### MCGILL UNIVERSITY

"ENVIRONMENT QUEBEC"

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by

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"ENVIRONMENT QUEBEC"

#### ABSTRACT

Two social problems which have been identified as being of contemporary societal concern, the pollution situation and the circumstances of unemployed youth, have been considered in this study. In response to these concerns, a substantiation is offered of the contention that the Provincial Government should provide a summer work program for youth directed at environmental remediation.

Several underlying issues were considered. Attention was given to the question of whether youth are actually in need of work and whether this need would justify the implementation of an employment program. As well, the attitudes of young people were gauged to assess what nature of work experience was desired by them. More specifically, the attitudes of Montreal students were studied to determine whether summer work in environmental remediation would be considered meaningful and desirable to youth in need of employment. Further, support was given to the proposition that the Provincial Government should provide the sponsor-

ship of such a program of environmental reform.

Recent publications, particularly from Canadian sources, were considered in regard to this study. Statistics have been cited which relate to the employment situation of Canadian and Quebec youth. A more focused exploration was done through the presentation of a research questionnaire. This measured attitudes of Montreal students in regard to pollution and in regard to employment.

This study provided evidence which supports the initiation of a summer environmental work program for the youth of Quebec. It was proposed that the Province of Quebec take responsibility for the sponsorship of such a program.

Recommendations have been offered in this regard.

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#### Homme

Je suis la flamme de ton foyer dans la nuit hivernale

Et, au plus fort de l'été, l'ombre fraîche sur ton toit

Je suis le lit de tes sommeils, la charpente de ta maison

La table où poser ton pain, le mât pour ton navire

Je suis le manche de ta houe, la porte de ta cabane

Je suis le bois de ton berceau et celui de ton cercueil

Le matériau de tes oeuvres et la parure de ton univers

Ecoute ma prière: ne me détruis pas...

La Forêt, Le monde des arbres Sélection du Reader's Digest Paris-Montreal (1967)

"By now it should be clear that the main problems of the environment do not arise from temporary and accidental malfunctions of the existing economic and social systems. On the contrary, there are the warning signs of a profound incompatability between deeply rooted beliefs in continuous growth and the dawning recognition of the earth as a space ship, limited in its resources and vulnerable to thoughtless mishandling. The nature of our response to these symptoms is crucial. If we refuse to recognize the cause of our trouble the result can only be increasing disillusion and growing strain upon the fragile institutions that maintain external peace and internal social cohesion. If, on the other hand, we can respond to this unprecedented challenge with informed and constructive action the rewards will be as great as the penalties for failure."

"A Blueprint For Survival" Ecologist, London, England. Volume 2, Number 1, 1972.

## FOREWORD

For the purposes of this study, "Environment Ouebec", we have focused on two social problems that are of present societal concern. These are the issue of pollution and the question of unemployed youth. Pollution is seen as being a primary concern in terms of the ever increasing deterioration of our physical environment. Unemployment is recognized as an economic malaise that deteriorates the foundations of our society. Both are viewed as being relevant concerns that should be acknowledged by the individual citizen and considered carefully by government.

We intend to present a brief outline of each of these areas of concern and to indicate how these questions are perceived in terms of the attitudes of our youth. It is our intention to demonstrate that youth are sensitive to the pollution issue and wish to take a more active involvement in environmental remediation. Further, we will present supportive data from related literature, statistical tables, and questionnaire results that suggest that an opportunity exists whereby both these social problems, pollution and unemployment, may be dealt with conjointly.

It is our contention that government should provide a work program for youth directed at improving the environment and alleviating unemployment. The purpose of this study is to

substantiate this contention.

# Introduction

When considering the many problems which presently face our society, pollution may be regarded as a primary concern of the 70's. The presence of pollution has become more apparent in our air, in our water, and on our land. 1

The escalation in the rate of deterioration of the environment has been attributed to several factors. Chant, a Canadian Ecologist, has enumerated four of these underlying causes. The first identified is the widespread growth in population. It now takes only 37 years to double that number of people which had populated the earth over some 50,000 years. At present, the world population of 3,600 million increases at an overall rate of 2% or 72 million per year. Even with the immediate implementation of population

<sup>1</sup> For an extensive description of the existing pollution situation, see: "A Blueprint For Survival", Ecologist, London, Vol. 2, No. 1, 1972. For comments specific to the Canadian situation, see: MacNeill, J.W. Environmental Management, Information Canada, Ottawa, 1971.

Chant, D. Address to the Congress of the American Society of Insurance Management, Montreal, April 27, 1972 (See: La Presse, Montreal, April 28, 1972, C-1, Page 1.)

<sup>&</sup>lt;sup>3</sup>Op. cit. MacNeill, J.W. Environmental Management... p. 27.

planning, our numbers will continue to increase significantly. The population Council reports: "If replacement is achieved in the developed world by 2000 and in the developing world by 2040, then the world's population will stabilize at nearly 15.5 billion (15,500 million) about a century hence, or well over four times the present size. 2

The second noted underlying cause of pollution is the rapid expansion in technology combined with demographic changes such as urbanization. Industrialization has led to a concentration of populations in urban centers. Now these densely populated cities are shrouding themselves in pollution. This year in Knapsack, a suburb of Cologne, Germany, the population decreased from 6,000 to 2,500. This was caused by the heightened presence of toxic gases which were emitted from a

Replacement is the condition in which the number of births corresponds to the number of deaths in the population and the total population is held constant.

<sup>&</sup>lt;sup>2</sup>Op. cit. "A Blueprint...." page 14.

<sup>3</sup>Op. cit. "Chant, D. 'Address to the Congress...'"

<sup>&</sup>lt;sup>4</sup>La Presse, Montreal, samedi, le 12 février, 1972, p. 3.

factory in the community producing phosphorous. In September 1971, the City of Montreal rendered public a report on pollution which revealed that the carbon monoxide index was so high in some locations that it could cause damage to the eyes, the ears, and the brain. Our technology is highly successful in producing material goods but is often quite incompatible with the natural environment. "Our pollution of the environment is the direct consequence, not the accidental result, of our massive technological effort."

A third underlying cause, which has been cited by Chant, is an absence of ethics related to our physical milieu. We demand immediate gratification of our wants with little regard for spoil or spillage. In the United States, The President's Council on Recreation and National Beauty has estimated that \$100 million per year is required for picking up only that refuse which litters the highways. The use of

<sup>1</sup> Op. cit. "MacNeill, J.W. 'Environmental Management'..." p.145.

<sup>&</sup>lt;sup>2</sup>Commoner, B. "Environmental Soup", New Scientist, XLIII, August 7, 1969, p. 267.

<sup>&</sup>lt;sup>3</sup>Op. cit. "MacNeill, J.W. 'Environmental Management'...p. 130.

DDT in North America is a much dramatized example of the poor regard given the environment in the development of technology and its related products. The "Study of Critical Environmental Problems" found that 25% of the DDT compounds produced to date have accumulated in the oceans and have already produced a demonstratable impact on the marine environment.

MacNeill has described the expanded use of technology and its related products as a "technological boomerang". Short term benefits may in some cases bring long term costs.

As a fourth reason, Chant attributed the present pollution situation to the fact that our economic frame of reference is expansionistic rather than conservational. "Nor is there any sign that an eventual end to economic growth is envisioned, and indeed industrial economies appear to break down if growth ceases or even slows, however high the absolute level of consumption. Even the United States still aims at an annual growth of GNP of 4% or more."

<sup>1</sup> Study of Critical Environmental Problems (SCEP), Sponsored by the Massachusetts Institute of Technology, Williams College, Williamstown Massachusetts, July, 1971.

<sup>&</sup>lt;sup>2</sup>Op. cit. "MacNeill, J.W. 'Environmental Management'..." p. 121.

<sup>3</sup>Op. cit. "Ecologist, 'A Blueprint....'" p. 2.

This last noted underlying cause of the rise in pollution, the economic value position, is of particular interest in terms of this study for this factor may relate to employment as well as the deterioration of the environment. Economic policy is common ground on which pollution and employment are related. It is therefore of interest to explore this aspect more fully in presenting a background frame of reference for this study.

The Economic Frame of Reference

"The principal defect of the industrial way of life with its ethos of expansion is that it is not sustainable. Its termination within the lifetime of someone born today is inevitable - unless it continues to be sustained for a while longer by an entrenched minority at the cost of imposing great suffering on the rest of mankind."

In tracing the writings of economists who have supported the free enterprise, urban-industrial tradition, ranging from Mill to Keynes to Galbraith, one may note a consistent statement. This is a warning that the economic system must not disregard social implications while pursuing materialistic ends. However, it would appear that only slight attention has been given to these "social consequences" of our economic acts.

<sup>&</sup>lt;sup>1</sup>Ibid. p. 2.

The present system of value which is followed by Canadian economists and which is accepted as valid by Canadian politicians is one which sponsors increasing economic growth through accelerated production. The "measuring stick" which has been applied to economic expansion, since the 1940's, is the Gross National Product (GNP). It is an overall measure of the exchange of goods and services which provides an index of economic growth. However, this measure is heavily weighted in terms of focussing on the production of goods and services, particularly those which are of a capital generating nature.

