. In the age bracket 15 - 29, there were a total of 2,011 of which 1,257 were Caymanian. Seven hundred and thirty (730) of the 1,257 were male (58%) and 527 were female (42%).

At the first National Youth Forum held in December 1998 the youth participants expressed a need for more college courses in the Cayman Islands, which would provide an alternative to young high school graduates to studying overseas or joining the work force. The Community College of the Cayman Islands offers an Associate of Arts Programme in a variety of subjects. Over the years there has been a significant growth in enrolment for the Programme, from 56 in 1996 to 235 at present.<sup>30</sup>

They also stressed the importance of vocational training and the preparation of students as future entrepreneurs. In 1996 the Community College became fully equipped to handle various students wishing to enrol in vocational training courses, such as auto mechanics, wood work and plumbing. Despite this, the level of enrolment was disappointingly low which resulted in some courses being cancelled and others only being run only when sufficient numbers enrolled. Low enrolment may have been due to several factors, including the entrance requirements and tuition fees, the possibility that many young people were not aware of the courses offered or the misconception that a vocational occupation is not a lucrative livelihood.

At the Youth At Risk Conference held at the Grand Pavilion Complex on January 22 - 23, 1999, one of the areas highlighted was interest-based education for all students. Over 150 youth services professionals attended this conference and they all agreed that students would develop in a more positive manner if they were doing something that came naturally to them, which they enjoyed and were willing to focus on.

## **12. Youth Activities and Sports**

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<sup>29</sup> 1997 CICS, p.15

<sup>30</sup> Statistics on enrolment in AA Programme provided in the Chief Education Officers (CEO) Report, May 2000 ("Response to the Cayman Islands Draft National Youth Policy")

Sport is a vehicle universally used to aid in the overall development of a child. The curriculum of every school in the Cayman Islands provides for a certain level of physical education every week.

Many sporting organisations aim to develop young people as productive citizens. Many of those involved with promoting sports state that more support from parents is needed and that parental involvement would enhance the ideals put forward through sports.

The Government has decided to focus on the development of several popular sports: Football, Cricket, Netball, Swimming, Basketball and Athletics. These sports all have National Coaches and their programmes are run through the Government Sports Office.

It was generally agreed that the Cayman Islands had ample provision for sports and recreation. However, it was thought that the existing facilities should be put to better use by having structured programmes running in the districts.

### **13. Youth and Social Services**

Casework services were provided to a wide cross section of the community during the period from 1995 to 1998. Areas covered included child abuse and neglect investigations, individual and family counselling, adoptions, foster care and residential placements, adult special needs, evaluation for community service orders, supervision and probation services, custody evaluations and financial services.

A comparison of statistics from 1995 to 1998 showed a persistent occurrence of juveniles displaying behavioural problems in the school system and the home environment. In 1995 there were 162 cases involving juveniles with behavioural problems; and in 1998, 168 such cases.

Similarly, there was a growing incidence of juveniles convicted of criminal offences. In 1995, there were 39 cases; and in 1998, 178 cases ranging from traffic offences and burglary to the possession and/or consumption of ganja. The main age group for conviction was juveniles aged 15-16.

*The completion of this profile of young women and men in the Cayman Islands was particularly difficult because of the lack of readily available data disaggregated by age and sex. In order to address the problems and issues*

*concerning young men and women it is very important to have an accurate view of the situation facing them. During the years when the National Youth Policy is being implemented, it will be imperative that adequate statistics are kept in all sectors to facilitate monitoring and evaluation.*

## 4. HISTORICAL AND CONTEMPORARY ISSUES IMPINGING ON YOUNG MEN AND WOMEN

### **(a) Historical Issues**

In discussing the historical issues affecting young people, both the memories of older Caymanians and a content analysis of articles in the local 'Nor'wester' magazine were drawn on. These sources highlight some of the issues/concerns expressed by young people of that time. The historical issues affecting young men and women will be discussed under the following headings:

- i) relationship to Jamaica
- ii) race/class segregation
- iii) status of youth
- iv) absent fathers/supportive mothers

#### ***i) The Jamaica / Cayman Relationship***

According to an article written in the Nor'wester<sup>31</sup> the relationship between the two countries was not a colonial one. Cayman was annexed to Jamaica in the Treaty of Madrid, mainly for administrative purposes. The British Government of Jamaica gave grants of Cayman land to some Jamaican citizens during the 18<sup>th</sup> Century and the first official settlements in Cayman were started. Jamaica also provided Cayman with government and judicial guidelines and at times provided doctors, judges and teachers. This was not seen as exploitation but rather as assistance to the Cayman Islands in ways that were greatly needed at the time.

In 1959 when Jamaica began to alter the colonial relationship with Britain and to seek independence, the Cayman Islands opted to become a British Crown Colony in its own right and not to become a part of the 'new Jamaica'.

The earlier link between Jamaica and Cayman had laid the foundation for a sound administrative structure that would put the islands in good stead. After the break with Jamaica in 1959, Cayman built on the foundation already laid: it expanded and strengthened its infrastructure with the help of the British government, and initiated plans to develop its tourism and financial industries.

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<sup>31</sup> 'Nor'wester', May 1972, Vol. 1, pp 8-9

By 1972, political and economic ills in Jamaica had led to an influx of Jamaicans into Cayman. This "Jamaican connection" was said to be one of the causes for concern in the Islands which influenced the development of *The Cayman Protection Law*. This law protected the business and citizenship rights of Caymanians.

## 2. *Race/Class segregation*

According to the essay in the 'Nor'wester' referred to above, it was stated that because of the relatively few slaves in Cayman there was almost an equal proportion of blacks and whites. The essay described the relationship among the people as one of "racial harmony."

It was argued that this was the result of the island not having had a 'plantocracy', i.e. traditional plantations where blacks worked as slaves. It was claimed that the 'free' settlers - runaway slaves and sailors deserting their ships - accepted, without resentment, the white settlers who came with land grants and who also brought their slaves (the latter being treated more as servants). Thus the Cayman Islands developed along more equal lines than other Caribbean communities which were plantation based.

An article by Leonard Dilbert<sup>32</sup> entitled: "Afro-Caribbean Weekend at "Mac" [university]" described the way in which people reacted after watching the film "Born Black" which concerned black people born in Canada. It was stated that no mention was made in the discussion after the film to either lower/higher-class blacks.

The rationale given for lack of discussion was as follows:

"The reason[s] why this was not brought up in the discussion are two-fold. First, as a question of strategy: in any attempt to undo humiliating practices of racism are we to 'create' divisions in our own (the black) ranks, when the whites who practice racism see no difference between West Indian, African, or North American Blacks? Secondly, who are we to feel at home with, who [are we] to make common cause with, in a strange country, if not those who seem to have something in common with us?"

He therefore seems to be indicating that Caymanians abroad of that era had an affinity for, and did not discriminate between black people of different origins: the similarity in skin colour created a common bond and was sufficient to make ethnicity irrelevant.

<sup>32</sup> 'Nor'wester', May 1976-1976, Vol.5 pg. 45.

By the same token, it would be inaccurate to suggest that there was no racism in the Cayman Islands. There was and continues to be racism between the black, brown and white people of the islands. In today's society, which is more materialistic, discrimination tends to be focused more on wealth and social status than it is on colour.

### *iii) Status of Youth*

There seem to have been many opportunities in the past for youth to publicly voice their concerns.

In the 'Nor'westers' dated 1970 -1975 there were many panels by which youth voiced their concerns and there were several different forums in which they could be heard. Of the many articles found which were written by youth, on behalf of youth or as a summary of youth panels; some of the same issues affecting youth today were discussed then. In an article entitled "Youth Speak Out"<sup>33</sup> the subject was not 'What does the Cayman Islands have to offer to the youth?' but rather 'What do the youth aspire to return to the Islands?'. The problems listed by young people were as follows:

- price control
- narcotics
- hospital facilities
- road conditions
- law enforcement
- improvement of travel to and from the islands

Many of the young people were also concerned about the educational system and felt that they would have to leave the Islands for higher training. In a panel organised by the 'Nor'wester' in October 1973, it was felt that the primary focus for the government programme should be on improvement in the educational system with particular reference to higher education. Other suggestions were improvements to water and sewerage systems and more social activities, as well as contribution by government to the preservation of the cultural heritage.

### *iv) Absent Fathers/Supportive Mothers*

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<sup>33</sup> 'Nor'wester', March 1971-1972, Vol. 1 pg.13

As noted earlier, in the past many men went off to sea in order to be able to provide for their families financially. Upon return to the islands they spent much of their time working on the houses in which their families resided.

In those days most families lived on the income provided by the men; and wives would look after the children, tend to the "grounds" and cattle. They also had a few small cottage industries such as making baskets and rope from thatch which were then exported to neighbouring Caribbean islands.

What then were the other roles of the women? In an article entitled "Taken for Granted?"<sup>34</sup> it stated that some women played important roles in the government of the Cayman Islands - such as:

- MLAs;
- Clerk of the Legislative Assembly;
- Officers of the Government (e.g. Officer of Education).

In the private sector many women worked six days a week for eight hours a day or more and this equipped them well to eventually run their own businesses, assist with the family business or help in building their husband's business ventures.

And so even though the men were away from their families the role of women compensated for or complemented that of their husbands. Women were obliged to fill the gap left by the absent men not just in the family setting but also in the community, commercial world, and many other aspects of the Islands.

As Cayman's economy began to prosper in the 1960s and 1970s and jobs opened up, not only did the men return home to take advantage of the opportunities, but the women also began to take advantage of the growing number of opportunities. For the first time a large number of women became employed outside the home. It also became necessary for women to continue employment after marriage and having children in order to help support their families as the cost of living was high and the expectations placed on a woman as mother and as financial provider were greater than they had ever been before.

### **(b) Contemporary Issues**

According to the NYP Survey, it is clear that the most pressing concern among those surveyed is the prevalence of the drug culture. One in three people

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<sup>34</sup> Nor'wester Magazine 1975-76, vol.5, p.74

expressed this to be a major concern. This is reinforced by the findings of the Vision 2008 Paper which reported that 48% of people surveyed considered the drug culture to be the most pressing issue today. This was echoed at the various National Youth Forums.

The second most common concern evident from the results of the NYP Survey (and a point that was also raised at various Youth Forums) was the issue of early sexual activity and the risk of contracting sexually transmitted diseases.

Other pressing concerns were the perceived increase in crime, particularly by juvenile 'gangs', the lack of activities for young people, and the fact that the current educational system should be restructured to meet the needs of all Caymanian youth.

On the other hand, young people seemed least concerned with issues such as politics, overdevelopment, overpopulation and financial stability. However, when asked about how they saw the Cayman Islands in the future, approximately 35% of the respondents answered "overdeveloped", and 24% said "overpopulated". A significant proportion of young people was pessimistic about the future of the Cayman Islands.

The following is a summary of the issues which concern the youth of today as compiled from the data collected through various surveys/reports:

***NYP Survey:***

◆ Drugs	36.6%
◆ Sex (28.8) plus STD/AIDS (5.5)	34.3%
◆ Crime/Gangs	22.4%
◆ Activities for youth	22.4%
◆ Education and Training	12.5%
◆ Career Opportunities	11.6%
◆ The Future in general	10.4%
◆ Environment	6.3%
◆ Peer Pressure	5.7%
◆ Identity	4.4%
◆ Family	4.4%
◆ Government	3.6%
◆ Overdevelopment	3.4%
◆ Financial Stability	3.2%
◆ Overpopulation	3.0%

***From Case Studies:***

- ◆ Suicide

***From Vision 2008:***

◆ Drugs	48%
◆ Youth	46%
◆ Crime	30%
◆ Traffic	20%
◆ Environment	10%
◆ Expatriates	10%
◆ Education	7%
◆ Banking	7%
◆ Economy	7%
◆ Housing	6%
◆ Immigration	6%

***From National Youth Forums:***

- ◆ Development
- ◆ Life after High School
- ◆ Teenagers and Sex
- ◆ Youth Activities
- ◆ Youth Violence
- ◆ Drug Abuse

***From the NYP Enquiry Forms*** (concerns of youth identified by various agencies):

- ◆ Moral Decay
- ◆ Lack of interest in sports
- ◆ Lack of discipline
- ◆ Hopelessness
- ◆ Overdevelopment
- ◆ Irrelevant education
- ◆ Exclusion of categories of youth (poor, at risk, etc.)
- ◆ Disregard for excellence
- ◆ Lack of leadership training
- ◆ Lack of adult leaders
- ◆ Single parent households
- ◆ Boredom among youth
- ◆ Mass Media
- ◆ Materialistic values
- ◆ Urban drift
- ◆ Teenage Pregnancy
- ◆ Drugs
- ◆ Identity
- ◆ Lack of self worth
- ◆ Helplessness
- ◆ Pessimism

Many of the problems identified by the respondents were said to be caused by certain forces operating in society. For example, the boredom, meaninglessness and confusion in the lives of young people contributed to the misuse/abuse of drugs. Sexual promiscuity and the related dangers were linked to the cultural penetration through the mass media. It was argued that since young people spent a large proportion of their leisure time watching television or "surfing" the internet, they were exposing themselves to new attitudes to sex which influenced their behaviour. Similarly, exposure to violence on television is argued to have an affect on behaviour: the local gangs are named and fashioned after their North American role models.

It is interesting to note that 46% of those responding to the Vision 2008 Survey found "youth" to be a major concern. The condition of a country's youth is said to be an excellent indicator of the well-being of the country as a whole. Therefore, focusing on and addressing the problems of young people of the Cayman Islands today is one way of ensuring the continuation of a healthy society tomorrow.

## 5. BACKGROUND TO THE DEVELOPMENT OF YOUTH SERVICES

Over the years the Cayman Islands Government has created various institutions to help to alleviate the problems of youth and to help young people to achieve their goals. Various individuals, community and sports groups, and churches also work along with young women and men to help address their needs. The background to the development of youth services will be considered under the following headings:

- a) History and extent of government provision
- b) Non Governmental Organisation (NGO) provision

### **(a) History and extent of government provision:**

#### ***(i) Education Department***

Formal education at the primary level in the Cayman Islands began in the 1840s. It was part of a religious mission spearheaded by the Presbyterian Church. Due to the increasing costs of education, in 1913 the Cayman Islands Government was persuaded to take on the responsibility for salaries for primary school teachers. By 1952, primary education was compulsory between the ages of 7 and 14; and there were 12 primary schools in the Cayman Islands to accommodate these pupils.