There is less regard for the quality of the increase in goods and services than for the quantity produced over a specified time period. What is more important, in social and ecological terms, is that there is little accountability for production that has deleterious consequences on the social and physical environment. Not only does this allow for the free exploitation of the reserves of our natural resources but also provides an economic shield for growth in the quantity of goods at the expense of the quality of life.

The worship of the G.N.P. is a political reality.

Politicians, affiliating with the "left" and the "right" share a pre-occupation with this index. It has become identified, not as an indicator of the flow of goods and services which is its appropriate function, but as a measure of economic progress and national well-being. This misapplication of the G.N.P.,

viewing it as a measure of achievement rather than a measure of crude output, has had a negative influence on our society. As Mishan has suggested, it may have become the best index we have of "Gross National Pollution".

There have been evident social and ecological ramifications of an economic policy directed at the enhancement of the G.N.P.. Ours is an acquisitive and exploitive economic system. In the rush to promote more capital expanding produce, little regard has been given to the drain on our finite supply of natural resources. These have generally been indiscriminately drawn from the earth and distributed to those in demand who can afford them. Recycling and control of wastes have not been emphasized as prerequisites for further resource distribution as it has been more financially profitable to disregard the by-products of industry. Of particular concern to those involved in social services has been the secondary importance given to programs which are directed at improving the quality of life. These programs have a lesser effect in the promotion of the G.N.P. as they are not directly capital generating and result in product which is not easily measureable in monetary terms. However, the position of our government seems to be that by increasing G.N.P., one increases

<sup>1</sup> Mishan, E.J. "The Economics of Hope", Ecologist, London, Vol. 1, No. 7, 1971.

the standard of living. Mishan regards the notion of the G.N.P. as an index of social well being, either on an aggregate or per capita basis, as perverse. "Does anyone really believe that the average person or family in the U.S., is two and a half times as content or 'fulfilled' as the average person or family in the U.K.?". 1

The Economic model which has prevailed in our society has been described as a "Cowboy Economy". It can be identified with the days of wide open frontiers where resources were considered unlimited and available to the earnest. This approach has been more academically labelled as "flow economics". The focus of interest, following this frame of reference, is economic activity per unit of time. It is the activity, or flow, in the production of goods and services that is of prime importance. Few limits are seen on the supply of capital generating resources or on the control of the by-products of industry.

"It is doubtful that Canada and the United States could have flourished otherwise. It is doubtful that our continent would have been spanned by railroads and our agriculture become the most efficient in the world if we had

<sup>1&</sup>lt;sub>Ibid</sub>.

<sup>&</sup>lt;sup>2</sup>Philip Brachi, "Economics and Ecology", Ecologist, London, Vol. 1, No. 17, 1971.

concentrated attention on the acquisition of land for public parks or in conserving natural resources. Life was hard and tough; energy was pouring into production and the exploitation of resources rather than into welfare and other functions of the public sector".

A contrasting model has been offered which is seen as being more appropriate in terms of our <u>present</u> needs.<sup>2</sup> This is the model of the "Spaceman Economy" or "stock economics."<sup>3</sup> The criterion of a healthy economy, from this frame of reference, is not a high level of production. Instead it is the nature and the quality of the "capital stock" of the entire system including all natural resources. It is a system in which resources are recognized as being finite and channels to distribute goods and to rid ourselves of wastes are limited. This approach would relate to Buckminister Fuller's concept of the "Spaceship Earth".

Meyerson, M. "Ethical Issues Involved in Changing the Physical Environment", in A Symposium, the Ethics of Change, CBC Publications, Toronto, 1969, p.34.

<sup>&</sup>lt;sup>2</sup>Op. cit. "Ecologist, ' A Blueprint for...'"

<sup>&</sup>lt;sup>3</sup>Op. cit. "Philip Brachi, 'Economics and Ecology'..."

Very distinct differences may be seen in terms of these two stances in economic value. The "Cowboy Economy" is concerned with consumption solely as a function of the enhancement of production. Activity is maintained with continuous drawing of resources and dumping of effluent. However, the "Spaceman Economy" views consumption as an integral aspect of a complex economic system and draws attention not only to the inputs, but also to the throughputs and outputs of porduction. That is, concern is given to the consumption of resources as inputs for production and, as well, concern is given to the manner in which goods are consumed and by-products are dealt with as outputs of production. An important difference between the two is that in "stock economics", resources are recognized as being finite and are rigorously controlled whereas in "flow economics", resources are generally left to the open market. "Flow" promotes an expansionistic society. "Stock" is directed towards a stable society.

Considering these suggested alterations in economic policy, one might question what are the immediate implications in terms of social planning. For it is certainly the planner's responsibility to account for the established societal priorities in designing program. "The 'task' is formulated through a constant playing back between an assessment of the relevant aspects of social reality and the preferences of the relevant

community". The shift from placing emphasis on a flow economy to that of a stock economy would create an alternate set of "realities" for the planner. Traditional "labormarket" values would give way to those pursuing ecological values. Pearl has accepted the necessity of such an alteration in economic and social policy and has presented the "Ecological Theory of Value". 2

"Ecology is a term descriptive of the give-and-take relationship among all organisms and the importance of each living thing in maintaining the delicate balance of the environment". Mankind has, through the advancement of his technology, had great influence on the environment. Because mankind has developed significant impact on the natural environment, he must accept responsibility to control this influence and not upset the earth's biological balance.

This concept is not as simple as it may initially appear to be. The immediate necessities such as protection of our raw natural resources, preservation of clean air and water, or control of overpopulation, are crucial needs to be met. However, these are but part of the entire system which must be at balance. Pearl points out that "when one speaks

<sup>1</sup>Kahn, Alfred J. "Theory and Practice of Social Planning", Russell Sage Foundation, New York, 1969, p. 61.

Pearl, A. & Pearl, S., "Toward an Ecological Theory of Value" Social Policy, May/June, 1971.

<sup>3&</sup>lt;sub>Ibid</sub>.

of ecology one must, for any real understanding, include all things that affect man's ultimate survival and his ability to enjoy life. In this context, racism, poverty, and war are ecological problems." It becomes evident that we must not only be concerned with the biological imperatives but must also direct our concern towards the maintenance of economic and social balance. For these factors, if unduly disrupted, can equally threaten survival. The implications of this change in value are extensive for the social planner. Our present concepts of housing, transportation, and every aspect of social service would be re-evaluated and more appropriately developed.

The intent here is not to indicate that government should immediately reconstruct our entire economic and social system. The required development in economic philosophy and sophistication of social policy will have to evolve over many sectors and will demand complex alterations in our society. Our needs are immediate; however, the means to meet these needs will require time. The legislative, administrative, and industrial changes will call for careful synchronisation and integration.

One may consider manpower as an aspect of the ecology of our society. In an ecologically balanced social structure there would be no unemployment. Human resources are an

<sup>1</sup>Op. cit. "Pearl, A. & Pearl, S. 'Toward and Ecological Theory...,"

integral part of the environmental system as we are in a world with scarce resources and this would imply that employment should be maintained and used economically. Further, unemployment can bring insecurity and social malaise. The social distress which can be triggered by conditions of high unemployment is a threat to the stability of our society. This in turn is to be considered, as well as the direct waste of manpower resources, when considering employment as a factor in the ecological balance of our community.

It is within the scope of this study to suggest a step which would, to a limited extent, deal with pollution and unemployment and would correspond to the general approach supported by the Ecological Theory of Value. In this case, unemployed youth might be given the opportunity to involve themselves in environmental remediation.

Young Canadians, under the age of 25 years, have been facing very serious conditions in terms of obtaining employment. This is particularly true for students who seek temporary work over the summer months. It appears that the youth of Ouébec, when compared to youth residing in the other provinces, suffer the highest rates of unemployment in this country. There is a large potential resource of manpower offered by young Ouébécois which is left unused. It would seem most appropriate that meaningful employment, both in terms of youth and in terms of society, be made available to students who comprise a large component of the youth labour

force over the summer months. We will deal with this proposition more fully offering evidence that indicates that present circumstances in regard to the youth unemployment situation provide justification for the development of additional employment opportunities.

What is of importance is that work could be readily available if an unemployment program were directed at environmental remediation. This is work that is meaningful to young people and of value to society. Such a summer work program would utilize the available student manpower resources while reducing the pollution situation and improving our environment. In terms of the "stock economics" value perspective, it would make good sense.

This is certainly not a concept that has been without precedence. During the depression years in the United States, President Roosevelt introduced the "Civilian Conservation Corps". Almost overnight, hundreds of thousands were employed at environmental remediation. The plan was highly successful and only tapered off with the onset of the Second World War. Manpower was redirected as bodies were needed in the battlefields. In 1971 the State of California brought back the scheme as the "California Conservation Corps" and intiially hired 6500 youth in the area of re-forestation.

In Canada, piecemeal programs have been hurriedly introduced over the past few years. Opportunities for Youth

(OFY) and Local Initiatives Programs, have been directed at providing immediate employment. However, the weakness in the previous programs in twofold. First, they are temporary devices without permanence of structure. This has implications in terms of the type of work that is sponsored and in terms of the segment of the population that is reached by them. Second, because of the short term and vaguely defined goals, there is little integration of the work done and only minimal societal impact in terms of the consequences of the manpower that has been sponsored. These programs are strong in principle but weak in administration. Their function has not been to rectify an economic dysfunction but rather to temporarily ameliorate labour conditions.

Considering such employment for youth in an environmental work program, it might prove to be of benefit both to youth and to government, if a permanent structure was provided through which continued and orchestrated manpower might be directed toward improving the quality of the environment.

Before such a program can be considered several basic questions remain to be answered. It must be established that youth are concerned about the pollution situation and would be willing to work to alter existing conditions. Their attitudes in regard to this question and their commitment to promoting environmental reform would have to be established. That is, IS ENVIRONMENTAL REMEDIATION A CONCERN OF YOUTH AND WOULD YOUTH ACCEPT ENVIRONMENTAL WORK?

IS THERE A NEED TO PROVIDE SUMMER EMPLOYMENT FOR

YOUTH and if so, will this be a continued need in the future?

Is this specific enough to the summer period to justify the presentation of a work program over the summer months?

Who should be responsible for such an employment program? SHOULD GOVERNMENT PROVIDE THE SPONSORSHIP OF A SUMMER WORK PROGRAM FOR YOUTH DIRECTED AT ENVIRONMENTAL IMPROVEMENT?

We shall endeavour to answer these questions.

# STUDY METHOD

Three sources of information were used in collecting supportive material for this study. A review was completed of related literature. This included journal articles which dealt with the issue of environmental reform and the issue of unemployed youth. The journal "ECOLOGIST" and the text "ENVIRONMENTAL MANAGEMENT", were found to be particularly valuable in terms of the focus of our study. A complete list of sources which were used is offered in the bibliography.

Statistical data was collected from the Government of Canada and the Province of Ouebec. The Opportunities For Youth offices in Ottawa and Montreal were particularly kind in giving us access to their files in Ottawa and the various reports that were prepared in assessing the 1971 OFY summer program. Many of their findings provided support for our presentation.

Employment information was taken from material which was available through the offices of Statistics Canada and Canada Manpower. These figures provided the framework within which more specific analyses were done relating to our research

lop. cit. "Ecologist, 'Blueprint...'".

<sup>&</sup>lt;sup>2</sup>Op. cit. "MacNeill, J.W. 'Environmental Management'...

interests.

Statistical information was also gathered from previous studies which were concerned with the youth situation. Of particular interest were "It's Your Turn...A Report To The Secretary of State by The Committee on Youth (P2 Report)"1, the various OFY documents relating to the summer of 1971 including the "Report of the Evaluation Task Force To The Secretary of State"2, and the Canada Manpower Review which featured student employment and unemployment in the summer of 1971. All related reports and studies and their tables which have been used as reference in this research are identified and cited as to source.

The most focused collection of data, in terms of research parameters, was done through the preparation and distribution of an attitude and information questionnaire which concentrated on research concerns.

<sup>1&</sup>quot;It's Your Turn...A Report to the Secretary of State by the Committee on Youth" Information Canada, Ottawa, 1971.

<sup>2&</sup>quot;Report of the Evaluation Task Force to the Secretary of State, Opportunities For Youth, Ottawa, February 1972.

<sup>&</sup>lt;sup>3</sup>Canada Manpower Review, Vol. 4, No. 4, Fourth Ouarter, 1971.

"Environment Ouebec" Ouestionnaire

This testing instrument was comprised of four sections. The first was a demographic section to assess and describe the sample population. The second collected data related to summer employment history of each subject and individual interest in environmental work. The third contained "environment" attitudes and the fourth section focused on "employment" attitudes.

A pre-test was completed (N=22) using a sample of first year social work students at McGill University. Results suggested that there were no trends towards a response bias in the placement of items. Several items appeared to contain possible ambiguities to individuals in the pre-test group and these were re-written for further clarity.

Pre-test subjects indicated that they clearly understood the intent of the questionnaire and had no difficulty in following the purpose of the questioning. This suggested that face validity was high.

The revised form of the questionnaire was translated into French. Five independent translators converted the items to French. Two judges selected the final draft from the alternatives prepared by the translators.

The Appendix contains copies of the French and English questionnaire forms.

Sample

A sample of 600 youth, between the ages of sixteen and twenty-five, was tested. The sample was equally distributed in terms of language grouping, English and French, and in terms of sex. The sample had been previously blocked on language taking equal French (N=300) and English samples (N=300). The sex distribution was not due to any prior structuring of the experimental sample. Ouestionnaires were randomly distributed throughout two Montreal C.E.G.E.P.'s, Vieux Montréal and Dawson College. These two C.E.G.E.P.'s were chosen as they are the largest and appear to have the most representative composition of the Montreal youth popu-Subjects were given written directions as to the lation. procedure to be followed in completing the questionnaire. Copies of the face, sheet, or test direction, is included in the Appendix.

Demographic data which was collected indicated:

- (1) There was an equal representation of English and French students in the total sample population (50% French, 50% English). This reflected the selection procedure in terms of language grouping.
- (2) There was an equal distribution in sex (56.3% Male, 43.5% Female).
- (3) Subjects were of single marital status (97%).
- (4) Subjects were largely between 17 and 20 years of age (76%).

  Total range was 16 years to 25 years.

(5) Family annual income distribution in the sample corresponded to that outlined by Statistics Canada for Ouebec 1969. This indicated that the sample was not skewed or biased to a particular income grouping but was representative of the general population distribution.

Reliability

As an indicator of questionnaire consistency, a split population test was done. The subject pool (N=600) was blocked on language and the two language blocks were divided in half and randomly assigned to two groupings. This gave two random samples each being half French and half English in composition. The Pearson Product Moment Correlation was applied to these two randomized-block groupings. This gave a split population reliability coefficient of r=.994 (sig. .001).

A test-retest reliability study was also completed (N=24). A one week interval was left between applications of the questionnaire. The Pearson Product Moment Correlation indicated a test-retest reliability coefficient of r=.966 (sig. .001).

It should be noted that reliability studies were done using only the attitude items. General subject information items such as sex and marital status were not included in the reliability tabulations as it was felt that they would tend to strengthen the reliability coefficients and might generate spurious results. The coefficients which have been presented

are therefore quite rigorous.

Reliability of the order found with the experimental questionnaire (r=.99 and r=.96) suggest that the questionnaire provides an extremely consistent set of data. The findings would indicate that these environmental and employment attitudes as expressed by the sample population of youth are highly reliable.

### Validity

The principal statistical analyses, in terms of validity testings: (1) content, (2) criterion related, (3) construct methods, could not be applied. There were three basic reasons for this. First, the experimental instrument focused on attitude. These evaluation procedures for test validity are more directly related to instruments measuring performance and are not as readily applied to attitude indexes. Second, this area of testing is relatively new. There are no established criteria with which questionnaire results may be compared. Correlation between a new test and previously available tests are frequently cited as evidence of validity. This is not possible in our area of study. Third, our questionnaire had only a limited number of items: (Environmental attitude = 16, Employment attitude = 6). These were chosen with the intent of increasing mutual exclusiveness in items along with clarity of question purpose. That is, we chose to make our items easily understood with

as little redundancy as possible. This was done to keep the length of the questionnaire short as to promote a more serious response from the youth. The final form of the questionnaire took, on the average, some twenty minutes to complete.

It was felt that repetitive, ambiguous questions would decrease validity. However by reducing the number of items, there was a reduction in availability of data for the preparation of a construct validity analysis such as that following convergent and divergent validation. It was felt that accurate data was a higher priority, in this particular case, than was the promotion of a validation procedure.

Response from the pre-test and experimental subjects indicated that the items were easily understood and perceived as relevant. In the preliminary instruction it is stated that the questionnaire is directed at attitudes in regard to the environment and in regard to unemployment. The line of questioning is direct and the questions were seen by the sample pool as being appropriate. For this reason we feel that the logical validity is high and suggests that the experimental questionnaire measures what it sets out to measure.

Further, in regard to logical validity, there was some indication that the collected data was grouped in terms of the general factors that we had chosen in structuring the questionnaire. We had put in several items directed at government and citizens' groups in relation to environmental attitudes.

The means and standard deviations of these specific items corresponded to one another. (Government means: 4.19, 4.27, 4.77, 5.06; Citizens' groups means: 2.89, 2.6). (General environment items ranged in means from 1.87 to 4.88). This would suggest some item differentiation in terms of separate factors as they relate to the measured attitudes and support the rationale of structuring followed in the construction of the questionnaire.

Results were tabulated on the IBM 360 and the program "Statistical Package for the Social Sciences" was employed.

Nie, N., Bent, D.H., and Hull, C.H., "Statistical Package for the Social Sciences (SPSS)", McGraw-Hill, New York, 1970.

## PRESENTATION OF RESULTS

Part A: Is There a Need to Provide Youth With Summer Employment?

It is necessary to establish the present circumstances of youth in the Canadian employment scene, particularly over the summer months, as a preliminary step in this study. For it is this situation which structures a significant part of the background for the research. It is accepted in the "Environment Québec" report that youth are in need and in demand of employment over the summer months. In this section of the report, collected material will be presented to demonstrate this situation.