In 1948, the Presbyterian Church opened the first secondary school in George Town. By 1952 there were four secondary schools, all of which were run by churches. Later in the 1950's, as commercial banks began to arrive in the Cayman Islands, more secondary schools, such as the Cayman High School, were established to meet the demand for better-educated young bank employees.

Some Caymanians recognised the value of a good education. Those who could afford to do so sent their children to Jamaica to continue their education at schools and colleges there. Many of these individuals returned to teach in the islands' schools on completion of their education.

From the 1960s education expanded dramatically in the Cayman Islands with the Government Education Department playing a leading role in this expansion. As the population increased (with more Caymanian men staying at home and the number of

settlers increasing) and as the economy boomed, more and more revenues were invested in education.

Today, education is free for Caymanians and compulsory for all up to the age of 16. There are 12 primary schools, 3 primary/middle schools, 1 middle (only) school, 1 middle/high school, 2 high (only) schools, 4 comprehensive (all age) schools, 6 special institutions and 3 colleges/universities in the Cayman Islands.

As a result of the Education Development Plan of 1995, a Schools Inspectorate was established and came on line in 1997. Currently 10 schools have been inspected and the results published and one school has been re-inspected. Once inspected, all schools must then develop detailed plans to overcome weaknesses and maintain strengths that were identified.<sup>35</sup>

Although the majority of Cayman's youth are well adjusted, productive young people who complete their education and take up a place in the workforce, the Education Department provides support through multidisciplinary teams which work in schools to assist the growing number of students who appear to be disenchanted and become disenfranchised in the system. Referrals may be made to Caribbean Haven Outpatient Services or to the Child and Adolescent Team Referral Process (CAST) panel, which considers placement in the Cayman Islands Marine Institute programme. Educational psychologists, learning behaviour specialists and social workers also work with the Department and schools.

### ***(ii) Department of Social Services***

"The Department of Social Services exists to enhance the ability of vulnerable individuals and families to function effectively as members of a caring society, and to enable them to realize their full potential. We will achieve this through preventative strategies, professional social work, and by encouraging social planning."<sup>36</sup>

In 1963 the Department of Social Services (DSS) began as a Probation and Welfare Section, with 1 officer in Grand Cayman and 1 officer appointed in 1978 in Cayman Brac. In 1981 this establishment was upgraded to the Probation and Welfare Department; and when the first Director was appointed in 1983, it was renamed the Department of Social Services.

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<sup>35</sup> CEO Report, May 2000 ("Response to the Cayman Islands Draft National Youth Policy")

<sup>36</sup> The Mission Statement of the Department

The DSS encompasses a large number of services that include child protection, juvenile services, adoption and custody, counselling, financial services, adult care, foster care, residential care for children, community development, adult probation and aftercare services, public education and the Young Parents Programme. Many of these services have developed as and when the community became aware of the related social issue or concern. As the society developed, new social needs manifested themselves and Government responded accordingly.

***(iii) Cayman Islands Marine Institute***

In 1993 The Cayman Islands Marine Institute (CIMI) was established in Grand Cayman. This organisation is a branch of a larger organisation, the Associated Marine Institutes, based in Tampa, Florida. The purpose of this programme is to rehabilitate juvenile delinquents here in the Islands. The programme encourages and helps students to use their 'growth force' to develop and embrace a critical life-long psychological need: the need for success and identity. There is also much emphasis on spiritual development, counselling, community service and family involvement. The programme and its activities support the process of behaviour modification and the successful end result is the attainment of an Education Certificate.

As the Islands become more exposed to external influences, more and more young people find themselves unable to cope and resort to anti-social behaviour. Many of the juveniles who are identified as "delinquents" are referred to CIMI in order to provide structure and stability to their lives. The programme is a means of rehabilitation and does not serve as a 'youth prison'.

***(iv) Young Parents Programme***

In 1994 the Department of Social Services discovered a trend that seemed to be causing a tremendous increase in the dropout rates of female adolescents in Grand Cayman. This trend was the increase in teenage pregnancy.

The Young Parents Programme (YPP) began as an internal concern that developed and encompassed other government services, including the Public Health Unit and the Education Department. Before the involvement of these two entities much of the life skills and development work was done by social workers through the DSS. Social workers formed the first group by identifying clients on their caseloads who were pregnant or had given birth, and who had never had the opportunity to complete high school (or in some cases even middle school). The YPP is a

consolidation of these efforts and was developed to provide young mothers with the opportunity to complete their education.

***(v) Juvenile Bureau of the RCIP***

This unit was founded in November 1995 with the appointment of one officer. There are at present 3 officers: one Sergeant and two constables.

The main objective of the Juvenile Bureau is:

“To assist in the rehabilitation of the young person so he/she does not become entrenched in the Judicial System.”

The target group is stated to be any person 16 years and younger who commits an offence and/or is brought to the attention of the Police.

The Bureau provides a range of services, including counselling and intervention where a Care and Protection matter arises (for example, where a child is being abused and for his or her safety needs to be removed from that environment).

The functions of the Bureau are as follows:

- 1) To act as the administrative body dealing with juveniles coming to police attention;
- 2) To liaise with the Social Services Department, the Education Department, Probation Officers, Legal Department.

All reported offences are sent to the Legal Department for a decision on prosecution or reprimanding.

The Bureau is under an obligation to ensure that the welfare of a juvenile is maintained while in custody and to inform the juvenile's parents of the situation. The Bureau must also ensure that the interrogation of a juvenile is done according to the law and that the juvenile is processed expeditiously.

There are two court systems in place for handling persons under the age of 17:

- 1) **The Youth Court:** hearing for young persons who have broken the law, and
- 2) **The Juvenile Court:** deals with Care and Protection and with young people who cannot be controlled by their parents or guardians.

In May 1996, the Juvenile Bureau put forth a suggestion for a Youth Liaison Programme which aimed to bring members/agencies of the community together in order to recruit young people in the community to assist other young people. It was essentially to be a peer support/education programme but was never implemented.

***(vi) Caribbean Haven Outpatient Services***

Alcohol and drug counselling was formally initiated in 1986 by the appointment of an Alcohol and Drug Co-ordinator post. In 1988, the concept of Alcohol and Drug Counselling was then placed with the Psychiatric Services of the Department of Health and in 1989 the Cayman Counselling Centre (CCC) began. In January 2000, CCC changed its name to Caribbean Haven Outpatient Services (CHOS).

CHOS provides addiction and substance abuse services by addressing the biological, psychological and social aspects of the disease (addiction) and issues of substance abuse.

The CHOS runs a number of youth related programmes, including:

- 1) Adolescent Groups - 12-week treatment programmes for 12-17 year old males who are abusing or addicted to substances, providing drug tests, education, motivational speakers and field trips. The treatment goal is to be drug free by completion.
- 2) CIMI Group - A pilot project for the female residents of the Cayman Islands Marine Institute. This is a weekly educational/discussion group to assist clients with substance abuse and related issues.

***(vii) The Government Guaranteed Student Loan Scheme (GGSLs)***

The GGSLs is a joint initiative between the Government and seven private sector banks guaranteeing loans to eligible students to pursue higher education including academic, professional, technical and vocational training at local or overseas institutions. The GGSLs was an initiative of the (then) Ministry responsible for Community Development and is administered by the Agricultural and Industrial Board (AIDB).

(b) **Non Government Organisation (NGO) provision**<sup>37</sup>

The following is a summary of youth services provided by different NGOs:

***(i) Sports***

- Little League Association
- CI Cricket Association
- Phoenix Athletic Club
- Naya Sporting Football Club
- CI Volleyball Federation
- Triple C School - Athletic Department
- St. Ignatius High School Physical Education Department
- CI Special Olympics
- CI Olympic Committee

***(ii) Service***

- Lions Club of Grand Cayman
- Lions Club of Tropical Gardens
- Leos Club
- Rotary Club of Grand Cayman
- Rotary Club Central
- Rotaract
- Duke of Edinburgh Award Scheme
- Kiwanis Club
- Key Club
- Big Brothers/Big Sisters

***(iii) Religious Groups***

- Youth Minister's Association
- United Church Youth Ministry (EE, WB, SAV, BT, GT)
- Faith Deliverance Centre
- All Nation United Pentecostal
- Grace Tabernacle
- Wesleyan Holiness Church (GT, NS, WB)
- Church of God Holiness (CB, Red Bay)
- Church of God (WB)
- Youth For Christ
- Victory Tabernacle Church of God Prophecy

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<sup>37</sup> Information obtained from the NYP Enquiry Forms

- Moravian Church
- Church of God Chapel (GT, BT)
- St. George's Anglican
- First Church of the Open Bible
- Church of England
- Hillside Chapel
- First Assembly of God
- Seven Day Adventist (WB, BT, GT, EE, NS)
- Ambassador of God
- Open Door Christian Church
- Church of Christ
- Power of Faith Deliverance Ministry
- Agape Family Worship
- Catholic Church (GT, WB)
- New Testament Church of God (WB, GT)

***(iv) Uniformed Youth Organisations***

- Scouts Association
- Guides Association
- Girls Brigade
- Boys Brigade
- Pathfinders

***(v) Other***

- Cayman Against Substance Abuse (CASA)
- National Drug Council (NDC)
- Rehoboth Family Enrichment Programme
- CI Branch of the British Red Cross
- F.O.C.U.S (Youth United for the Future)
- Chamber of Commerce
- Business and Professional Women's Club
- CI National Cultural Foundation
- National Gallery of the CI
- National Council of Voluntary Organisations (NCVO)

In general, there was a wide range in services provided by government and non-government organisations for young people of the Cayman Islands. However, the question of how attractive they were to young people and how well co-ordinated they were, featured prominently in the discussions.

## VI. REFERENCES TO OTHER POLICIES AND DOCUMENTS

The following section outlines the various policies and documents referred to throughout the NYP and gives a brief description of their relevance to youth development.

### **(a) The Cayman Islands (Constitution) Order**

The Constitution is the document approved by the Queen's Most Excellent Majesty in Council, as the governing authority for the Cayman Islands, which deals with the way in which the country is to be governed. Through its various amendments, it has clarified the qualifications for elected membership of the Legislative Assembly: primarily that one must be Caymanian or hold Caymanian status, having lived here for a considerable period of time prior to election into public office. The criteria imposed recognise the salience of identity and citizenship in a changing society, thereby ensuring that the elected members of the Legislative Assembly are resident Caymanians.

### **(b) Partnership for Progress and Prosperity (the "White Paper")**

This White Paper outlines a proposed new contract between Britain and the Overseas Territories (of which the Cayman Islands is a part). The Paper covers a range of issues, including the constitutional link, citizenship, the environment, financial standards, good governance and human rights. Regarding young people, the White Paper proposal would affect the following areas: immigration, educational opportunities, and citizenship.

### **(c) UN Convention on the Rights of a Child**

The UN Convention on the Rights of the Child reaffirmed the fact that children, because of their vulnerability, need special care and protection. It placed a special emphasis on the primary caring and protective responsibility of the family, the need for legal and other protection of the child before and after birth, the importance of respect for cultural values of the child's community and the vital role of international co-operation in securing children's rights.<sup>38</sup>

<sup>38</sup> UN Convention on the Rights of the Child, UNICEF, 1998

The following are examples of pertinent rights of children up to the age of 18:

1. Article 3- Right to protection and care
  - Article 6 - Right to life
  - Article 8 - Right to an identity
  - Article 12 and 13 - Right to free expression
  - Article 19 - Protection from violence
  - Article 23 - Rights of the disabled
  - Article 24 - Right to health
  - Article 27 - Right to an adequate standard of living
  - Article 28 - Right to education
  - Article 33 - Protection from illicit use of drugs
11. Article 34 - Protection from sexual exploitation

Many of these were highlighted by respondents to the NYP Survey and will be dealt with in more detail in Section C: Rights and Responsibilities of Young Men and Women.

#### **(d) Commonwealth Youth Programme**

The Commonwealth Youth Programme is an initiative of the Commonwealth Secretariat, which focuses on positive youth development. The Centre for the Caribbean region is based in Guyana and Regional Advisory Board Meetings are held every two years at which representatives from the Cayman Islands Youth Ministry attend. Reports are presented which deal with the position of young people in the Cayman Islands. The Programme provides advice on the development and focus of Youth Departments/Ministries.

The Commonwealth Youth Programme works towards a society where young women and men are empowered to:

- develop their potential, creativity and skills as productive and dynamic members of their societies; and
- participate fully at every level of decision-making and development, both individually and collectively, successfully promoting Commonwealth values.

The Programme focuses on three main areas: National Youth Policy Development; Human Resource Development; and Youth Empowerment. In March 1998 in the Commonwealth of Dominica the Programme hosted a training workshop on developing and implementing National Youth Policies, attended by a senior member of the Cayman Islands NYP Task Force.

### **(e) Cayman Islands Youth Services Review (1991)**

The "Villages National Youth Programmes" carried out a review of the Cayman Islands Youth Services for the then Portfolio of Health and Social Services in 1991. After analysing the changes that had taken place in the Cayman Islands over the last 30 years, it was argued that since the family had been weakened, it was incumbent on other institutions to perform the functions essential for the healthy development of young people.

Among the seven "Targets for Change" considered, two strong recommendations were:

- i) Schools are no longer purely academic institutions: in addition to the academic mission, they have taken on a broader social mission which must be acknowledged. It is important to redefine this dual mission in the minds of Caymanians so that there is an agreement among parents, educators, business leaders, social service providers, community leaders and policy makers as to what is expected of schools. (p6)
- ii) The Government should develop an integrated system for children's services that implements an investment strategy involving social service, judicial, health, mental health, and educational agencies at all levels of government. Such a coordinated system must be based upon cooperative relationship between schools, social agencies, business, community programmes and the courts. (p9)

### **(f) The Study of the Family in the Cayman Islands (1997)**

In 1995 the Social Services Department undertook a major study of the family in Caymanian Society. Its purpose was to satisfy the demand for answers to questions that emanated from a wide cross-section of society. Major concerns included the changing cultural patterns expressed in apparent family dysfunction, changing roles and responsibilities within the family, increases in child associated deviant and criminal behaviour and the ability of the Department of Social Services to satisfactorily address these problems.