The question of unemployed youth has been a continued source of concern in this country. Numerous analyses of this situation have been done ranging from the purely demonstrative to the analytic. It would not be appropriate for us to repeat

In this report "Youth" are considered to be those individuals between 15 and 24 years unless otherwise specified.

For example, The Canada Manpower Review, Vol. 4, No. 4, Fourth Quarter, 1971.

<sup>&</sup>lt;sup>3</sup>For example, "It's Your Turn... A Report to the Secretary of State by the Committee on Youth", 1971.

these outlines of the youth employment situation. This would not be possible in terms of our available research resources or in terms of the parameters which have been set for this study. However, a review will be offered that highlights the existing situation in Canada and particularly in the Province of Québec.

There has been a marked increase in the population of Canadians between the ages of 15 and 24 years. Table I indicates this growth since 1961 and the projected population to 1984. It may be noted that in the five year period between 1971 and 1976 there is an anticipated increase of some 486 thousand in the youth population in Canada.

This growth in the numbers of young people between the ages of 15 and 25 years, will be evident in Québec.

Between 1971 and 1976 this segment of the Provincial population will grow from 1,200,000 to 1,330,000. This is an increase of some 11% over the five year period.

In consideration of this population as a segment of the unemployed, it has been observed that young people, in this case, between the ages of 15 and 24 years, have been

<sup>1</sup>Calculated from Table 1.

<sup>&</sup>lt;sup>2</sup>Source: Québec Year Book, 51<sup>st</sup> Issue, 1971. p. 173.

<sup>&</sup>lt;sup>3</sup>We have cited the 15 to 24 year range as was presented in our source.

Population of Selected Age Groups:
Changes (in thousands) in their Absolute and Relative Numbers between 1961 and 1984

Age	1961	1966	1971	1976	1981	1984	
15-19	1,433	1,838	2,114	2,338	2,255	1,975	
	7.9	9.2	9.8	10.1	9.0	7.5	
20-24	1,184	1,461	1,907	2,169	2,387	2,397	
	6.5	7.3	8.8	9.3	9.5	9.1	

<sup>1</sup> Percentage of age grouping relative to total Canadian population

Source: It's Your Turn.... A Report to the Secretary of State by the Committee on Youth, 1971, Table 3, Page 12.

Table 2

The Age Group 14 to 24 as a Percentage of Total Number of Unemployed

1961	1962	1963	1964	1965
33.0%	34.8%	37.4%	38.8%	38.9%
2000	<u> </u>			
1966	1967	1968	1969	1970

Source: It's Your Turn... A Report to the Secretary of State by the Committee on Youth 1971, Table 9, Page 19.

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comprising an expanding proportion of the Canadian Labour Force without work. This group represented 33.0% of the total number of the unemployed in 1961 and had risen to 45.2% by 1970. A more complete description is offered in Table 2.

Focusing specifically on student summer employment,
Table 3 indicates that in the student population the unemployment rate for Canada in 1971 was 17.9% with a participation
rate of 57.6%. That is, 57.6% of the student population
sought employment and 17.9% were unsuccessful.

The Province of Québec suffered the highest rate of student unemployment in Canada. Last summer some 72,000 young Québécois sought employment without success. unemployment rate was 24.4% in this province with a participation rate of 50.0%. It is interesting to note that although the unemployment rate was the highest in Canada, the participation rate was the lowest. This might indicate that a number of Québec youth chose not to attempt to find work or did not try the usual channels that are available such as Student Placement Services. This may reflect pessimism in the Québec youth population due to the discouraging conditions in Québec. Therefore, the true unemployment rate may be somewhat higher. However, available statistics do clearly indicate that the Province of Ouebec is considered to have the most critical circumstances in terms of unemployed youth in this country.

Table 3
Student Labour Force, Summer 1971

		Canada	Atlantic	Québec	Ontario	Prairie	Pacific
Population	('000)	2,056	206	587	740	334	189
Labour Force	('000)	1,184	105	293	463	205	117
Employed	('000)	971	82	222	388	179	99
Unemployed	('000)	212	23	72	76	25	18
Unemployment Rate <sup>2</sup>	(%)	17.9	21.5	24.4	16.4	12.0	15.1
Participation Rate <sup>3</sup>	(%)	57.6	51.0	50.0	62.6	61.3	62.0

Source: Canada Manpower Review

Vol. 4, No. 4/ Fourth Quarter, 1971.

Page 11, Table 3.

<sup>&</sup>lt;sup>1</sup>Numbers may not add due to rounding.

<sup>&</sup>lt;sup>2</sup>Percentages of each school type's labour force who did not find a job during the summer.

<sup>&</sup>lt;sup>3</sup>Percentage of each school type's population who entered the labour force at any time during the 1971 summer.

It has been reported that Québec youth suffer disproportionately in comparison to other Canadian youth during times of recessions. "During the 1956 to 1960 recession the official unemployment rate among Québec teenagers rose from 7.9% to 16%. In the recent recession their unemployment rate doubled again, but starting from a much higher base. In 1966, teenagers in Québec reported a 9.5% unemployment rate which leaped to 18.6% in 1970."

Upon closer inspection, it would seem that unemployment rates of teenagers in Québec have corresponded to those occurring in the Atlantic and British Columbia regions during previous recessions. <sup>2</sup> It is in the most recent recession, 1966 to 1970, that the Québec rate was most obviously different. The starting base was somewhat higher in Québec than had been the previous unemployment base, a difference of some 1.6%, but the most evident difference was the growth in the numbers of unemployed during that four year period. This was the growth in the number of unemployed teenagers from 9.5% to 18.6%. This rise of 9.1% was clearly the largest expansion in the group of unemployed teenagers which was found anywhere in

<sup>1</sup>Op.cit. "It's Your Turn...", p. 22.

<sup>&</sup>lt;sup>2</sup>Op.cit. "It's Your Turn...", Table 13, p. 23.

TABLE 4
Employment Situation: Montreal CEGEP Youth

	% of COMBINED sample responding "yes"	% of ENGLISH sample responding "yes"	% of FRENCH sample responding "yes"
Did you look for work last summer?	77.3	.77.0	77.7
Did you have a job last summer?	66.5	63.7	69.3
% unemployed1	10.8	13.3	8.4
Will you be wanting a job this summer? (May to September 1972)	84.2	91.0	76.7
Do you have a definite job for next summer? (As of January 1972)	32.6	25.0	40.5

<sup>&</sup>lt;sup>1</sup>Calculated by subtracting the percentage of those having a job last summer from the percentage of those seeking work last summer.

Source: Environment Ouebec Ouestionnaire

Canada.

In this study, a lower unemployment and a higher participation rate was found than had been provided by Statistics Canada for Québec during the summer of 1971.

The combined sample of English and French Montreal C.E.G.E.P. students presented an unemployment rate of 10.8% with the participation rate being 77.3%. The francophone students did best. Some 77.7% of them sought work during the summer months and 8.4% remained without work. It should be noted that many students reported they had summer employment during 1971 but that it was of short duration and of low pay.

The "P2 Report" stated, in reference to 1970, "During the summer 91.9% of the males and 86.9% of the females looked for employment (in Canada). Of the students who worked, 58.6% were employed for less than 12 weeks, a period of time that eliminates any possibility for summer savings."

The question of summer savings appears to more complex than this statement of the "P2 Report" would suggest.

Words in brackets are our own which have been added for clarity.

<sup>&</sup>lt;sup>2</sup>Op.cit. "It's Your Turn..." p. 132.

The sample of Montreal C.E.G.E.P. students indicated that, of those who did find work last summer (1971), 56.7% worked for two months or less.

It was of interest to note that a large number of students (78.9%) felt they must have a job this summer (1972) if they were to continue in school. This was particularly evident in the French population. Some 67.1% of the francophones strongly agreed that employment was required to permit their studies to be continued in the coming term. Responses indicated that 90.4% of the French speaking students generally agreed that summer employment was necessary if they were to continue in school next year. This opinion was shared by 69.3% of the anglophone group. (Table 14).

Some study of the importance of summer savings has been done. Statistics Canada has verified that summer savings do constitute the largest single source of income for financing education. This was particularly cited for post-secondary studies. In assessing the Manitoba summer Pollution Project, P.E. Duckworth, President of the University of Manitoba, noted that for many students this project made the difference in

Dominion Bureau of Statistics, "Post-Secondary Population Survey, 1968-69.", Ottawa, 1969.

their returning to university in the fall. It would seem that summer employment does play a definite purpose in the financing of education. There is a suggestion that the summer employment that is available to students is not sufficient to serve this purpose. Further research is required to investigate student employment that is made available in terms of the salaries that are given and the length of employment that is available. These variables are important in the consideration of total student benefits.

It may also be noted in Table 4 that a greater percentage of students may be seeking work during the summer of 1972. Participation rates of 77% in 1971 appear to be increasing to 84.2% in the Montréal area. Coupled with the rise in population, the increase in participation means a rise in unemployment unless additional programs of employment are made available to youth.