The study was based on a premise of the symbiotic or interdependent relationship between the family and society. The findings confirmed that there had been dramatic changes in the 1980s and 1990s which were represented by huge inflows of economic resources. A doubling of the population and an increase in the proportion of Non-Caymanians from 21% to 42% of the total population between 1979 and 1997<sup>39</sup> had an equally dramatic effect on the family. These changes also

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<sup>39</sup> 1997 CICS, 11.01

brought new ideas, values and attitudes that were absorbed within the family. Hence, the family, as the main agent of socialisation, felt a serious threat to its traditional place in society which was evidenced by individuals expressing both a lack of knowledge and inability to effectively address the problems.

As a result, agencies such as the Department of Social Services were relied on for support. The study therefore made strong recommendations for the strengthening of this institution to meet the needs of families in the Cayman Islands.

**(g) Vision 2008 - National Strategic Plan**

This represented a major undertaking beginning in early 1998 to develop national goals and priorities for the Cayman Islands for the next 10 years.

Information was gathered by means of 35 in-depth interviews with senior government officials and business and community leaders, 10 future group discussions and 1000 telephone interviews.

Based on the findings, the Committee selected certain priorities for the Government to focus on over the next 10 years and they are outlined below in descending order of importance:

- A plan to fight crime and drugs 84%
- A plan to improve the quality of education 75%
- A plan to create more educational opportunities 72%
- Improve family values 72%
- Provide more after school programmes 62%
- Create more programmes aimed at fighting teen pregnancy 61%
- More vocational and other job related training opportunities 57%
- An immigration policy that is fair to both the business community and Caymanians 51%
- High-paying job opportunities for Caymanians 49%

In summary this document details principles and values, puts forth a vision for the Cayman Islands and sets out strategies and action plans for the general development of the Cayman Islands.

**(h) Reports on the National Youth Forums**

These reports offered an authentic expression of the many concerns and recommendations of young people voiced at the National Youth Forums, conducted in Grand Cayman in December 1998 and 1999 and Cayman Brac in February 1999. They provided useful insights into the needs of young people.

### **(i) Cayman Islands Student Drug Use Survey**

In 1998 the National Drug Council conducted a comprehensive study of drug use in the Cayman Islands. The study was based on a census of all students enrolled in grades 7 to 12 in the Cayman Islands. 1,946 students (86%) of eligible students participated.

Their responses to questions relating to drug use in the past 12 months were as follows:

- Alcohol 39.9%
- Tobacco 8.5%
- Ganja 6.6%
- Inhalants 6.2%
- other 4.5%

It is worth noting that the marginal majority of students (54.9%) had not used drugs in the 12 months immediately preceding the survey. In addition to this, the use of drugs was generally lower among students in the Cayman Islands than among students in neighbouring countries.

However, causes for concern were the findings that the early onset of drug use was increasing and that drug use was increasing with age. Hence, the high incidence of drug misuse/abuse referred to in the NYP Survey (by over one third of those surveyed) was likely to be occurring among high schoolers, school leavers and older youth.

### **(j) Youth at Risk Conference Report**

The Youth at Risk Conference held at the Clarion Conference Centre on the 21<sup>st</sup> and 22<sup>nd</sup> January 1999 was organised to address issues affecting youth at risk and concerns about the juvenile justice system. The conference was hosted jointly by three Government Ministries and the Cayman Islands Marine Institute Board of Directors and the Associated Marine Institutes. The three Government Ministries were: the Ministry of Education, Aviation and Planning; the Ministry of Health, Social Welfare, Drug Abuse Prevention and Rehabilitation; and the Ministry of

Community Affairs, Sports, Women, Youth and Culture. One hundred and sixty individuals representing 31 government agencies and departments and approximately 20 youth, sporting, education and religious organisations participated.

The motto for the conference was:

**"Our Children, Our Responsibility, Our Future!"**

Participants identified the key issues facing at-risk Caymanian youth as follows:

- Christian values and Caymanian culture are not being adequately taught and reinforced by the present combination of family, community, churches and schools.
- Lack of positive parental and community involvement. Children were found to be ill equipped to move into their future because they lacked emotional security, cultural direction and adequate training and educational opportunities.
- Lack of social / parental guidance leading to an identity crisis, resulting in low self-esteem and lack of motivation.
- Absence of family structure and related lack of supervision, direction and purpose for youth.
- Cultural / value system of the CI is not being taught or passed on to young people.
- Ineffective parenting in a changing society.
- Poor nurturing and cultural awareness by the Caymanian community, and the impact of rapid economic and other developments resulting in inadequate life skills.

The Conference proposed the following collaborative framework for tackling youth issues in the Cayman Islands:

- ❑ Assemble stakeholders in at-risk youth;
- ❑ Identify a specific issue and outcomes that the stakeholders commit to work together to accomplish;
- ❑ Jointly develop a set of goals and steps for achieving results;
- ❑ Identify the partners needed to accomplish the goals;
- ❑ List present community resources addressing the issue;
- ❑ List barriers to accomplishing the goals;
- ❑ Develop action steps to overcome barriers and accomplish outcomes;
- ❑ Develop an accountability strategy to ensure results.

The Conference also recommended the following:

1. **Start with collaboration as the standard method of practice – a new modus operandi:** Starting with the youth support network system, collaboration should be adopted as the standard method of practice of both government and private/voluntary agencies and organisations. Government agencies should take the lead and set the tone and the example.

2. **Provide training in preparation for collaboration:** Within and among agencies, relevant training programmes in collaboration have to be undertaken on an ongoing basis to provide them with an understanding of, and the tools for, collaboration.
3. **Practice collaboration:** Selected agencies and organisations will undertake small projects using the collaborative process. Over time, larger projects involving more organisations will be undertaken.
4. **Establish a co-ordinating mechanism to guide the collaborative process across agencies:** Such an important process should not be allowed to manage itself. It should not be left to chance, particularly in the initial stages of preparation for and practice in collaboration.

## VII. PRINCIPLES AND VALUES

The National Youth Policy drew heavily on the fundamental principles and values on which Caymanian society was based. These principles and values were reflected in:

- The Constitution
- Vision 2008: The National Strategic Plan

The principles and values for Caymanian youth expressed by these sources were as follows:

- (a) Traditional Christian moral values relating to the equal worth of all people and their inalienable human rights;
- (b) Political freedom practised through democracy, good governance, self-determination, consultation and participation;
- (c) Sustainable economic and social development with due regards to environmental conservation together with access to resources and reciprocal contribution by all residents of the Cayman Islands;
- (d) Social responsibility manifested in racial, gender, religious, social and cultural tolerance and diversity.

According to the NYP Survey, it is clear that most participants (almost two thirds of those surveyed) felt as though the young people of the Cayman Islands today have different values to those of their parents and grandparents. It was indicated that young people were more materialistic and hedonistic with strong emphasis placed on partying and instant gratification. Perhaps this is because the Cayman Islands is a country committed to economic and social development, and citizens therefore consume more as a demonstration of its "development". Therefore, it can be argued that the values of young people today are not very different from those of the wider society.

High priority was also placed on personal independence and educational achievement, but there was less regard for responsibility, a good work ethic, and a

sense of patriotism and family values. (None of those in the categories of "youth at risk"<sup>40</sup> or the "adults"<sup>41</sup> felt as though young people had any sense of family values.)

When asked what values young people should have, a strong majority indicated that religious, moral and educational values, were of greatest importance, together with social and community oriented values (including self respect, respect for their parents and society in general). These reflect the values expressed through the Constitution and Vision 2008 (see (a), (c) and (d) above). A sense of responsibility/good work ethic was also stressed by those surveyed. It is interesting to note that the "youth at risk" group considered educational achievement to be the most important value a young person should have.

Less than 1% of those surveyed indicated that premature/premarital sex should be tolerated. Only a small proportion of those surveyed felt that partying/ instant gratification, being bold and fearless were values that young people should have. Patriotism was also of significantly low value.

With regards to what young people would do if they had the resources, the emphasis was clearly on reforming the educational system to cater to the varied needs of young people and also on providing youth centres with recreational facilities and programmes. A comprehensive and workable social welfare system for young people was also stressed. The "youth at risk" group clearly indicated that these factors were of the highest priority.

When asked what government and non-government organisations could do to help young men and women, most of those surveyed felt that it would be best to focus on the educational system (the "youth at risk" again emphasising this area to be of the highest importance). Those surveyed also felt that the recreational/social sector should be addressed, the "average youth"<sup>42</sup> indicating that this area should be the main area of focus. The "adults" group strongly indicated that it would be beneficial to address the family/home unit and the "average youth" and the "youth at risk" also stated it to be of importance. Promoting healthy lifestyles by dealing with issues such as sex, drugs, violence, peer relationships and life skills was also emphasised.

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<sup>40</sup> This category represents respondents from the Young Parents Programme and the Prison inmates under 25.

<sup>41</sup> This category represents respondents from the church groups, senior Government Officials and prominent businesspersons, MLAs/Ministers and teachers.

<sup>42</sup> This category represents respondents from the District Youth Forums and the High Schools.

It would, however, be incomplete to look only at the principles and values of young people of the Cayman Islands today without also considering a very influential factor: their parents. Women traditionally remained at home to raise their children, and if they did engage in paid employment, they could often do this from home. Today, the cost of living and job opportunities have led to more and more women becoming full-time members of the work force. Many young people are therefore left to develop their own sense of principles and values with less direct parental guidance.<sup>43</sup> In most cases fathers continue to have less involvement in the day to day running of the family and raising of the children.

This analysis clearly shows that the preferred values essential for social well-being are not being transmitted to all children at home.

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<sup>43</sup> In the Study of the Family 1997 conducted in the Cayman Islands, Dr Eleanor Wint has characterised the style of parenting in a 'typical' Caymanian household as being 'laissez-faire', or in other words it is relaxed and non-intrusive.

## **(C) RIGHTS AND RESPONSIBILITIES OF YOUNG MEN AND WOMEN**

The Cayman Islands recognises and endorses the rights of children and young people, which are enshrined in the UN Conventions on Human Rights, including that of the Rights of the Child.<sup>44</sup> In particular the National Youth Policy of the Cayman Islands respects the rights of children and young people, including, but not limited to, the following right:

- to worship
- to life
- to protection and care
- to an identity
- to freedom of expression
- to health
- to education
- to an adequate standard of living
- to protection from violence
- to protection from the illicit use of drugs
- to protection from sexual exploitation

Even though one would think that these rights and the international campaign to defend them would be well known in developing countries, the NYP survey showed that only 17.3% of respondents were aware of this effort by international organisations such as UNICEF and Commonwealth Youth Programme. This suggests that a local campaign to promote the rights of the child and young person is needed.

When asked, respondents to the NYP Survey listed the following to be what they considered as the rights of youth:

- |                                      |       |
|--------------------------------------|-------|
| • to speak out and to be heard       | 45.7% |
| • to education                       | 36.8% |
| • to the satisfaction of basic needs | 20.1% |
| • to freedom                         | 16.1% |
| • to choose their own career         | 10.1% |
| • to be consulted                    | 8.9%  |
| • to worship                         | 5.5%  |
| • to be trusted                      | 3.2%  |

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<sup>44</sup> See Appendix 4 for a list of Conventions extended to the Cayman Islands by the United Kingdom.

- to be loved 3.2%
- to choose friends 3.0%
- to privacy 2.7%
- to a second chance 2.3%

Significantly, a higher than expected number of "adults" highlighted the right of young people to be consulted: 22% of them expressing this view. Therefore, the authority figures acknowledge the right of young people to have a say in the decisions that affect their lives, which indicates a willingness to listen.

Most respondents acknowledged the reciprocal relationships between rights and responsibilities. Respondents listed the responsibilities of youth to include:

- to acquire education 34.8%
- to be good citizens 21.6%
- to show respect 15.6%
- to act responsibly 14.4%
- to take advantage of opportunities 10.1%
- to choose 9.9%
- to give back to society 7.6%
- to speak out 4.4%
- to worship 4.0%
- to show leadership 4.0%

It is essential that young people are aware of both their rights and responsibilities, to themselves and to society.

## (D) PRIORITY TARGET GROUPS

In order to best address the concerns of young people, the respondents of the NYP Survey have identified certain priority target groups which merit special attention by virtue of the particular difficulties they face.

Youth workers are often advised to go up-stream to catch young people before they become deviant and fall foul of the law. The respondents affirmed this policy. It is also important to note that in a small population like that of the Cayman Islands, entire categories of young people could be targeted as they progress through life.

Target groups were identified as follows:

- (i) At Risk Youth
- (ii) High School Students (14-17 year olds)
- (iii) School Leavers/Non-Graduates
- (iv) Middle School students (11-13 year olds)
- (v) Less Able/Disabled
- (vi) Young Women
- (vii) Young Men

A summary of each of the specified target groups is found below.

### (i) At Risk Youth

Trained youth workers should identify at risk youth as early as possible, even before they leave Primary School. The symptoms are recognisable, for example a lack of Christian values, a lack positive parental and community involvement/ guidance and also low self esteem (as discussed in more detail Section B.VI (j)).

Hence, all children and young people at risk can be singled out for special guidance and support. This early intervention would prevent them from becoming social deviants by helping them to become better adjusted to society.

### (ii) High School Students (14-17 year olds)

There are 7 High Schools in the Cayman Islands and these schools should become the focus of intervention measures. Graduating from High School is a key milestone in a young person's life. The years in high school should adequately

prepare an individual to either enter the workforce or to go on to higher education. It is therefore essential that all young people be given guidance and a proper education in order to set and achieve their life-goals. Some retraining of teachers will be necessary to facilitate the well-rounded development of students.

(iii) School Leavers/Non-Graduates

In 1999, 296 students graduated from High Schools (including public and private) in the Cayman Islands. Most of these students will find employment or go on to higher education. However, many of these young people still need career guidance and advice, and specialist job training.