In a letter to Mr. Ben Berck, Chairman of the Manitoba Scientists to Combat Pollution (October 8, 1971), this along with other letters of comment on the MSCP-OFY 1971 summer employment program are available at the Prairies Desk, OFY Offices, Ottawa. They include statements by the Secretary of State, Manitoba Minister of Youth and Education, President of the University of Manitoba, President of the University of Brandon, and President of the University of Winnipeg.

Part B: Is Environmental Remediation a Concern of Youth and Would Youth Accept Environmental Work?

A step beyond the question of whether there is sufficient employment available to youth over the summer period, is to explore how meaningful, to youth, and how valuable, to employers, is the work that is presently available. One may then observe that, not only is it becoming increasingly difficult for youth to find jobs, but further it is evident that many of the available jobs are meaningless and of minimal value. 1

It would appear that Canadian youth place importance on how meaningful their efforts are in employment tasks. This seems to be as important as the amount of money they will make as a factor of job selection. Table 5 indicates that students gave equal weighting to the profit, enjoyment, and meaning of terms of the importance of each in the choice of summer employment.

<sup>1</sup>Op. cit. "It's Your Turn..." p. 137.
"Transient Youth 1970 and Planning for 1971." Canadian Council on Social Development, February 1971, p. 46.
Rosow, J.R. "Human Resources: Retooling our Manpower", Saturday Review, January 23, 1971.

Findings of the OFY Evaluation Task Force Sample Survey<sup>1</sup> suggest that money does not play a significant role alone in employment preference of youth for summer jobs.

There seem to be other reasons that youth accept as being important.

The OFY Task Force indicated that only 9.6% of those employed during the summer of 1971 worked for the money alone. It was indicated that 52.5% work "for money and other reasons" and that 37.3% worked, not for money, but "entirely for other reasons". <sup>2</sup>

It is of further interest to note that in the preparation of the "P2 Report" a special commission studied youth involvement in temporary employment. They found that "only 25.5% of students found their summer jobs relevant... Furthermore, only 5% of students who worked for the Federal Government and 11% of those employed in the private sector actually worked seven hours a day. The majority claimed that they spent no

<sup>1</sup> Evaluation of the Opportunities For Youth Program (Unpublished Document), Department of the Secretary of State, December 1971.

<sup>&</sup>lt;sup>2</sup>Ibid, Table 8, p. 15

<sup>&</sup>lt;sup>3</sup>Op. cit. "It's Your Turn"

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Table 5

Job Motivation Factors of Montreal Students 1

	Samples	Strongly Agree	Agree	Somewhat Agree	Somewhat Disagree	Disagres	Strongly Disagree
A very important factor In the job that I take For summer employment	Combined	24.7	34.1	23.2	9.1	6.8	2.9
is the amount of money I earn	English	20.5	30.2	27.2	10.4	8.1	3.7
	French	29.1	38.0	19.2	5.8	5.5	2.1
A very important factor in the job that I take	Combined	26.5	36.6	23.5	4.7	6.2	2.5
or summer employment s that the work is njoyable	English	29.2	35.2	23.8	,3.7	6.0	2.0
	French	23.8	37.9	23.2	5.7	6.4	3.0
very important factor n the job that I take	Combined	28.5	32.8	23.1	7.3	6.1	1.7
for summer employment is that the work is meaningful or worth-	English	26.3	30.0	25.6	9.8	6.7	1.7
hile	French	30.8	35.6	20.7	5.8	5.4	1.7

Source: Environment Québec Questionnaire

Pigures given in percentages

more than four hours daily on useful work."1

The P2 Report went on to state, "Thus we have a situation where, on the one hand, students find it increasingly difficult to find jobs and on the other, most of the work they find is meaningless "make-work" of little use to the student or to the employer."<sup>2</sup>

This evidence does not negate the importance of financial gain as a motivational force in seeking employment. However it would suggest that other factors are important to youth in the summer employment they would prefer to have. These other factors, such as personal enjoyment and meaningful results of their labor, may have an equal, and in some case greater, importance in the individual youth's selection of employment preferences.

It would seem that environmental remediation is an area in which there is a present need to devote more hours of manpower. In the United States it has been shown "that the five areas of environmental management-ecology, earth sciences, resources and recreation, environmental design and environmental protection, will grow from 655,990 professional and paraprofessional jobs in 1970 to 1,181,800 such jobs by 1980-close

<sup>&</sup>lt;sup>1</sup>Op. cit. "It's Your Turn" see footnote 82, p. 137.

<sup>&</sup>lt;sup>2</sup>Op. cit. "It's Your Turn" p. 137

to an unprecendented doubling in one decade." MacNeill, has outlined present and future Canadian need in terms of requirements for adequate Environmental Management. Not only are we presently faced with wide-spread pollution that would justify work directed at environmental improvement, but it appears that this area of concern might, if not adequately dealt with, become a question of survival.

In this country there is presently only one established vehicle by which youth may obtain summer employment directed at environmental improvement. Opportunities For Youth (OFY) is the main source of funding for such projects. Table 6 lists 5.1% as the percentage of jobs that were of environmental focus across Canada and 5.6% as the percentage of those which were carried out in Quebec.

Across Canada, and in Quebec, relatively few OFY projects were directed at dealing with environmental concerns; only 10% of the 1971 summer projects related to environment work. One may consider that OFY only provides employment for 2.34% of the total summer Student Labour Force. This would

<sup>1</sup>Fanning, O. "Opportunities in Environmental Careers", The Futurist, Vol. V, No. 6, December 1971, p. 247.

<sup>&</sup>lt;sup>2</sup>Op. cit. MacNeill, J.W. "Environmental Management..."

<sup>3</sup>Op. cit. "The Ecologist. 'Blueprint...'"

<sup>&</sup>lt;sup>4</sup>Op. cit. "Report of the Evaluation Task Force..." p. 59.

Table 6 Opportunities for Youth 1971: Environment Projects1

		Canada	Ouebec
	Total Number of Projects Accepted	2,312*	785*
Projects	Total Number of Projects Related to Environment Work	244**	72**
	% of Projects Related to Environment Work	10.6%	9.2%
	Total Number of Jobs Created For All Projects	27,832*	10,286*
Individuals	Total Number of Jobs Created For Environment Work	1,411**	575**
Employed	% of Jobs Created For Environmental Work	5.1%	5.6%
	Total Amount of Salaries Allocated For All Projects	23,117,585*	9,092,321*
Salaries <sup>2</sup>	Total Amount of Salaries Allocated For Environmental Work	1,171,990***	508,765*
	t of Salaries Allocated For Environmental Work	5.0%	5.6%

lased on OFY Figures Sources: (i) Outline of Environment Projects for Canada (ii) Report of the Evaluation Task Force to the Secretary of State

 $<sup>^{2}</sup>$ This excludes total administrative expenditures of 1,182,415

<sup>\*</sup>Official OFY Evaluation Task Force Report

\*\*Our figures using OFY Review of Environment Projects and Ouebec OFY Project Reports (Ottawa)

\*\*\*Calculated taking 1411 as number of projects times \$330.61 (OFY official average salary per project

suggest that OFY environmental projects employ 0.1% of the Canadian Student Labour Force and 0.2% of the Quebec Student Labour Force. The implication here is that very little employment is presently being sponsored in terms of environmental remediation in Canada and in Quebec.

Further, the pollution situation is of importance to youth. Table 7 indicates that youth notably agreed that pollution is presently one of the most important public issues in our society. Further, Montreal students did not feel that the pollution problem was exaggerated. It would seem that these attitudes would support the notion that the pollution question is one of concern to youth.

When asked, "If a summer employment program were offered this summer (June to August) which involved doing work to improve the environment, would you be interested in this kind of job?", there was a very substantial affirmative response ("yes" 85.3%). This is outlined in Table 8. It should be noted that this does not indicate that environmental work has a definite preference over any other type of employment. However it does suggest that if environmental jobs were offered, a very largely number of youth would want this employment.

<sup>&</sup>lt;sup>1</sup>Calculated (1411/1,191,000) x (100). That is, (Canadian environment jobs in 1972/Canada Student Labour Force) x (100)

<sup>&</sup>lt;sup>2</sup>Calculated (575/284,000) x (100). That is (Quebec Environment Jobs in 1972/Quebec Student Labour Force) x (100).

Table 7

Pollution Attitude1

		POL	lution A	ttitude			
	Samples	Strongly Agree	Agree	Somewhat Agree	Somewhat Disagree	Disagree	Strongly Disagree
Pollution is presently one of the most important public issue in our society	Combined	47.4	31.3	13.2	3.9	3.5	0.7
	English	61.2	28.1	8.4	1.3	1.0	0.0
	French	33.6	34.6	18.1	6.4	6.0	1.3
The pollution problem is exaggera-ted	Combined	3.0	4.7	9.4	9.7	30.8	42.4
	English	1.7	3.'3	7.4	12.4	32.4	42.8
	French	4.4	6.1	11.5	7.1	29.1	41.9

Source: Environment Québec Questionnaire

lFigures given in percentages

Another indication that youth are highly interested in this type of summer employment is that they would accept a lower rate of pay for environmental work. Table 8 shows that almost 70% of the questioned CEGEP students, both French and English, indicated that they would work for \$250.00 per month. Around 20% of the students stated they would accept this type of employment for \$150.00 per month. this would indicate a potential of employing some 4,440 students if only \$150.00 were offered per month. This may be considered in terms of the average monthly wage for male students as being \$360.00 and the average summer monthly wage for female students being \$240.00.2 The intent here is not to suggest that cheap labour is available for environmental remediation. Rather we are noting these figures to point out that youth are motivated to work to improve our environment and demonstrate this motivation by their willingness to work for reduced salaries.