At the Government high schools in Grand Cayman and Cayman Brac, 24% of students eligible to graduate in 1999 (i.e. those students entering Year 10 in 1996) did not graduate for various reasons<sup>45</sup>, including:

1. Teen Pregnancy
  - ❖ Expulsion
  - ❖ Transferred - CIMI/Transition Unit
  - ❖ Department of Social Services overseas placement
  - ❖ Transferred - local and overseas
  - ❖ Other - illness/death

The data provided by John Gray High School indicates that of the 294 students eligible for graduation in 1999, 10 were transferred to the Transition Unit, 6 were transferred to CIMI, 17 students dropped out, 5 were expelled, and 1 was dropped. An additional 24 students completed year 12 but failed to meet graduation requirements. This would indicate that 23 students (7.8%) failed to complete the twelve years of compulsory schooling.<sup>46</sup>

The young people falling into these categories can and must be reached and given realistic advice on the options open to them.

(iv) Middle School Students (11-13 year olds)

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<sup>45</sup> Statistics on the Attendance/ Enrollment in the Cayman Islands Government Schools provided by Education Department.

<sup>46</sup> Chief Education Officer's Report, May 2000 ("Response to the Cayman Islands Draft National Youth Policy")

A collective effort should be organised to assess the needs of these children at this crucial phase in their lives where they really begin to be challenged academically, vocationally, socially and emotionally. Necessary support systems could be put in place and the existing ones strengthened (in the areas of counselling and tutoring, for example).

(v) Less Able/Disabled

There are currently two institutions, namely the Light House School and the Sunrise Adult Training Centre, which specifically caters for the development of special needs students. Also, the Transition Unit at the Alternative Education Programme is designed to take students with academic difficulties and place them in realistic job opportunities.

However, established organisations and institutions (i.e. schools, workplace, etc.) should create and promote policies that integrate young people with special needs/disabilities into mainstream society. Appropriate measures (be it physical adjustments or otherwise) should be put in place to assist disabled young people to live full and productive lives. This would help to ensure that these young men and women have an active role in society.

This is happening now to a certain extent; however, more emphasis needs to be placed on integration of those less able/disabled persons into the wider society.

The Vision 2008 Plan also identified the less able/disabled as in need of special attention. (Strategy 4, Action Plan 8)

(vi) Young Women

Young women are a priority target group in three main areas - sexual and reproductive health, social relationships and employment:

- The results of the NYP Survey showed that more young women were concerned about teenage pregnancy and the risk of contracting STDs/AIDS than young men.<sup>47</sup> Moreover, statistics show that young women are more susceptible to these risks than young men: there are more women in the Cayman Islands who are HIV positive than there are men (as discussed in Section B.III. (f) (v)). Relevant programmes should be developed in order to address these factors.

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<sup>47</sup> 69% of the females were concerned with these factors, as opposed to 31% of males.

- ❑ Many young girls are getting involved in abusive relationships at a very early age and the initiative should be taken to empower them and to help them realise that love is not abuse and that abuse is not love.
- ❑ The unemployment rate of young women is almost twice that of young men (as was discussed in Section B.III(c)). There also appears to be a discrepancy in salaries paid at senior levels between men and women (women generally being paid less). It is very important that these imbalances are addressed.

(vii) Young men

Young men are a priority target group due to the following concerns - educational achievement, criminal conduct and parental responsibility:

- ❑ On average there appears to be a discrepancy in the levels of educational achievement between young men and women. For example, in 1997 there were a total of 28 Government scholarships awarded for higher education - 22 of these went to females and 6 went to males.<sup>48</sup> There may be a number of reasons for this, including the expectations placed by teachers and society in general on young women and men, and the child rearing practices for boys and girls. Measures should be implemented to encourage more young men to aspire to greater educational achievement.
- ❑ As of 1<sup>st</sup> October 1999, there were 264 men in Northward Prison as compared with 40 women.<sup>49</sup> In 1997 there were over twice as many male juvenile offenders convicted as there were female juvenile offenders.<sup>50</sup>
- ❑ The rise in teenage pregnancy and the prevalence of premarital sex has resulted in many children being born out of wedlock, and it is often the case that men do not support their children, financially and otherwise.<sup>51</sup> Young men must be encouraged to pay due regard to their responsibilities to their children, regardless of the relationship they may have with the child's mother.

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<sup>48</sup> See Section B.III.(k), Table XII.

<sup>49</sup> As reported on Radio Cayman.

<sup>50</sup> See Section B.III.(j), Table XI.

<sup>51</sup> In 1998, there were 64 Maintenance/Affiliation cases filed with the Courts, and there are 66 cases filed for the period of 1/1/99- 21/9/99.

## **(E) GENERAL GOALS AND VISION STATEMENT**

The NYP Task Force agreed that it was essential for the National Youth Policy to recognise the value of young people to the country's development and to address their needs.

**The NYP provides a framework to guide all youth development initiatives undertaken by the various sectors and organisations in the country.**

With respect to young people themselves, the goal is to mobilise and motivate them to be actively involved in the process of policy formulation and implementation, for personal and national development.

The general goals and aspects of the vision were derived from extensive secondary and primary research.

Participants of the Youth at Risk Conference outlined several goals for at-risk youth of the Cayman Islands, to be tackled using the collaboration process:

- Youth who are educated socially, culturally, academically and spiritually to reach their true potential and be contributing members of our community.
- To increase the community and parental involvement, in the growth and development of our Children and Youth.
- To reduce the number of referrals to the Department of Social Services by empowering other social support systems to develop and implement more proactive programming for at risk youths.
- Reduction in self-destructive behaviour in the areas of school dropouts and substance abuse amongst youth.
- To produce the necessary support system to ensure the elimination of truancy.
- Children and Young Persons will have a greater understanding of self and will have a productive involvement in the community.
- A nationally co-ordinated increase in the area of positive parental and community investment in OUR children.
- All children will complete high school according to their individual abilities, strengths and interests.
- To develop competent responsible, creative and entrepreneurial citizens.

Elements of the youth vision were drawn from the vision statement for the country enshrined in the Vision 2008 National Strategic Plan 1999-2008. This national vision for the Cayman Islands is outlined as follows:

- A God-fearing country based on traditional Christian values.
- A caring community based on mutual respect for all individuals and their basic human rights.
- A community which practices honest and open dialogue to ensure mutual understanding and social harmony.
- A safe, secure and law abiding community.
- A country which is free of crime and drugs.
- A country with an educational system which identifies and develops on a continuing basis the abilities of each person, allowing them to reach their full potential and productivity.
- A community which encourages and prepares young people to assume leadership roles.
- A country which provides a comprehensive healthcare system.
- A community protective of traditional Caymanian heritage and the family unit.
- A country with a vibrant, diversified economy which provides full employment.
- A country which makes optimal use of modern technology.
- A country which manages growth and maintains prosperity, while protecting our social and natural environment.
- A country which respects, protects and defends our natural resources as the basis of our existence.
- A country with open, responsible and accountable government which includes a working partnership with the private sector and continuing beneficial ties with the United Kingdom.
- A country with an immigration system which protects Caymanians and gives security to long term residents.

It is interesting to note that 85% of the young people who responded to the NYP Survey commented that they felt the country would, in ten years, be a worse place to live if nothing was done to meet the needs of today's youth. The NYP Survey results also showed that respondents painted a dismal picture of an overdeveloped, overpopulated, conflict-ridden, polluted country where the drug culture and crime were rampant, and poverty widespread. In this scenario, young people were expected to be disruptive felons, bitter about the negative outcomes they were experiencing. It is therefore essential that we focus our attention on alleviating these concerns in order to secure a bright future.

Hence, after reviewing the relevant documents and results of the NYP Survey, the Task Force summarised the goals of the National Youth Policy as follows:

**Goal A: The acquisition of personal and social identity by all young men and women of the Cayman Islands.**

**Goal B: The provision of a wider spectrum of educational opportunities for young men and women.**

Goal C: Training and employment for all young people and consideration of them for all levels of employment.

Goal D: Sustainable social/economic/physical development of the Cayman Islands with due regard to the need for environmental conservation.

Goal E: The strengthening of institutions and their collaboration in the provision of services for young people and generally in the discharge of their duties/functions.

Goal F: The participation of young people in decision-making forums.

Goals G/H/I: Young people embracing healthy lifestyles free of substance misuse/ premature, premarital and extramarital sexual activity/ acts of violence and associated problems.

Goal J: The recognition of the differential experiences of young men and women and the need to ensure equality of opportunities and outcomes for both.

Therefore, the related vision for young people of the Cayman Islands is:

***God-fearing, responsible, educated, articulate young men and women who are aware of their identity, motivated and enabled to take advantage of the educational, employment and recreational opportunities and facilities available. Young women and men who understand the need for sustainable development in the Cayman Islands, and are willing and able to participate in the key decision making forums that affect their lives.***

## (F) POLICY OBJECTIVES

Based on the analysis of the NYP Survey results, the information gathered at the various forums and from the relevant documents, the policy objectives outlined below were formulated. These relate directly to the goals in Section E above.

### Goal A:

The acquisition of personal and social identity by all young men and women of the Cayman Islands.

### Objectives:

- A.1) To help children and young people become aware of their unique identity and to learn to appreciate their God-given worth.
- A.2) To assist young people in developing a sense of identity through the promotion of historical, spiritual and cultural programmes and activities;
- A.3) To instill in children/young people a sense of national pride and dignity;
- A.4) To encourage young people to participate in the cultural life of the Cayman Islands.

### Goal B:

The Provision of a wider spectrum of educational opportunities for young men and women.

### Objectives:

- B.1) To support the thorough review of the existing formal educational system and assess its relevance to the needs of the young people of the Cayman Islands;
- B.2) To ensure that moral values are instilled during the educational process;

- B.3) To heighten awareness of children's/young people's rights in the Cayman Islands;
- B.4) To make young men and women aware of their personal and social responsibilities;
- B.5) To strengthen and institutionalise Family Life Education, including sexual and reproductive health issues, in the school system;
- B.6) To provide general education to a sufficiently high level to enable young people to pursue professional/technical/vocational training according to aptitude and interest;
- B.7) To ensure that all young people have access to this education regardless of race, religion, gender, age, economic, physical or social circumstances.

Goal C:

Training and employment for all young people and consideration of them for all levels of employment.

Objectives:

- C.1) To facilitate young people's access to training and employment opportunities;
- C.2) To encourage young people to take advantage of available training opportunities;
- C.3) To provide career advice to young people;
- C.4) To motivate young people to develop the highest level of proficiency in their chosen field;
- C.5) To adequately publicise both training and employment opportunities in the local market before resort is made to overseas recruitment;
- C.6) To ensure that qualified and competent young people are promoted within their chosen career.

Goal D:

Sustainable social/economic/physical development of the Cayman Islands with due regard to the need for environmental conservation.

Objectives:

- D.1) To educate young people on the need for sustainability;
- D.2) To promote programmes designed to educate young people on social, economic and environmental issues;
- D.3) To ensure that assessment of the social and environmental impact of development projects are carried out and made public;
- D.4) To develop, in partnership with young people and other stakeholders, practical, sustainable development plans.

Goal E:

The strengthening of institutions and their collaboration in the provision of services for young people and generally in the discharge of their duties/functions.

Objectives:

- E.1) To evaluate the functioning of all institutions responsible for nurturing, educating, socialising, protecting and rehabilitating young women and men;
- E.2) To enhance the capacity of these institutions (e.g. family, school, church, statutory and voluntary organisations) to perform their functions effectively;
- E.3) To help to professionalise Youth Development Work;
- E.4) To foster an awareness of the collective responsibility of these institutions;
- E.5) To provide resources for the collaboration of these institutions in discharging their traditional and contemporary duties.

Goal F:

The participation of young people in decision-making forums.

Objectives:

- F.1) To develop leadership skills among young people;
- F.2) To encourage enterprise, initiative and innovation among young women and men;
- F.3) To create opportunities for young men and women to participate in statutory, private and voluntary boards and organisations at the decision making level;
- F.4) To encourage volunteerism among young women and men;
- F.5) To provide resources for the development of projects and business enterprises involving young people as individuals or in groups;
- F.6) To encourage young women and men to participate in the political process.

Goal G:

Young people embracing healthy lifestyles free of substance misuse.

Objectives:

- G.1) To educate young men and women on the consequences of substance misuse;
- G.2) To encourage healthy lifestyle practices as an alternative to substance misuse;
- G.3) To extend an integrated approach to providing services and programmes dealing with substance misuse;
- G.4) Where possible, to hold parents accountable for negative influences on their children as it relates to their own substance misuse;
- G.5) To penalise both wholesalers and retailers of illicit drugs;
- G.6) To make it more difficult for young people under the age of 18 to purchase and consume alcohol and tobacco.

Goal H:

Young people embracing healthy lifestyles free of premature, premarital and extramarital sexual activity.

Objectives:

H.1) To heighten the awareness and sensitivity of parents, politicians, policy makers, educators, community and religious groups, the media, the general public and young people on youth sexual and reproductive health issues;

H.2) To educate young men and women on youth sexual and reproductive health issues, including the associated emotional, social, psychological and physical health problems;

H.3) To discourage premature, premarital and extramarital sexual activity and to encourage healthy lifestyle practices;

H.4) To provide appropriate sexual and reproductive health services which are sensitive to the needs of youth;

H.5) To actively encourage young men and women to become more responsible in sexually related issues;

H.6) To actively encourage young fathers and mothers to adequately provide for the needs of their children.

Goal I: Young people embracing healthy lifestyles free of acts of violence.

Objectives:

I.1) To heighten the awareness of young men and women on the consequences of violent behaviour;

I.2) To educate young women and men on the physical, psychological, social, and emotional health issues related to youth violence;

I.3) To develop and promote programmes aimed at providing amicable and friendly ways to resolving conflicts;

I.4) To discourage the occurrence of organised antisocial activities ("gangs");

I.5) To further develop punitive and rehabilitative measures to deal with young offenders;

I.6) To strive to eliminate the availability of illegal firearms and other offensive weapons.

Goal J: The recognition of the differential experiences of young men and women and the need to ensure equality of opportunities and outcomes for both.

Objectives:

J.1) To disaggregate data on youth by sex;

J.2) To heighten awareness of the differences;

J.3) To try to put right any imbalance.