It may be noted that students would work in the cities or in the rural areas. The anglophones showed a slight preference for environmental employment in urban centers while the francophones expressed a slight preference for rural settings.

 $<sup>^{</sup>m l}$ Taking the Quebec Student Labour Force to be 248,000.

<sup>&</sup>lt;sup>2</sup>Op. cit. "It's Your Turn...", p. 136.

Table 8
Summer Employment Preferences
of Montreal Students

		% of Samp Combined	ole Respondir English	ng "Yes" French
If a summer employment program were offered this summer (June to August) which involved doing work to improve the environment, would you be interested in this kind of job?		85.3	84.6	86.0
Would you work on an environ- ment project that paid:	MONTHLY \$150.00	24.4	28.3	19.8
	200.00	44.5	48.5	39.8
	250.00	68.7	69.4	67.8
	300.00	88.6	83.9	94.1
if you had a summer job work- ing to improve the environ- ment would you prefer to have	In the City	67.7	70.0	65.1
it located:	Out of the City	77.9	76.2	79.5
If you had a summer job work- ing to improve the environ- ment would you want it for:	One month	8.0	10.3	5.7
ment would you want it for:	Two months	27.1	26.2	27.9
	Three months	64.9	63.4	66.4

A majority of the students, approximately 65%, indicated that they would prefer to have this type of employment for at least three of the summer months. It would seem that there is a preference to do environmental work as full summer employment rather than on a temporary basis during part of the summer period. (Table 8) It may very well be that students would prefer any summer employment to be of full summer duration. However they did indicate that if it were specifically summer work in the environment they would then prefer it to be for the three month holiday period.

It was found as is outlined in Table 10, that interest in obtaining summer employment in environmental remediation was not specific to any income grouping. Interest was demonstrated by those from high income families as well as those from low income families. If such employment were offered it would not be specific to any particular income grouping in our community. As well, both French and English students expressed a strong interest in such a summer work program directed at environmental improvement.

We have suggested, in the introductory section of this study, that there presently is a need for work to be done in environmental improvement in this country. At this time only minimal opportunities are available to allow youth to demontrate their involvement and interest in anti-pollution effort

through summer employment. It would seem that Quebec students consider environmental remediation to be an important area of concern and would place high interest in an anti-pollution summer work program. It has been seen that youth in Quebec would work for the summer period at reduced salaries to improve the quality of their environment.

Environment Employment Interest By Language Group By Annual Family Income of Montreal Students  $^{\rm L}$ 

Language . Group	Employment Interest	under \$2,999	Anni \$3000- \$4499	\$4500- \$6900	Income \$7000-\$9999	\$10,000- \$11,999	\$12,000- \$14,999	\$15,000- \$29,999	\$25,000 -
Para a ab	Want Environment Work	100.0%	84.2%	89.9%	83.3%	97.7%	77.4%	71.4%	40.0%
French	Do Not Want Environment Work	80.0	15.8%	10.1%	16.7%	2.3%	22.6%	28.6%	80.08
n1 / -1-	Want Environment Work	87.5%	93.3%	75.6%	88.7%	86.4%	91.7%	84.4%	84.6%
English	Do Not Want Environment Work	12.5%	6.7%	24.4%	11.3%	13.6%	8.3%	15.6%	15.4%
	Want Environment Work	94.1%	88.2%	84.5%	85.9%	91.9%	86.7%	80.4%	72,2%
Combined	Do Not Want Environment Work	5.9%	11.8%	15.5%	14.1%	8.1%	14.3%	19.6%	27.8%

Response to question: If a summer employment program were offered this summer (June to August) which involved doing work to improve the Environment would you be interested?

Source: Environment Ouebec Cuestionnaire

 $<sup>^{2}</sup>$ Only 3% of the questionnaire sample (N=18) was found in the "under \$2999" group and only 3% (N=18) was found in the \$25000-" grouping. Therefore these statistics should be viewed with caution.

Part C: Should Government Provide the Sponsorship of a Summer Work Program for Youth Directed at Environmental Improvement.

It has been contended and support has been provided in "Part A" and "Part B", that youth are in need of summer employment and that they would accept work which contributes to the restoration and development of the environment. It has been indicated that there is a need for such work to be done. The question as to who should sponsor such a summer employment program for youth remains to be answered. To date, federal, provincial and municipal levels of government have all taken some steps to provide summer employment for youth.

At the municipal level, the response has been very limited. Employment consists of placing a small number of youth in employment situations which are under municipal jurisdiction. These would include gardeners for public parks, tourist aides, recreational leaders and the like. This employment meets and expressed need in the municipality as well as in the youth. Only 4% of the student labour force is employed by the municipal government. (Table 10). When one considers employment opportunities which are made available by the provincial and federal levels of government, one would think that more dramatic action is being taken. This is not so. In Québec, a few programs such as "L'Office Franco-Québécois pour la Jeunesse", are available to provide youth with summer work

alternatives. The Québec "Student Placement Service" has been established to cater to students and assist them in finding work in the province. During the summer of 1971, the Federal Government provided 69,000 paid jobs for youth across Canada, which included Opportunities for Youth, Public Service positions and militia programs. When the numbers of those students who found work with government are compared with the Canadian Student Labour Force, it is found that the Federal Government provides employment for only 4.8% of the students and that Provincial Governments provide employment for only 4.7%. The bulk of the summer employment, some 75% of it, was provided by the private sector. The distribution of employment by type of employer is outlined in Table 10. Province of Québec, considering the number of unemployed students and the availability of provincial governmental employment opportunities, one may anticipate that the percentage of youth that find employment with the Government of of Québec is below the national average.

A reason for the limited governmental development of programming for youth is the lack of clarity presently existing in terms of who, the Provincial or the Federal Government, is primarily responsible for youth. Federal sponsorship for

<sup>1</sup> Op.cit. "Report of the Evaluation Task Force..." p. ii-iii.

Table 10

"Returning" Students Distribution of Employment
By Type of Employer, By School Type, Canada, Summer 19712

	All Schools	Elementary and Secondary	Post-secondary	
Total Employment	100.0	100.0	100.0	
Federal Government	4.8	2.0	9.8	
Provincial Government	4.7	1.8	9.9	
Municipal Government	4.0	3.0	5.7	
Other Paid Work <sup>3</sup>	75.4	77.9	71.0	
Unpaid Family Work <sup>4</sup>	9.8	13.9		
Own Business	1.2	*	3.6	
Total Employed (,000)	971	622	350	

Aged 14 - 24 years, excluding students at Nursing Schools, Private Trade Schools, Business Colleges and Adult Training Programmes.

Source: Canada Manpower Review

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Page 13, Table 5.

<sup>&</sup>lt;sup>2</sup>Numbers may not add due to rounding.

<sup>3</sup>Largely employment in the Private Sector.

<sup>&</sup>lt;sup>4</sup>Unpaid work in a farm or business owned by a family member.

youth has come from the Department of the Secretary of State, Department of National Health and Welfare, and the Department of National Defence. At the Federal level, there is some confusion as it is not clear who should be responsible for taking the initiative to meet presenting youth issues. The Canadian Council on Social Development has advised that the Federal Government should give priority to the formation of a national youth policy. However, there has been no statement of policy or design of structure to meet problems particular to Canadian youth. Similar circumstances prevail in the provincial framework of the Government of Quebec. Youth services clearly cross the three provincial fields of health, education and welfare. Specialized programs would require the orchestration of various Departments.

A summer environmental work program for students would largely require the sponsorship of the Department of the Environment, presently included with the Ministry of Municipal Affairs and might require the consideration of the Department of Manpower and the Department of Education. The existing machinery of the Student Placement Service would certainly be included in the allocation of employment. It would seem that cooperation primarily between the Department of the Environment and the Student Placement Service could provide the basic structure required in the implementation of a summer environment work program.

However, funding would require both close consultation among the various departments involved with youth and, as well, an acceptance of sponsorship from the Province of Quebec. The complexity of this procedure makes it difficult but surely not impossible.

At the provincial level funding may be more readily available from the private sector. Public relations are more obvious at the more regional level. Industry may contribute to services which are found closer to the locations of their offices. Industrial grants for summer employment such as the \$61,000 Esso Grant (1971) for student employment to the Province of Quebec might very appropriately be allocated to environmental reform.