## **(G) KEY STRATEGY AREAS**

As indicated in Section B.IV. (Historical and Contemporary Issues Affecting Young Men and Women), there are many concerns which affect young people today, primarily the drug culture, sex related issues, crime and gangs, lack of activities for youth, and education and training.

It is consistent with the problem-solving approach to the formulation of the National Youth Policy that information be sought from respondents about areas of focus for intervention. When asked how to best address the problems of young women and men today, the respondents highlighted the following as areas of focus:

- i) The Educational System
- ii) The Recreational/ Social Sector
- iii) The Family
- iv) Training in Healthy Lifestyles/ Lifeskills
- v) The Community
- vi) The Workplace
- vii) Culture/ Heritage
- viii) Immigration

The goals and objectives of the National Youth Policy outlined in Sections E and F are closely linked to the strategies outlined below. Therefore, these strategies are ways and means of achieving the goals and objectives of the National Youth Policy. They address the main priorities and crucial concerns facing young women and men of the Cayman Islands.

Gender issues and awareness are so important to the future of our society that they should permeate all Strategy Areas. Goal J: "The recognition of the differential experiences of young men and women and the need to ensure equality of opportunities and outcomes for both," applies to all Strategy Areas and should be addressed accordingly.

Each of the key strategy areas will be discussed in an attempt to provide answers to the questions: What? Why? For whom? and How?

### (i) The Educational System

**Discussion with opinion-leaders and respondents to the NYP Survey suggested that the educational system (both Government and private) was the most important area of intervention for making a difference in the lives of young people of the Cayman Islands.** Every young person spends a significant portion of his or her life in the educational system, and it is therefore one of the greatest influences on the development of young men and women.

It was argued that the educational system was designed to cater to the needs of the academically oriented young people and that those who did not intend, or who were not qualified, to pursue academic careers found the education provided to be irrelevant or tedious.<sup>52</sup> What this system succeeded in doing to the majority of children and young people who were not academic high-flyers was to brand them as "failures" and sap their confidence.

The educational system needs to address the holistic (or well-rounded) development of young women and men. It is important that the educational system caters to the needs of all young people; hence, particular attention should be paid to the following target groups:

- Middle and high school students who are not succeeding academically;
- those who have dropped out of the formal education system and who are also without adequate school qualifications or employment;
- at risk youth;
- young men;
- less able/ disabled youth that may have an aptitude for, but for some reason are not given access to mainstream education because of inadequate provisions within the mainstream system<sup>53</sup>.

In order to achieve the NYP Goals and Objectives continued education of young people and the wider community as a whole is required. Therefore, it can be argued that almost all of the Policy Objectives should be addressed through the formal educational system. However, the following Objectives are particularly pertinent to and needs to be addressed within the educational system:

Goal B: The provision of a wider spectrum of educational opportunities for young men and women.

<sup>52</sup> "Lack of perceived relevance of the curriculum to their future" was listed as a reason for truancy and absenteeism, according to the 'Statistics on Attendance and Enrollment in The Cayman Islands Government Schools in the 1998-99 School Year' report.

<sup>53</sup>E.g. Wheelchair facilities, communication barriers, etc.

- ◆ Objective B.1: To support the thorough review of the existing formal education system and ensure its continuing relevance to the needs of the young people of the Cayman Islands;
- ◆ Objective B.2: To ensure that moral values are instilled during the educational process;
- ◆ Objective B.3: To heighten awareness of children's/young people's rights in the Cayman Islands;
- ◆ Objective B.4: To make young men and women aware of their personal and social responsibilities;
- ◆ Objective B.5: To strengthen and institutionalise Family Life Education, including sexual and reproductive health issues, in the school system;
- ◆ Objective B.6: To provide general education to a sufficiently high level to enable young people to pursue professional/technical/vocational training according to aptitude and interest;
- ◆ Objective B.7: To ensure that all young people have access to this education regardless of race, religion, gender, age, economic, physical or social circumstances.
  
- ◆ Goal C, Objective C.3: To provide career advice to young people;
- ◆ Goal D, Objective D.1: To educate young people on the need for sustainability;
- ◆ Goal D, Objective D.2: To promote programmes designed to educate young people on social, economic and environmental issues;
- ◆ Goal F, Objective F.1: To develop leadership skills among young people;
- ◆ Goal F, Objective F.2: To encourage enterprise, initiative and innovation among young women and men.

The strategies that should be used to achieve these objectives are as follows:

- ✓ Incorporate values education into the school curriculum;
- ✓ Conduct exit assessments and tests of relevance for all students graduating from primary, middle and high school;
- ✓ Identify the areas of strengths and weakness of the education system, and suggest improvements;
- ✓ Heighten awareness of young people's rights and responsibilities through special projects, campaigns, etc.;
- ✓ Strengthen age appropriate, comprehensive Family Life Education into the formal curriculum of all schools in the Cayman Islands, including primary, middle and high schools;
- ✓ Review and strengthen the vocational and technical curriculum as part of the formal curriculum, including that of the Community College of the Cayman Islands;
- ✓ Assess each young person in order to develop strong remedial programmes available to all for specific areas of need. These programmes should be mainstreamed into the system;
- ✓ Develop/amend policies to ensure that all young people have access to this education;

- ✓ Include more local social (including civic), economical and environmental issues in the school curriculum;
- ✓ Change the focus of curriculum delivery to promote critical thinking in all subjects and enterprise in general;
- ✓ Develop further education and business links within schools by increasing participation in industry through work shadowing, work experience and industrial days for all students.

These recommendations are consistent with those of Vision 2008.<sup>54</sup>

Therefore, it was strongly recommended that schools should be reorganized to perform a variety of roles, including those traditionally performed by the family, as well as continuing education, lifeskills development and the provision of broader vocational training opportunities. This should be a collaborative effort supported by the private sector and the wider community.

The National Youth Policy recognises the review process being undertaken by the Schools Inspectorate as a major tool assisting in this task.

## (ii) The Recreational/ Social Sector

Social interaction between young people is a vital part of adolescence and early adulthood. It affects a young person's outlook on life and greatly influences his/her character. The need for adequate recreational facilities and activities after school and on weekends is essential and was stressed by respondents in the NYP Survey.<sup>55</sup>

Given its importance to the healthy development of young people, there is no particular target group considered to be in greatest need. All young people should have places and opportunities to congregate and socialise in a positive and healthy environment.

Today's social pressures are greater than in generations gone by and, as a result, young people are generally in greater need of support. There are various agencies/

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<sup>54</sup> The following Vision 2008 Strategies address the NYP Policy Objectives outlined above: Strategy 2, Action Plans 1, 4, 5, 15; Strategy 3, Action Plans 1,2,3,4,6,8; Strategy 4, Action Plans 1,2,7; and Strategy 5, Action Plan 6.

<sup>55</sup> 21.4% of those surveyed said that if they had the authority and resources they would provide youth centres/recreational and social facilities, programmes and activities to help young people achieve their goals.

individuals who work with young people outside of the family unit and formal education system, including Counsellors, Probation Officers, Social Workers, Pastors, Youth Workers, Sports and Recreation Officers. The general feeling was that these officers were expected to address the needs of young men and women, particularly those considered to be at risk and middle school students.

The Policy Objectives that speak to ensuring that the needs of youth are met in the most efficient and effective manner by the various agencies/organisations working with young people are as follows:

Goal E: Strengthening of institutions and their collaboration in the provision of services for young people and generally in the discharge of their duties.

- ◆ Objective E.1: To evaluate the functioning of all institutions responsible for nurturing, educating, socialising, protecting and rehabilitating young women and men;
  - ◆ Objective E.2: To enhance the capacity of these institutions (e.g. family, school, church, statutory and voluntary organisations) to perform their functions effectively;
  - ◆ Objective E.3: To help to professionalise Youth Development Work;
  - ◆ Objective E.4: To foster an awareness of the collective responsibility of these institutions;
  - ◆ Objective E.5: To provide resources for the collaboration of these institutions in discharging their traditional and contemporary duties.
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- ◆ Goal F, Objective F.3: To create opportunities for young men and women to participate in statutory, private and voluntary boards and organisations at the decision-making level;
  - ◆ Goal F, Objective F.5: To provide resources for the development of projects and business enterprises involving young people as individuals or in groups.

These Objectives could be achieved by the following strategies:

- ✓ Establish a national body capable of overseeing the evaluation and development of nurturing institutions;
- ✓ Carry out an audit/review of services to young people and make necessary improvements;
- ✓ Equip the Ministry responsible for Youth to provide technical and other resources to youth organisations to facilitate their growth and development;
- ✓ Encourage the business community/private sector to "adopt" non-profit youth organisations, by providing the necessary resources;
- ✓ Encourage the private sector to contribute to a youth development fund (pool financial resources) to be administered by the national overseeing body (i.e. The National Youth Commission discussed further in Section H);
- ✓ Convene quarterly meetings for youth service providers;
- ✓ Provide professional training for all workers involved in youth development by identifying and devising nationally recognised, structured training programmes;

- ✓ Recruit only qualified Youth Development Workers;
- ✓ Encourage youth organisations to provide in-house training courses for youth workers;
- ✓ Lobby statutory, private and voluntary organisations to have youth representation on their boards, management committees or other governing bodies;
- ✓ Establish a Youth Department responsible for implementing the National Youth Policy in collaboration with existing non-governmental religious/youth/community organisations.

These strategies are consistent with those of Vision 2008.<sup>56</sup>

There is a general consensus that agencies and organisations involved in youth development, and civil society in general, should cease "passing the buck". Instead, they should collaborate to ensure that the needs of *all* young men and women are met.

### (iii) The Family

The modern Caymanian family is often blamed for all the shortcomings of youth. It was noted by the Family Study that the general attitude towards parenting was "laissez-faire", expecting children and young people to find their own way without much parental help.

The changing structure of the family is relevant to youth concerns. The modern lifestyles in the Cayman Islands place heavy emphasis on material comforts and commodities, and this, combined with the equally demanding high cost of living, has made it necessary in most cases for both parents to go out to work. It is self evident that parents want the best for their children and, in most cases, strive to achieve this. Nonetheless, some young people are frequently left at home to be entertained by the television, music and other forms of mass media that may expose them to anti-social values.

Society therefore looks to additional stakeholders, especially domestic helpers, schools, churches and other nurturing agencies, to perform those roles once undertaken by the domesticated mother. However, an increasing number of

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<sup>56</sup> The following Vision 2008 Strategies address the NYP Policy Objectives outlined above: Strategy 2, Action Plan 9; Strategy 4, Action Plans 3, 4, 5, 6, 7; and Strategy 12, Action Plan 14

families recognise potential problems which can arise because of these lifestyles, and several mothers have opted, where possible, to remain at home with their children (particularly during their infancy).

Where there are absentee fathers the family is often perceived to be dysfunctional. However, the myth of the family becoming dysfunctional solely because of the absence of the father can easily be refuted in the Cayman Islands. The long history of fathers being absent at sea did not prevent mothers from raising exemplary children. A strong extended family and community support, including churches and schools, enhanced this.

It is appropriate that the NYP emphasise the family and home environment as an area of focus because it is here that the attitudes of young people are formed. Behavioural patterns and family expectations are shaped by what we learn at home. One illustration of this is violence in the home. Given the fact that domestic abuse/ family violence is prevalent in the Caymanian society<sup>57</sup> it is essential that steps be taken to address abuse in the home in an attempt to break the cycle.

Naturally, the main strategy to rectify the situation would be to strengthen the family unit. The NYP Task Force concurs with the submissions of the established churches (and other groups and individuals) which emphasised the critical and almost indispensable role of the family in the primary socialisation of the child. They argued strongly that it is within the family unit that the seeds of identity are planted, and the sense of right and wrong, of decency and responsibility developed. The more successful the family is in preparing young people for participation as good citizens in society, the more trouble-free the transition from childhood to adulthood.

The NYP Task Force therefore endorses all efforts to strengthen the family unit; but it is mindful of society's inability to force people to behave in particular ways. It is also aware of the external forces that have always impacted on the family unit making it changeable throughout history.

That being the case, society is under obligation to use whatever acceptable methods, such as public education, to ensure that the strategies discussed below are adopted and implemented by families.

The priority target groups affected in this area are:

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<sup>57</sup> According to statistics received from RCIP, there were a total of 1,046 cases of domestic violence reported in 1998.

- Young women
- Young men

The Policy Objectives dealing with family concerns are as follows:

- ◆ Goal A, Objective A.1: To help children and young people become aware of their unique identity and to appreciate their God given worth;
- ◆ Goal B, Objective B.2: To ensure that moral values are instilled in the educational processes;
- ◆ Goal B, Objective B.3: To heighten awareness of children's/young people's rights in the Cayman Islands;
- ◆ Goal B, Objective B.4: To make young men and women aware of their personal and social responsibilities;
- ◆ Goal F, Objective F.1: To develop leadership skills among young people;
- ◆ Goal G, Objective G.4: Where possible, to hold parents accountable for negative influences on their children as it relates to their own substance misuse;
- ◆ Goal H, Objective H.6: Actively encourage young fathers and mothers to adequately provide for the needs of their children.

The strategies that address the objectives are:

- ✓ Encourage families to discuss, appreciate and respect their cultural and religious heritage;
- ✓ Promote the importance of family devotions at home and at church;
- ✓ Publicise the rights and responsibilities of children and young people through the mass media;
- ✓ Provide and encourage participation in Family Life Education for parents as part of the pre- and post-natal clinical provision;
- ✓ Educate parents to foster responsibility and other leadership skills in young people at home;
- ✓ Review and strengthen legislation to make parents liable for influencing their children to misuse substances;
- ✓ Strengthen legislation and enforcement mechanisms to ensure that fathers and mothers maintain their children.

#### (iv) Training in Healthy Lifestyles/Lifeskills

The traditional method of acquiring life-skills solely at home and in the immediate community would appear to be becoming obsolete. These skills include practical skills, such as managing the home, handling money, cooking, and child rearing; social and interpersonal skills, such as respect for self and others and conflict resolution. If these skills are not learned in the home environment, then they must be taught

elsewhere. The role of others acting in the place of parents therefore becomes of crucial importance, i.e. members of the educational system, the social sector and the community in general.

The priority target groups most in need of this training from sources outside of the immediate family environs are:

- At risk youth
- Young women
- Young men

The relevant Policy Objectives addressing the issues of healthy lifestyles are as follows:

Goal G: Young people embracing healthy lifestyles free of substance misuse.

- ◆ Objective G.1: To educate young men and women on the consequences of substance misuse;
- ◆ Objective G.2: To encourage healthy lifestyle practices as an alternative to substance misuse;
- ◆ Objective G.3: To extend an integrated approach to providing services and programmes dealing with substance misuse;
- ◆ Objective G.4: Where possible, to hold parents accountable for negative influences on their children as it relates to their own substance misuse;
- ◆ Objective G.5: To penalise both wholesalers and retailers of illicit drugs;
- ◆ Objective G.6: To make it more difficult for young people under the age of 18 to consume alcohol and tobacco.

Goal H: Young people embracing healthy lifestyles free of premature, premarital and extramarital sexual activity.

- ◆ Objective H.1: To heighten the awareness and sensitivity of parents, politicians, policy makers, educators, community and religious groups, the media, the general public and young people on youth sexual and reproductive health issues;
- ◆ Objective H.2: To educate young men and women on youth sexual and reproductive health issues, including emotional, social, psychological and physical health problems associated;
- ◆ Objective H.3: To provide appropriate sexual and reproductive health services which are sensitive to the needs of youth;
- ◆ Objective H.4: To discourage premature, premarital and extramarital sexual activity and encourage healthy lifestyle practices;
- ◆ Objective H.5: To actively encourage young men and women to become more responsible in sexually related issues;
- ◆ Objective H.6: To actively encourage young fathers to adequately provide for the needs of their children.

Goal I: Young people embracing healthy lifestyles free of acts of violence.

- ◆ Objective I.1: To heighten the awareness of young men and women on the consequences of violent behaviour;
- ◆ Objective I.2: To educate young women and men on the physical, psychological, social, and emotional health issues related to youth violence;
- ◆ Objective I.3: To develop and promote programmes aimed at providing amicable and friendly ways to resolving conflicts;
- ◆ Objective I.4: To discourage the occurrence of organised antisocial activities ("gangs");
- ◆ Objective I.5: To further develop punitive and rehabilitative measures to deal with youth offenders;
- ◆ Objective I.6: To strive to eliminate the availability of illegal firearms and other offensive weapons.

These objectives could be met by employing the following strategies:

- ✓ Conduct regular youth forums to promote healthy lifestyles, taking into consideration gender differences;
- ✓ Encourage all schools to include healthy lifestyles in their curriculum;
- ✓ Train young people to act as peer counselors/mediators in order to assist their friends to lead healthy lifestyles;
- ✓ Campaign against drugs depicting the true consequences of substance misuse;
- ✓ Work closely with the National Drug Council, Caribbean Haven Outpatient Services and other agencies in order to refer clients and to help to develop needed substance misuse programmes;
- ✓ Educate parents about the various aspects of drug misuse, including legal implications and responsibilities;
- ✓ Amend the legislation to make it possible for parents to be penalised for willfully misusing drugs and other substances in the presence of their children;
- ✓ Review and amend relevant legislation making it mandatory for young people to verify age in order to purchase alcohol and/or tobacco;
- ✓ Review and amend legislation governing Age of Consent making it age 16 for both girls and boys;
- ✓ Use the Regional Action Plan developed by the United Nations Population Fund (UNFPA) to address the sexual and reproductive health concerns of young women and men;
- ✓ Target young men for education and training in (responsible) parenting;
- ✓ Discuss and discourage bullying and other anti-social behaviour as early as possible in the child's school career;
- ✓ Develop regional/district programmes combating crime, using young role models;
- ✓ Support schools and other youth organisations to develop conflict resolution programmes;
- ✓ Collaborate to provide community service programmes;

- ✓ Develop a tool to monitor the acquisition and practice of healthy lifestyles among young people;
- ✓ Strengthen the legislation and increase the penalties for possession of illegal weapons.

These strategies are echoed in the provisions of Vision 2008 National Action Plan.<sup>58</sup>

How to live healthy lifestyles is not innate (in born) knowledge; therefore, it must be learned. There is a need for a major education and training programme to facilitate the development of healthy lifestyles among young people.<sup>59</sup> The NYP Task Force therefore endorses the efforts of Cayman Against Substance Abuse (CASA) and similar organisations to foster healthy lifestyles among young people.

#### (v) The Community

Like the family, the community has also undergone dramatic changes. The modern technological tools such as the telephone, facsimile and the internet make it possible for the community to transcend geographical limitations. This, together with home-centred lifestyles, has caused the traditional face-to-face community to no longer exist in some areas. The increase in the development of "gated communities"<sup>60</sup> was noted as a concern because of the exclusionary, alienating message that it sends to young people and the general populace. Many of today's recreational activities (such as playing video games and watching television) do not require large numbers of participants, as compared with the more traditional forms of recreation (for example cricket, netball and football, etc.). Therefore, the modern child is likely to grow up in a more isolated household where there is more contact with relatives and friends many miles away than with neighbours.

The premise is that human beings are social by nature. Therefore, a significant number of respondents suggested the creation of Community Youth Development Centres as one means of meeting the needs of youth. These Centres would allow large numbers of young people to congregate and participate in a range of activities - educational, sporting and recreational - in a controlled, safe environment. The Centres would also provide career advice and training, they would provide an arena for individuals, businesses and government leaders to consult with young people on

<sup>58</sup> Strategy 1, Action Plans 1, 2, 3, 5, 7, 9; Strategy 14, Action Plan 7.

<sup>59</sup> The Vision 2008 Strategic Plan suggests that these skills be dealt with by the education system by ensuring that the school system has a comprehensive Health Education Curriculum (Strategy 14, Action Plan 7).

<sup>60</sup> Communities with either physical or psychological barriers ('No Trespassing' signs, etc.).

issues of district and national concern, and would also provide young people with opportunities to give back to their communities.

Given the fact that no two districts share the same social environment, youth needs or demographic makeup, it would be more beneficial to work at the district level than to develop blanket youth programmes and initiatives. The Community Centres should specifically cater to the needs of the individual communities, while also promoting inter-district fellowship.

There is also a common concern regarding home and property ownership. Based on observation, there seems to be a high correlation between renting and living in inadequate housing, and crime. The recommendation was made to increase the opportunities for young people to own property and homes. This in turn would help young people to feel that they have a stake in their community and the sustainable development of the country as a whole.

Although all young people should play an active role in their respective communities, the primary target groups of this area are:

- High school students
- School leavers with little or no school qualifications and who are without employment
- School dropouts
- Less able/ disabled

The relevant Policy Objectives promoting community support are as follows:

- ◆ Goal B, Objective B.4: To make young men and women aware of their personal and social responsibilities;
- ◆ Goal C, Objective C.3: To provide career advice to young people;
- ◆ Goal D, Objective D.3: To ensure that assessment of the social and environmental impact of development projects are carried out and made public;
- ◆ Goal D, Objective D.4: To develop, in partnership with young people and other stakeholders, practical, sustainable developmental plans;
- ◆ Goal E, Objective E.3: To help to professionalise Youth Development Work;
- ◆ Goal F, Objective F.1: To develop leadership skills among young people;
- ◆ Goal F, Objective F.2: To encourage enterprise, initiative and innovation among young men and women;
- ◆ Goal F, Objective F.3: To create opportunities for young men and women to participate in statutory, private and voluntary boards and organisations at the decision-making level;
- ◆ Goal F, Objective F.4: To encourage volunteerism among young men and women;
- ◆ Goal F, Objective F.6: To encourage young women and men to participate in the political process.

The strategies that would achieve these objectives are as follows:

- ✓ Provide information and practical opportunities to develop a sense of responsibility and leadership skills;
- ✓ Organise events, such as career expositions and work internships, that would enable young people to meet and discuss career options with practitioners in their chosen careers;
- ✓ Organise regular forums on development issues and proposals that affect the community;
- ✓ Insist that social and environmental impact studies are carried out in relation to all proposed development projects;
- ✓ Encourage Youth Development Workers to provide information on and discuss important topics relating to sustainability;
- ✓ Provide professional training for all workers involved in youth development by identifying and devising nationally recognised, structured training programmes;
- ✓ Recruit only qualified Youth Development Workers;
- ✓ Provide courses in leadership, project management, and business enterprise development;
- ✓ Lobby statutory, private and voluntary organisations to have youth representation on their boards, management committees or other governing bodies;
- ✓ Create opportunities for young people to manage the Community Youth Development Centres and other projects;
- ✓ Encourage young people to do voluntary work, and to participate and hold office in youth organisations;
- ✓ Provide political knowledge to young people and encourage them to vote.

It is interesting to note that Vision 2008 also advocated youth activity centres similar to our Community Youth Development Centres.<sup>61</sup>

It was thought by many that most communities in the Cayman Islands already have physical facilities which could easily be converted to readily accessible Community Youth Development Centres where the needs of young people could be addressed. At these Centres, sporting, cultural, education and general youth development activities could be organized. Education and training should revolve around the interests of the participants. Youth Development Workers should be employed to manage the Centres. There would be, however, a need for more volunteers to facilitate the activities of the Youth Development Workers to carry out

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<sup>61</sup> See Vision 2008, Strategy 2, Action Plans 8 and 11

programmes at the Centres; hence, increasing the participation and collaboration of the entire community. The role of parents should be integral part in these community initiatives.

It must not be overlooked that churches and other youth organisations currently provide education, training and entertainment for young people in the community. However, these provisions could be improved by using key issues identified in the NYP as a basis for developing relevant programmes.

#### (vi) The Workplace

The workplace is an important arena in which many of the concerns of youth in the Cayman Islands can be addressed. It is here that the policy of giving first preference to qualified Caymanian workers should be implemented and monitored, while considering the needs of long term residents who have positively contributed to and made the Cayman Islands their home. Emphasis should also be placed on making training opportunities available and accessible to young people, especially to the unemployed youth. Hence the workplace has a role in addressing the concerns of youth, especially as it relates to career/employment opportunities.

The priority target groups of this area are:

- High school students
- School leavers
- School dropouts
- Young women
- Young men

The NYP policy objectives that address this area are:

#### Goal C: Training and employment for all young people and consideration of them for all levels of employment.

- ◆ Objective C.1: To facilitate young people's access to training and employment opportunities;
- ◆ Objective C.2: To encourage young people to take advantage of available training opportunities;
- ◆ Objective C.4: To motivate young people to develop the highest level of proficiency in their chosen field;
- ◆ Objective C.5: To adequately publicise both training and employment opportunities in the local market before resort is made to overseas recruitment;

- ◆ Objective C.6: To ensure that qualified and competent young people are promoted within their chosen career;
- ◆ Goal F, Objective F.3: To create opportunities for young men and women to participate in statutory, private and voluntary boards and organisations at the decision-making level.

The strategies that would accomplish these objectives are outlined below:

- ✓ Legislate that all employment vacancies are registered with the Department of Labour;
- ✓ Advertise training and employment opportunities in places which young people frequent;
- ✓ Devise incentive schemes to motivate young women and men to pursue training opportunities and to excel in their chosen careers;
- ✓ Ensure that ongoing training opportunities are always accessible to local staff;
- ✓ Encourage equity and parity for young people;
- ✓ Enforce existing, and further develop where necessary, legislation which provides for the training up and promotion of local staff;
- ✓ Appoint an officer(s) to monitor the recruitment policies and practices of employers and to provide information for penalising negligent employers;
- ✓ Lobby statutory, private and voluntary organisations to have youth representation on their boards, management committees or other governing bodies.

Many of the concerns of Caymanian people relate to what happens at the work place. If left to chance and market forces, these problems are likely to escalate, leading to social unrest. Government and other stakeholders therefore have a responsibility to intervene in a rational and decisive manner.

#### (vii) Culture/Heritage

Caymanians are growing concerned of being outnumbered by foreigners in their own country and the dilution of the Caymanian culture. The results of the NYP Survey demonstrated that a low priority was placed on patriotism. This indifference increases the need to maintain and strengthen the link between the Caymanian heritage and the cultural and social identity (and hence development) of young people. The Task Force feels that a strong sense of national pride will, in turn, help all young people of the Cayman Islands to acquire an identity - thus achieving:

Goal A: The acquisition of personal and social identity by all young men and women of the Cayman Islands.

The Objectives are as follows:

- ◆ Goal A, Objective A.1: To help children and young people become aware of their unique identity and to learn to appreciate their God-given worth;
- ◆ Goal A, Objective A.2: To assist young people in developing a sense of identity through the promotion of historical, spiritual and cultural programmes and activities;
- ◆ Goal A, Objective A.3: To instill in children/young people a sense of national pride and dignity;
- ◆ Goal A, Objective A.4: To encourage young people to participate in the cultural life of the Cayman Islands.

These objectives can be met through the following strategies:

- ✓ Promote religious activities in school assemblies which reinforce positive identities;
- ✓ Record, review and disseminate knowledge about the Caymanian heritage in order to strengthen the link between this heritage and the contemporary culture of the Cayman Islands;
- ✓ Organise and promote regular media programmes focussing on Caymanian heritage and culture;
- ✓ Incorporate heritage studies as an integral part of school and college curricula;
- ✓ Reform and develop national and cultural festivals to incorporate a stronger heritage component;
- ✓ Sing the National Song at all public functions;
- ✓ Develop, in collaboration with young men and women, heritage and cultural activities which are appealing to them;
- ✓ Recognise and reward young people who participate in the cultural life of the Cayman Islands.

The results of the Vision 2008 Report reflect these strategies.<sup>62</sup>

Respondents in the NYP Survey argued strongly that the cause of the problems facing Caymanian youth was the lack of understanding and appreciation of an identity rooted in the historical reality of the Cayman Islands. If so, then one solution to the problem is the resuscitation of Caymanian heritage and its integration into contemporary culture, as argued above.

### (viii) Immigration

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<sup>62</sup> See Vision 2008, Strategy V Action Plans.

The major concerns for most Caymanians in this area are the narrowing of the ratio of Caymanians to non-Caymanians and the competition for jobs, given that there are qualified Caymanians. Caymanians are becoming increasingly vocal and more aggressive about these issues. There is a radio talk show called "Talk Today" on Radio Cayman where members of the public can call in and voice their concerns on any issue that affects them. Some locals vociferously expressed their concern about the number of foreigners in the islands and demanded that the Immigration Department tighten up their procedures on this matter and become more vigilant.