At the federal level, summer environment employment programs have been previously offered through the Opportunity for Youth Program under the aegis of the Office of the Secretary of State. As has been indicated in the previous discussion of "Part B", this has in effect provided only limited scope in terms of environment improvement. For the most part, projects were of a research nature and very few "action" projects, involving labor rather than study, have been initiated. These OFY environment projects were repetitive and of limited practical value. In 1971, there was no consultation between OFY and the offices of the federal or provincial departments concerned with the environment. As a result of the limitations in the 1971 environment programming

that had been sponsored, OFY decided in 1972 to seek advice from the Federal Ministry of the Environment in the selection of applicants for the coming 1972 summer programs. The Ministry indicated the applicants that appeared to offer a project that would be of value. This was used by the OFY offices as a procedure in selection.

In terms of providing direction for a program of environmental remediation, it would seem that maximum orchestration could come from the provincial level. One of the most successful summer projects of 1971 was carried out in the Province of Manitoba. The Manitoba Ministry of Youth and Education contributed \$50,000.00 alone, with an OFY grant of \$150,000.00. A group of scientists, The Manitoba Scientists to Combat Pollution, devised a program and the University of Manitoba administered the funds. What was of importance was that planning at the provincial level provided the most adequate frame for th enterprise.

At this time, in the United States, a summer employment program directed at environmental reform is being implemented on a trial basis. The organization is provided at the state level. A federal pilot project in 1970 involved 200 California youth. The program was so successful that in 1971 the state of California passed legislation (AB284) that provided authority for California to employ 6,500 students for a two year trial period in erosion control, timber improve-

ment and park maintenance.1

Previous Canadian Federal sponsorship to environmental work through OFY has been carried out without any consultation with most of the provincial offices. No integration was sponsored with provincial bodies. The only exception appears to be the Province of Manitoba. Upon closer inspection, it seems that OFY chose to deal with private provincial organizations rather than the provincial governments. In Quebec, \$129,340.00 went to three organizations: Federation Quebecoise de la Faune (\$45,020), Society to Overcome Pollution (\$24,800) and Institut National de Recherche Scientifique (\$163,520). There appeared to be some direction at the provincial level, but OFY chose it to be from private rather than governmental It is not clear why OFY chose private organizations (such as STOP in Quebec, PROBE in Ontario and British Columbia, or MSCP in Manitoba) rather than dealing with the Departments of the Provincial Government which are concerned with the environment. It would seem that the Federal Government wished to maintain full control of program policy. Administrative regulation was delegated in some cases to private The result of this choice of consultants, in organizations. regard to these environment projects, was that there was little coordination of the work done in the provinces and a large

The Sacramento Newsletter, Sacramento, California, September 22, 1971 - November 3, 1971.

component of the employment was given to research rather than action studies. When the Quebec OFY environment projects were reviewed for this study, they appeared to be scattered in focus and to include replications.

It would seem that in terms of legislative responsibility and in terms of coordinated programming, the provincial government would be in the most favorable position to take steps to provide a summer environmental work program for youth.

In exploring the benefits that may be obtained by the Provincial Government presenting the environment program, it is of interest to assess present Quebec youth perceptions of government. It was found in the research questionnaire that the Quebec students did not feel that the government has been effective in dealing with the pollution problem in this province (66.2%). There was a strong disagreement that government has been trying to do all it can to deal with the pollution situation in this province (90.2%). As well, the youth disagreed that economic growth should have priority over pollution control (83.9%). These attitudes were consistent in both French and English groups. (See Table 11).

The francophone students expressed the opinion that government was to blame for the high level of unemployment (82.5%). The anglophones shared this view but did not place the blame as heavily on government (62.2%). (See Table 11.)

Table 12 outlines these attitudes to greater length.

It may be seen that Quebec youth, between the ages of 15 and

Government Attitudes of Montreal Students 1

Table 11

	Samples	Strongly Agree	Agree	Somewhat Agree	Somewhat Disagree	Disagree	Strongly Disagree
The government has been taking steps which have been	Combined	1.2	5.9	26.7	21.6	28.2	16.4
effective in dealing with the problem of pollu-	English	0.7	6.1	27.7	22.6	25.3	17.6
tion in this province	French	1.7	5.7	25.7	20.6	13.1	15.2
Government must put economic growth before pollution control	Combined	1.5	3.8	10.6	18.6	31.6	33.7
	English	2.7	3.8	10.3	19.5	30.1	33.2
	French	0.3	3.8	10.9	17.7	33.1	34.1
The government has been trying to do all it can to deal with	Combined	0.2	2.0	7.5	15.7	31.3	43.2
the pollution situa- tion in this province	English	0.3	3.4	11.1	20.9	33.0	31.3
	French	0.0	0.7	4.0	10.7	29.7	55.0
It is the govern- ment's fault that there is so much	Combined	17.2	22.5	32.7	17.0	7.5	3.1
unemployment	English	9.6	16.5	36.1	24.1	10.3	3.4
	French	24.7	28.4	29.4	10.1	4.7	2.7

Source: Environment Quebec Questionnaire

<sup>1</sup>Figures given in percentages

25, felt that citizens groups were the sector of our society doing the most anti-pollution work. This was an attitude that was consistent across all income groupings. There was some difference in terms of language grouping. The francophones chose citizens groups as doing the most anti-pollution work (46.0%). Government was recognized as being the sector which did the most by a smaller number of (21.3%) and private industry was also selected by some 19.0%). However, in the anglophone group some 70.7% of the population identifies citizens groups as doing the most work. Only 6.7% chose government and only 5.3% chose private industry. It appears (Table 12) that individuals in the lower income groupings express more confidence in government, in that they feel government is doing more anti-pollution work, than do individuals in higher income groupings. The opposite is true in terms of perceptions of the impact of citizens groups. It seems that the higher the income, the greater the confidence in citizens groups.

The Quebec youth agreed that social action through citizens groups is the most effective means of dealing with pollution problems (73.9%). There may have been further indication of their lack of confidence in government in their disagreeing with the suggestion that questions involving the effects of pollution should be left entirely as a responsibility of government (69.8%). In terms of the effectiveness

Table 12

Sector Identified as Doing Most Anti-Pollution Work by Income Grouping and Language Grouping 1

Sector Doing Most Anti-Pollution Work	Under \$2999	\$3000- 4499	\$4500- 6900	\$7000 <b>-</b> 9999	\$10,000-	\$12,000- 14,999	\$15,000- 24,999	\$25,000	Combined Sample		English Sample
Private Industry	16.7%	8.1%	17.7%	10.9%	12.1%	11.3%	6.4%	22.2%	12.6%	19.0%	5.3%
Government	22.2%	16.2%	15.1%	15.5%	12.1%	15.5%	10.6%	11.1%	14.6%	21.3%	6.7%
Individuals	5.6%	10.8%	1.7%	4.7%	2.2%	5.6%	0.0%	0.0%	3.6%	5.7%	2.3%
Citizens' Groups	44.4%	54.1%	52.1%	58.9%	62.6%	62.0%	68.1%	55.6%	58.3%	46.0%	70.7₹
No Opinion	11.1%	10.8%	13.4%	10.0%	11.0%	5.6%	14.9%	11.18	10.9%	8.0%	15.0%
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	105.0

Response to question: At the moment, most anti-pollution work is being done by this sector of our society: (a) private industry (b) government (c) individuals (d) citizens' anti-pollution groups

Source: Environment Québec Questionnaire

Table 13 Pollution Attitudes of Montreal Students

	Samples	Strongly Agree	Ngree	Somewhat Agree	Somewhat Disagree	Disagree	Strongly (
Social action through citizens groups is the most effective means of dealing with pollution problems	.Combined	12.8	27.6	33.5	13.6	9.1	3.4
	English	12.7	27.1	34.1	12.4	10.0	3.7
	French	12.9	28.1	32.9	14.9	8.1	3.1
Ouestions involving the effects of pollu- tion should be left entirely as a responsibility of the government	Combined	6.8	11.1	12.4	13.8	30.1	25.9
	English	1.7	5.5	5.8	11.0	37.0	39.0
<b>y</b>	French	11.8	16.6	18.9	16.6	23.3	12.8
Citizens' groups concerned with pollution, as STOP and SVP, have little political influence	Combined	10.7	29.9	32.9	17.6	7.2	1.8
	English	6.3	25.4	33.8	22.6	10.1	1.7
	French	15.2	34.4	31.9	12.4	4.3	1.8
The general public in Ouebec is not aware of the sever-ity of the pollution situation in this province	Combined	21.8	40.9	21.5	7.9	6.9	1.0
	English	18.5	43.4	22.6	7.7	7.4	0.3
	French	25.1	38.5	20.4	8.0	6.4	1.7

Source: Environment Ouebec Ouestionnaire 1 Figures given in percentages

of citizens groups in excerting influence to bring change, 73% agreed that groups such as STOP and SVP had little political influence. These findings may indicate that although citizens groups are identified as the sector of our society doing the most anti-pollution work, it is felt that their accomplishments are not of political impact. It would appear that the work is seen as being done without governmental involvement. It may be noted that the franco-phone group were less optimistic in regard to the influence excerted by citizens' groups in government than were the anglophones. These attitudes are described in Table 13.

The attitudinal findings do not indicate that the Provincial Government can win more votes through more antipollution efforts nor is it indicated that pollution must take preference over all other political issues.