There is a definite need for all Caymanians to be protected in the islands, particularly with regard to career opportunities and discrimination. It is also important that expatriates who have lived and worked here for many years are given a sense of job and residence security and that this is also afforded to their dependants, particularly their children, who may not have been born in Cayman but have spent the majority of their lives here knowing no other home.

The NYP Task Force is cognisant of the Discussion Paper and the Third Interim Report produced and distributed by the Select Committee of the whole House (the Legislative Assembly) which examines the relevant laws.<sup>63</sup> The Report examines the following issues:

- Caymanian Status;
- Permanent Residence;
- British Dependent Territory Citizenship;
- Work Permits;
- Procedures for Appeals.

The NYP focuses on the children of immigrants of Caymanian descent and of long term residents, the potential "new Caymanians". The goal and objectives for these young people are the same for other Caymanian youth.

Goal A: The acquisition of personal and social identity by all young men and women of the Cayman Islands.

The Objectives are as follows:

- ◆ Goal A, Objective A.1: To help children and young people become aware of their unique identity and to learn to appreciate their God-given worth;
- ◆ Goal A, Objective A.2: To assist young people in developing a sense of identity through the promotion of historical and cultural programmes and activities;

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<sup>63</sup> The Immigration Law, 1992 (1997 Revision); The Local Companies (Control) Law (1995 Revision); and The Trade and Business Licensing Law (1996 Revision)

- ◆ Goal A, Objective A.3: To instill in children/young people a sense of national pride and dignity;
- ◆ Goal A, Objective A.4: To encourage young people to participate in the cultural life of the Cayman Islands.

These objectives can be met through the following strategies:

- ✓ Promote religious activities in school assemblies which reinforce positive identities;
- ✓ Record, review and disseminate knowledge about the Caymanian heritage in order to strengthen the link between this heritage and the contemporary culture of the Cayman Islands;
- ✓ Organise and promote regular media programmes focussing on Caymanian heritage and culture;
- ✓ Incorporate heritage studies as an integral part of school and college curricula;
- ✓ Reform and develop national and cultural festivals to incorporate a stronger heritage component;
- ✓ Sing the National Song at all public functions;
- ✓ Develop, in collaboration with young men and women, heritage and cultural activities which are appealing to them;
- ✓ Recognise and reward young people who participate in the cultural life of the Cayman Islands.

These strategies are based on the premise that the natural impulse of children and young people is to become part of their social environment. Even though the children of immigrants may one day choose to identify with the culture and native land of their parents, they have the right to acquire a sense of belonging to the society in which they live. Similarly, they have an **obligation** to understand, appreciate and respect the cultural heritage of the Cayman Islands.

Vision 2008 made several recommendations that address this Strategy Area.<sup>64</sup>

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<sup>64</sup> See Vision 2008, Strategy XVI Action Plans

## (H) IMPLEMENTATION MECHANISMS

The Cayman Islands is in a unique position to solve many of the problems facing its young people:

First, the numbers of young people are small in comparison to other countries in the Caribbean, and therefore more manageable.

Second, the political will to tackle the problems is evident from a variety of sources, including interviews with MLAs.

Third, financial and human resources are available. Government will continue to invest in young people; many private sector companies and associations have given a commitment to assist with the positive development of young people; churches and other stakeholders are becoming increasingly aware of their roles in the development of youth.

The National Youth Policy seeks to outline the mechanisms, which the Cayman Islands should put in place for the development of its young men and women. It hopes to provide a basis for integrated and collaborative efforts by all government agencies, and non-government, business and community entities (including, but not limited to churches and schools) committed to positive youth development.

The NYP therefore aims to show the way in terms of the institutional changes that are necessary to begin to address the issues affecting young people.

Undoubtedly these changes will incur costs, and the Government should make the necessary budgetary provisions for this. However, it must be noted that these provisions should be seen not as "costs", but as **investments**. Many private sector companies have publicly promised to make a contribution to this investment in the countries most valuable assets, its young people.

### (i) RECOMMENDATIONS ON INSTITUTIONS AND AGENCIES FOR YOUTH DEVELOPMENT

#### (a) *Cayman Islands Youth Assembly*

This should be an umbrella body of young people who represent various categories of youth and who advocate on behalf of young men and women. The role of the Assembly is to be the voice of young people regarding the National Agenda. Representatives of this body should sit on the National Youth Commission (as discussed below in (b)).

This mechanism would ensure ongoing consultation and participation by young women and men, an integral part in the implementation of the NYP.

***(b) The National Youth Commission***

This should be an independent body made up of members of the NYP Task Force, representatives of the Cayman Islands Youth Assembly, the religious community, the business community, educators, social workers and other Government and non-Government providers of services to young people. Its primary responsibility should be to monitor the implementation of the NYP and to advocate for youth issues to be addressed in all other relevant policies. Its first task should be to receive and approve a PLAN OF ACTION for the implementation of the NYP.

This mechanism would further enhance the collaborative efforts of the entire community.

***(c) Inter-Ministerial or Inter-Departmental Committee on Youth***

This body should be made up of senior level executives, with members drawn from all ministerial departments providing youth services. It should be responsible for ensuring that youth perspectives are incorporated into their respective ministries/ departments. The Ministry responsible for Youth Affairs should coordinate these activities.

This initiative would help to achieve a co-ordinated and holistic government response to youth development issues.

***(d) Youth Department***

A Youth Department should be established. It should employ a Director and support staff, particularly Youth Development Workers to ensure that vibrant youth programmes are run in each district. These highly trained Workers should liaise with other community workers, volunteers and organisations to ensure the coordination of efforts. Ideally the Community Development Officers should come under the Ministry responsible for Community Affairs, which is still continuing to provide financial grants to many community initiatives, but is limited in the programme implementation and monitoring efforts due to lack of support staff in

the community. The proposed Youth Development Workers should work closely with the Community Development Officers within the new Youth Department. Existing physical facilities (such as Town Halls/District Centres, fields/hard courts, etc.) should be fully utilised.

Given that the Ministry for Youth is also responsible for Sports, a recommendation would be to expand/restructure the existing Sports Office to incorporate the youth development functions; hence, creating a DEPARTMENT OF YOUTH AND SPORTS. Additional staff as outlined above would be needed to focus specifically on youth development outside the ambit of sports.

This initiative would ensure coordination and implementation of government programmes, initiatives, and services. The need for such a coordinating mechanism was clearly outlined by the participants of the Youth-at-Risk Conference.

### ***(e) Youth Development Centres (YDC)***

Throughout the information-gathering exercise young people stressed the need to have a place of their own, a "safe place", where they could engage in youthful activities, interact with each other, and work out their own world view.

The NYP Task Force therefore recommends the establishment of Youth Development Centres in each community, managed by well trained Youth Development Workers, who could motivate young women and men to participate in youth development activities.

The Youth Development Centre is intended to foster dynamic, relevant approaches to youth development. It is in such Centres that a sense of responsibility should be cultivated among young people. Enterprise training and the opportunity to manage both business and social enterprises should be provided. It is here where young people should sharpen their leadership skills in managing small businesses, and a range of social, political and recreational endeavours. The YDC should be the cradle of enterprise among young women and men of the Cayman Islands. It would also act to enhance the knowledge and experience of those young people who passed through the Junior Achievement Programme.

Many physical structures for such YDCs already exist in most communities here in the Cayman Islands. What is needed now is for young people to have easier access to existing facilities, and for such facilities to be established in those communities that currently do not have them. Most importantly, all YDCs should be properly managed.

***(f) Youth Passport to a Bright and Sustainable Future***

This mechanism is intended to address the problem of motivating young people to take advantage of existing educational, training, employment and recreational opportunities and facilities. Most youth policies and programmes are formulated to increase provision for young people. A neglected phenomenon, however, is the refusal of young people to make use of the existing provisions.

In the Cayman Islands, where the provision of facilities is not as great a problem as in the rest of the Caribbean region, this issue warrants consideration. If the proposed CYP Youth Development Index (YDI)<sup>65</sup> is applied to the Cayman Islands, it will score highly on the enabling conditions of youth development, such as an economic and material base, political will, legal and administrative frameworks, equality, democracy, peace, knowledge, information, skills, and values. Despite these enabling conditions, there is marked resentment and rejection among young people in the Cayman Islands.

The NYP Task Force therefore recommends that a "Youth Passport" be designed to:

- (a) record the achievements of young men and women;
- (b) recognise these achievements publicly;
- (c) motivate all young people to achieve;
- (d) cultivate role models in various areas of endeavour.

Young people would be encouraged to excel in a wide spectrum of youth endeavours. Equal emphasis would be attached to the following areas within which excellence should be pursued:

- (i) enterprise development
- (ii) leadership
- (iii) sporting activities
- (iv) cultural appreciation and participation
- (v) religious observance
- (vi) vocational skill acquisition
- (vii) social and life skills proficiency
- (vii) healthy lifestyles
- (viii) voluntary service to the community

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<sup>65</sup> The proposed CYP Youth Development Index is a means of analysing the situation of youth at the national level, and a measure of the progress being made to implement a plan of action for youth empowerment.

- (ix) employment in a wide range of occupations (including those currently stigmatised)
- (x) academic studies
- (xi) various recreational pursuits

Further details of all these mechanisms for implementing the National Youth Policy (including their costs, roles, functions and organisational structures) will be provided in the Plan of Action.

## (ii) PLAN OF ACTION FOR YOUTH DEVELOPMENT

A Plan of Action for Youth Development should be drawn up to facilitate the implementation of the NYP. Each NYP objective should be considered and specific actions outlined, within a specific time frame. Related budgets and performance measures should also be included.

## (I) CONCLUSION

The National Youth Policy is a document of national importance. It aims to be a vibrant, dynamic document that guides ACTION to address specific concerns/issues.

It was formulated in direct response to the expressed concerns of young people and other stakeholders about the future of this country. It was generally felt that even though the current situation was bearable, if trends related to the rapid physical development of the country, the influx of immigrant workers, and the negative socialisation of children continued unchecked, then the future of the Cayman Islands would be dismal.

In formulating the NYP, a variety of methods were used to gather information. There was widespread consultation with representatives of all the stakeholders by means of interviews, in-depth discussions, debates, and conferences. The data was then collated, analysed and discussed extensively. This process distilled the fears and apprehensions, the hopes and aspirations of respondents into clearly defined Goals, Objectives, and Strategies.

It is now the responsibility of the whole society to implement the National Youth Policy. Once approved, the next step will be the production of a Plan of Action for each of the Objectives dealt with in the Policy. Members of the society will be required to ensure that these plans are implemented, monitored and evaluated at regular intervals, for example every three years.

In due course, the effectiveness of this National Youth Policy will be measured according to the extent to which:

- (1) a positive Caymanian identity is adopted and asserted by young women and men;
- (2) young people are motivated to excel in a variety of endeavours;
- (3) young people participate in the decision making processes that affect their lives;
- (4) Government continues to invest in young people and the future of the Cayman Islands;
- (5) The Cayman Islands continue to develop along sustainable lines.

Ultimately, the NYP should help young people to make a smooth transition to adulthood, to manage the country's resources efficiently, and to pass on to their children a moral, prosperous, harmonious and sustainable society.

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## GLOSSARY OF TERMS

**"Cayman"**: The collective term used to mean the three Cayman Islands.

**"Empowerment"**: Noun from the verb "empower", meaning to make able or to give power to.

**"Encapsulate"**: To summarise; to express the essential features of.

**"Ethnic"**: Having a common national or cultural tradition; denoting origin by birth or descent, rather than nationality; relating to race or culture.

**"Holistic"**: From "holism" which refers to the development of the whole person including mental and social dimensions.

**"Implementation"**: Putting a decision, plan or contract into effect.

**"Incarceration"**: Imprisonment or confinement.

**"Infrastructure"**: The basic structural foundations of a society or enterprise; a structure or foundation.

**"Phenotype"**: A set of observable characteristics of an individual or group.

**"Reciprocal"**: In return; mutual.

**"Respondent"**: Person who makes an answer or defends an argument; one who completes a questionnaire.

**"Stakeholder"**: A person with an interest or concern in something.

**"Structure"**: A set of interconnecting parts of a complex thing; a framework; a whole constructed unit, such as a building.

**"Symbiotic"**: A mutually advantageous association or relationship between persons; interdependent.

## APPENDIX 1: THE NYP TASK FORCE

The NYP Task Force was carefully selected to represent the various stakeholders in youth development from the public, private and voluntary sectors. The 27 members were approached in September 1998 and started meeting on a weekly or bi-monthly basis. Task Force members were supported by their employers who afforded the members time and other resources to complete this task of national importance. In an effort to acknowledge the country's indebtedness to the NYP Task Force members, their employers, and the associations/organisations they represent, their names are listed below:

1. Carson K. Ebanks, JP  
Permanent Secretary  
Ministry of Community Affairs, Sports, Women, Youth and Culture (CASWYC)  
**Chairperson**, NYP Task Force
2. Tara Rivers  
CASWYC  
**Coordinator**, NYP Task Force
3. James Myles  
Economics and Statistics Office  
Special Olympics, Cayman Islands Marine Institute
4. Joannah Bodden  
Maples and Calder, Attorneys-at-Law  
Rotaract
5. Winston Hayle  
CI Scouts Association  
NCVO, Duke of Edinburgh Award Scheme, Lions Club of Grand Cayman
6. Lennon Christian  
Government Information Services  
West Bay CODAC
7. Edgar Gibson  
Youth-for Christ
8. Meloney Syms  
Department of Tourism  
Big Brothers/Big Sisters

9. Bernie Bush  
Sports Office (CASWYC)  
John A. Cumber Primary School- PTA President
10. Cassandra Rivers  
Department of Social Services
11. Debbie-Ann Whittaker  
Department of Social Services
12. Rev. Rudolph Willis  
New Testament Church  
Youth Minister's Association
13. Rosandi Weatherford  
Health Services Department  
Leos Club
14. Catherine Delapenha  
National Drug Council  
Vision 2008
15. Ramona Ritch  
Cayman Islands Marine Institute  
Vision 2008
16. Marie Martin  
George Town Primary School - Principal
17. Pauline Miller  
CI Branch of the British Red Cross  
Supporter of People Living with HIV/AIDS (SHA)
18. Joan West  
Department of Social Services  
Cayman Islands Students Association
19. Javier Sanchez  
Cayman Against Substance Abuse (Youth-2-Youth)
20. Marcus Martinez  
T.E. McField Youth and Community Centre  
Rehoboth Family Enrichment Programme
21. Tristaca Ebanks  
Lands and Survey Department  
Leos Club

22. Erick Bodden  
Marriott Resort  
F.O.C.U.S.
23. Raquel Solomon  
Public Health Services  
SHA
24. Darrel Rankine  
Cable and Wireless Ltd.  
Special Olympics
25. Beulah McField-Burton  
T.E. McField Youth and Community Centre  
Rehoboth Family Enrichment Programme
26. Aaron Ffrench  
Cayman Against Substance Abuse (Youth-2-Youth)
27. Daniel Reid  
CIBC
28. Karen Solomon  
Julius Baer Bank and Trust  
ICCI Student

## APPENDIX 2: A METHODOLOGICAL NOTE

The data collection process was a multifaceted approach to data collection. The sources of information included:

1. The experience and knowledge of the NYP Task Force members
2. Participant Observation by key respondents
3. Desk Research
4. NYP Enquiry Forms
5. Case Studies
6. The NYP Questionnaire
7. In-depth Interviews
8. Focus Group discussions
9. Promotion and publicity of the Draft NYP
10. The experience and knowledge of the Technical Consultant

### 1. NYP TASK FORCE MEMBERS

The NYP Task Force members were drawn from a cross section of society. Most of them had considerable experience of working with young people on a daily basis and had conducted studies of young people. Many belonged to youth organisations. The majority of them were 'youth' and willing to share their concerns and aspirations. This expertise was particularly useful when interpreting the data and documenting the policy.

### 2. PARTICIPANT OBSERVATION

Several respondents worked closely with young people and consciously observed them to gain further insights into their thoughts and behaviour. They were familiar with the issues affecting young men and women, and competent in engaging them in discussion. They, therefore, spoke not only on their own behalf, but also for the many young people who shared their concerns and aspirations with them.

### 3. DESK RESEARCH

A considerable amount of time was spent gathering secondary data from the volumes of documents available pertaining to young people of the Cayman Islands. Existing policy documents and studies from the region were also reviewed. A content analysis was also carried out on a local magazine.

### 4. NYP ENQUIRY FORMS

An enquiry form was sent to all relevant government and non-government agencies/organisations/groups seeking information on the services they provided to young people. This helped the NYP Task Force to draw up an inventory of provisions for young men and women.

## 5. CASE STUDIES

Several case studies were compiled and studied to give members of the NYP Task Force insights into the lives of young people at risk.

## 6. THE NYP QUESTIONNAIRE

The main tool used to ensure that there was widespread consultation with a cross-section of society was the questionnaire. This helped to satisfy the requirement of widespread participation and commitment.

The questionnaire was used on a sample of respondents. Some were given out at random to people in different district and other forums to complete at their leisure. On other occasions, the questionnaire was given out after a presentation by one or more members of the NYP Task Force and a brief discussion, to be filled out individually and privately. People also collected theirs and completed them without any input by the NYP Task Force.

Most of the 17 questions asked were open-ended, to stimulate thought and discussion. There was also a demographic section where basic data on the respondent could be recorded. (See Appendix 3.)

## 7. IN-DEPTH INTERVIEWS

The questionnaire document was also used as an "Interview Schedule" to guide the interviewer. It was particularly useful in carrying out in-depth interviews with Members of the Legislative Assembly, senior Government Officers and other leaders in the society.

## 8. FOCUS GROUP DISCUSSIONS

Long discussions took place among identified target groups. Because it was important to get the views particular target groups, it was decided to discuss the questionnaire and related issues with all Year 12 students in High Schools, all those who attended the "Big House" (inter-district religious youth fellowship) meeting, all young Caymanians in prison, and all school age mothers involved in the Young Parents Programme.

The NYP Task Force got the perspective of each district in the Cayman Islands by conducting District Youth Forums. Senior Government representatives, parents, teachers, employers, religious and other leaders, members of the public and young people in particular made their input to the discussions and to the recordings.

9. PROMOTION AND PUBLICITY OF THE DRAFT NYP

A major campaign to promote and publicise the National Youth Policy was launched immediately after the production of the draft copy in November 1999. Various categories of stakeholders were briefed on the contents of the Draft NYP and invited to comment. For example, there was a second round of District Forums (6) held attracting over 300 participants. A National Youth Forum attracting approximately 70 participants was convened in December 1999, and separate meetings of church youth leaders and service clubs representatives held in February 2000. Various presentations were made to students in the high schools, and many discussions ensued. Over one thousand (1000) copies of the Draft NYP were distributed and the public was invited to respond. Several people made written and oral submissions to the NYP Task Force.

Throughout the campaign, the media played a significant part by carrying excerpts from the Draft NYP on a daily basis and stimulating widespread discussion of the document.

10. THE TECHNICAL CONSULTANT

The Technical Consultant, Dr. B.I. Henry, brought to the process the considerable experience of a lifetime spent in education and management, in project development in several countries of the Commonwealth, and as Director of the Commonwealth Youth Programme in the Caribbean Region. His unique contribution was not only his knowledge and experience in policy formulation and project development, but also his passion and commitment to youth development.

**ANALYSIS**

The rich data gathered from these various sources was collated and distilled to produce the NYP document.

The Task Force was pleased with the level of response to the questionnaire. There were five hundred and twenty seven (527) questionnaires fully completed and thirty-six that were too incomplete to use. The responses from the public, by groups, was as follows:

Source	Attendance	Valid Responses
--------	------------	-----------------

<b>District Forums</b>	<b>252</b>	<b>124</b>
West Bay	60	22
George Town	50	35
Bodden Town	55	26
East End	15	6
North Side	2	2
Cayman Brac	70	33
<b>High Schools</b>	<b>344</b>	<b>279</b>
John Gray High	220	182
Triple C High	80	60
Wesleyan Christian	20	18
Faulkner Academy	4	4
First Baptist High	20	15
<b>Young Parents Programme</b>	<b>7</b>	<b>7</b>
<b>Prison</b>	<b>38</b>	<b>38</b>
<b>Church Groups</b>	<b>70</b>	<b>25</b>
<b>Senior Government Officials</b>	<b>16</b>	<b>16</b>
<b>MLAs/Ministers</b>	<b>9</b>	<b>9</b>
<b>Teachers</b>	<b>3</b>	<b>2</b>
<b>Other*</b>	<b>27</b>	<b>27</b>
<hr/>		
<b>Total</b>	<b>766</b>	<b>527</b>

Non-Bias

The Task Force was trained in the execution of the questionnaire and how not to introduce biases. For example, group discussions at the District Forums posed a challenge as some groups filled out a questionnaire with the views of the whole group; but most participants at the District Forums filled out their own questionnaire after the group discussion and still managed to state their personal view.

Overlapping

\* "Other" includes parents, bankers, and all other members of the public not otherwise specified.

The Task Force noticed that school students who were surveyed in school also attended the District Forums, and that the youth groups included school students; but the overlapping persons were discouraged from completing the forms again.

### Coding

Based on the responses of the questionnaires, B.I. Henry and Tara Rivers initially designed the coding scheme. The Task Force was trained in the coding of the questionnaires, and fourteen members were given the task of refining the codes and of coding the responses. They were:

Joannah Bodden  
Tara Rivers  
Meloney Syms  
Ramona Ritch  
Edgar Gibson  
Winston Hayle  
Lennon Christian

Rosandi Weatherford  
Cassandra Rivers  
Marie Martin  
Pauline Miller  
Rudolph Willis  
James Myles  
Debbie-Ann Whittaker

### Data Entry

The National Drug Council permitted the Task Force use of their offices, staff and computers to facilitate data entry. The statistical package used for data entry was SPSS 8.0 for Windows. The package is capable of running frequency tables and other cross tabulations and Chi-square test to solidify arguments. The Task Force relied on the expertise of Ms. Catherine Delapenha, Ms. Tara Rivers, Ms. Ramona Ritch and Mr. James Myles to design the data entry screen and write scripts for data analysis. Data entry was done by Ms. Tara Rivers, Ms. Huete Johnson (of the NDC) and Mr. James Myles.

### Checks

Checks were done at almost every stage of the process. Checks were made in the field when collecting the questionnaires, then when entering data from the forms. Mr. James Myles did checks for coding inconsistencies. After the all the data were entered, Mr. Myles did a one in twenty systematic check of the questionnaires for any data entry errors. Then the data were used for tables and writing the policy.

### Data Analysis

The Analysis team of Ms. Delapenha, Ms. Tara Rivers and Mr. Myles looked at the tables and extracted what the Task Force members needed to write their papers. Frequencies tables and cross tabulations were run on specific questions for each writer.

A workshop was held on Friday and Saturday June 4 -5, 1999, where the Analysis Team outlined the purpose of the workshop and went through the frequencies and cross tabulations with the writers. The Analysis Team explained the use of the Chi-square test and what was significant or not significant. By the end of Friday's session most writers were comfortable with the tables and graphs, and had ideas and arguments jotted down to draft their papers. By Saturday June 5, 1999, members were ready to start drafting the National Youth Policy.

### Documentation

All Task Force members were given sections of the document to write. Their presentations were discussed in Task Force meetings, and agreement reached. Ms. Joannah Bodden, the official Scribe, and Ms. Tara Rivers re-wrote the document, filling in the gaps and paying particular attention to language and style. The Consultant gave advice and edited productions throughout the process.

## APPENDIX 3: THE QUESTIONNAIRE

The questionnaire was originally designed by Dr. Henry and tested and amended by the NYP Task Force in January 1999. It consisted of seventeen questions, most of which were open-ended to give vent to deep thoughts, feelings and opinions on issues about which people felt strongly.

### CAYMAN ISLANDS

### NATIONAL YOUTH POLICY FORMULATION

### QUESTIONNAIRE

#### Introduction

As you know, the Cayman Islands Government has given an undertaking to complete the National Youth Policy by the year 2000. This is to ensure that the concerns and needs of young men and women of the Cayman Islands are addressed and that young people are properly equipped to face the challenges of the new millennium.

A Task Force has been established to oversee the policy formulation process and I have been asked to help gather information for the National Youth Policy.

I would be most grateful if you could help me by answering the following questions.

---

- (1) How would you define a “youth”? (As distinct from a “child” or an “adult”.)
  
- (2) There are a number of issues that young people are concerned about. Can you list the ones they are most concerned about?
  
- (3) Could you please tell me what structures or facilities or programmes are provided for young people of your district? Who provides them?

<u>Provisions For Youth</u>	<u>By whom</u>
(a) Structures (e.g. a football club)	
(b) Facilities (e.g. a basketball court)	
(c) Programmes (e.g. a series of cooking classes)	

(4) It is felt that today's young people have different values. Do you agree or disagree?

(a) If you agree, what values do you think young people have?

(5) What values do you think young men and women should have?

(6) What goals would you like to see young people of the Cayman Islands achieve before they acquire the roles of adults?

(7) What do you think the Cayman Islands will be like in the next ten/fifteen/twenty years?

(8) What do you think young people of the Cayman Islands will be like in ten/fifteen/twenty years' time?

(9) Ideally, what would you like young people of the Cayman Islands to be like then?

(10) If you had the authority and the resources what would you do to help young people of the Cayman Islands to achieve these goals?

(11) How can young people themselves help to achieve the goals and vision referred to above?

- (12) Do you know that the Commonwealth, the United Nations and other international organisations have been campaigning for the rights of children and youth?
- (a) What do you consider to be the five most important rights of youth?
- (13) What do you consider to be the five most important responsibilities of youth?
- (14) In your opinion, if government and non-government organisations want to help young women and men, what areas of life or social sectors should they concentrate on?
- (15) More specifically, what particular provisions should they make for young people?  
(Please list them under the headings below.)
- (a) Social structures
- (b) Facilities
- (c) Programmes
- (16) What categories or groups of young men and women do you think are in greatest need of attention?
- (17) What other comments or contributions would you like to make to this process of formulating a National Youth Policy?

Please answer each question. Where there are boxes, please tick the appropriate answer. Thank you.

1. SEX:      MALE                    FEMALE
  
2. IN WHICH DISTRICT DO YOU LIVE?  
 T      E      T      S      B      B      C
  
3. WHAT IS YOUR RESIDENTIAL STATUS?  
 Caymanian/Status Holder                    Resident/Work Permit holder                    Other
  
4. HOW LONG HAVE YOU LIVED IN THE CAYMAN ISLANDS? \_\_\_\_\_
  
5. HOW OLD ARE YOU?  
 UNDER 16,  
 6 - 17,  
 18 - 20,  
 21 - 24,  
 25 - 30,  
 OVER 30
  
6. WHAT IS THE HIGHEST ACADEMIC LEVEL THAT YOU HAVE COMPLETED?  
 None    Post secondary (diploma, associate, certificate)  
 Primary                                        Post secondary (3-4yr degree or above)  
 Secondary                                    Other (describe) \_\_\_\_\_
  
7. WHAT IS YOUR CURRENT EMPLOYMENT STATUS?  
 Employed:  
                  Occupation \_\_\_\_\_                    Industry \_\_\_\_\_  
  
 Student:  
                   School                    College                    University                    Other  
  
 Unemployed
  
8. WITH WHOM DO YOU LIVE?  
 Parent(s)                                    Spouse  
 Relative(s)                                Alone  
 Other

## APPENDIX 4: LIST OF UNITED NATIONS CONVENTIONS EXTENDED TO THE CAYMAN ISLANDS

1. UN Convention against Torture (UNCAT)
  2. UN Convention on the Rights of the Child (UNCRC)
  3. UN Convention on the Elimination of Racial Discrimination (CERD)
  4. International Covenant on Economic and Social Rights (ICESCR)
  5. International Covenant on Civil and Political Rights (ICCPR)
- .

## APPENDIX 5: WRITTEN FEEDBACK ON THE DRAFT NYP

In addition to the many verbal submissions made, several stakeholders, particularly the established churches, made formal written submissions.