However, it was indicated (Part "B") that youth are concerned about the pollution issue and these attitudes suggest that they feel that little is being done at the present time by their representatives in government. The sector which seems to be responding most of all to the pollution situation, as youth see it, is the citizens' group. But even they are seen as being ineffective in terms of influencing change. It would appear that these findings reflect the discouragement felt by youth.

In the opinion of youth, the general public in the Province of Quebec is not aware of the severity of the

Table 14

Employment Attitudes of Montreal Students 1

		Emplo	yment Att	itudes of M	ontreal Stud	ents-	
	Samples	Strongly Agree	Yàree	Somewhat Agree	Somewhat Disagree	Disagree	Strongly Disagree
I had a very difficult time when I looked for work last summer	Combined	31.7	15.5	10.0	8.2	19.2	15.5
	English	32.5	20.2	9.4	6.9	21.3	9.7
	French	30.9	10.9	10.5	9.5	17.2	21.1
If I am to continue in school next year, I must get a job this summer	Combined	51.5	18.5	8.9	3.9	9.2	7.9
	English	36.0	21.2	10.3	6.8	16.4	9.2
	French	67.1	15.8	7.5	1.0	2.1	6.5
If I want a job, I will have a very hard time finding work this summer	Combined	24.8	24.4	17.9	10.3	10.9	11.6
	English	24.6	25.9	18.8	10.6	13.7	6.5
	French	25.0	22.9	17.1	9.9	8.2	16.8

Source: Environment Ouebec Ouestionnaire

<sup>1</sup>Figures given in percentages

pollution situation. This stance was taken by a considerable portion of the French (84%) and English (84.5%) groups.

Pessimism was expressed in terms of employment opportunities. When asked about their work experiences during the summer of 1971, Quebec students indicated they had a difficult time when seeking jobs (Table 14). The mode showed strong agreement of this situation. In consideration of the coming conditions during the summer of 1972, the genral attitude reflected expectations of continued employment difficulties.

In summarizing these attitudes of Quebec youth in terms of government, it has been indicated that they put blame on government for unemployment and feel that government is presently not taking steps to meet the pollution situation. A summer environmental work program would be a visible and positive political move to alleviate unemployment and combat pollution.

#### DISCUSSION OF RESULTS

Canada has followed the "open market" free enterprise tradition. Our country has been growing in its capacity to produce high levels of goods and services. Over the past few decades the Gross National Product, the measure of national economic "success", has been escalating. It seems that two by-products of the growth in our productive capabilities have been of a negative consequence to Canadian society. These have been unemployment and pollution.

Unemployment and pollution do not come as a result of economic expansion alone. Rather, it is the social and economic policy accepted by government which regulates technology and directs the mechanics of the production of goods and services. For it is this policy which enhances or inhibits the various effects of economic activity on society. In North America, we have been more concerned with the quantity of our production than its quality. A high level of economic activity has been equated with national well being. We have assumed that economic expansion will lead directly to societal well being. This stance is seen as no longer being appropriate.

Societal concerns such as unemployment and pollution require direct methods of intervention. Leaving the unemployment and the pollution situation to be resolved by economic

growth is not the answer. Economic growth may exacerbate, rather than remediate, these conditions. It seems that in Canada the issues of pollution and unemployment require careful consideration by government. Direct governmental intervention seems indicated.

#### Youth and Unemployment

The unemployment situation, as it affects the youth population, is particularly complex. Youth comprise a substantial proportion of the unemployed labour force in Canada and in the Province of Quebec. A review of the unemployment rates indicates that the youth labour force has remained consistently high.

Jerome R. Rosow, former Assistant Secretary of
Labor for the United States has outlined several reasons for
the critical unemployment situation in the youth population.

"It is not nearly a problem of the spell of unemployment.

Youth under 20 or 21 seemed to be confined to youth-type
jobs that do not themselves lead toward permanent adult jobs.

The youth 'job hops' and typically does not land a more
desirable job until he ages sufficiently for the labor market
to accept him...Of course, the young do get jobs, but they
are concentrated heavily in the sublabor market, in industries
and occupations that are heavy users of youth labor - the

<sup>1</sup> See Part A of this study, Table 2, page 30.

kind of jobs that lead nowhere, pay low, alienate young people, and are abandoned as soon as something better comes along."1

In its study of unemployed youth, The Committee on Youth also outlined reasons for the existing situation. They commented that job turnover was extremely high for those Canadians in their teens. They attributed this to various factors. It appears that most of the work that is available to youth is largely of low desirability. characteristic of the young Canadian worker to change jobs frequently, moving from one unpleasant low paying job to another. They are restricted in that they are not familiar with the formal and informal contacts that are necessary in job seeking. As well, they lack experience and training, making them weak competitors in the labour market. Because of these limitations they are restricted in terms of finding work even during times of high employment. When jobs are limited they are one of the first group of workers to lose their positions and be without employment. The fact that they suffer disproportionately, in terms of the overall

Rosow, J.R., "Retooling Our Manpower", Saturday Review, January 23, 1971.

<sup>&</sup>lt;sup>2</sup>Op. cit. "It's Your Turn..."

<sup>&</sup>lt;sup>3</sup>Ibid. page 26.

Canadian Labour Force, is reflected in their rates of unemployment. 1

The Canadian Council on Social Development in their recent report "A Right to Opportunity" reaffirmed these existing conditions. "As a group, young applicants appear to be desperately looking for work. Most of them have proved that they can hold a job for a reasonable amount of time and that they become unemployed mostly because of layoffs or because they had to accept only temporary or seasonal work. Some, however, quit their job because of lack of interest or because their wages were too low. They appear to be relatively realistic in their aspirations regarding the type of work they would like to find. But many factors, particularly their lack of education or experience, hinder their chances of finding a meaningful job."<sup>2</sup>

A subpopulation of the Youth Labour Force that is of particular interest in this study is the student summer labour force. They have become an increasingly important aspect of the total labour force in that they account for a notable increase in the numbers of Canadian workers seeking employment over the four months between March and July. In 1971 this increase was almost nine percent. Some 72,000

<sup>1</sup> See Part A of this study, Table 2, page 30.

<sup>&</sup>lt;sup>2</sup>"A Right to Opportunity -a report on youth and social assistance". The Canadian Council on Social Development, Ottawa, May 1972, page 118.

<sup>&</sup>lt;sup>3</sup>Op. cit. "Canada Manpower Review" page 9.

students in Quebec alone sought employment during the summer of 1971.

It would seem that students operate under similar restrictions as do young workers of a comparable age group in the Canadian Labour Force. They are being more highly educated than have been the youth who are working full time and who are not continuing their studies. However the majority of the work that students do find in the summer has little to do with their particular area of concentration of studies. In terms of applied labour skills they are characteristically lacking in related experience. They are under a further handicap in that they are seeking temporary work and are not concerned with advancement in their employment positions. This limits the type of work that will be made available to them.

The policies presently held by the Government of Canada and the Province of Quebec do not help unemployed students.

If the labour market is stimulated by macroeconomic methods, such as reduced taxation on industrial expenditures, there may be increased employment as a result of the heightened economic activity but this will least affect the youth segment

<sup>&</sup>lt;sup>1</sup>See Part A of this study, page

<sup>20</sup>p. cit. "It's Your Turn..." page 131.

of the labour force. They experience a consistently high rate of unemployment even when the economy is at or near full employment. In times of recession, they are the first to be discharged as they are the most expendable component of the work force. In times of expansion unskilled youth may be hired more readily. However they still must compete with more experienced workers and are therefore in a disadvantaged position in terms of jobs requiring some development of skill. Students are further disadvantaged in that they are seasonal workers. This restricts them to employment which can for the large part be done by unskilled or semi-skilled workers and which is limited to the summer period. The work that is most available is of low pay and of low desirability.

It is this group, the students, that is in great need of governmental assistance in obtaining access to jobs. To date few employment structures have been provided by government. Opportunities For Youth is the most widely known federal source of employment. But this program combined with all other provincial and federal summer work programs only accounts for a small percentage of the summer work made available to students. As has previously been indicated, some 75% of summer jobs are generated in the private sector.

<sup>1</sup>Op. cit. "It's Your Turn..." page 15.

It is evident that these conditions are not adequate to meet the present needs of students. 1

In terms of the summer employment needs of students in the near future, the outlook is bleak. The present rate of youth employment will continue for at least the next ten years and possibly for much longer. The Committee On Youth has concluded, "Research shows that the high increase in summer unemployment for students will remain and probably grow as more students enter post secondary education. Such employment is clearly not good for the student or for the economy." The need for direct governmental intervention is required.

Youth and Society

To facilitate discussion of their unemployment circumstances, youth has been categorized in this study as a unique component of the labour force. However care must be taken not to isolate this sector of our population in terms of their attitudes or social values. In this respect youth are not a group set apart from the general population. They are a segment of the population which reflects the norms and values emerging in our society.

<sup>1</sup> See Part B of this study, Page 30.

<sup>&</sup>lt;sup>2</sup>Op. cit. "It's Your Turn..." page 28

<sup>&</sup>lt;sup>3</sup>Ibid. page 28.

In its assessment of the response of Canadian youth, to the summer 1971 OFY programs, the Evaluation Committee<sup>1</sup> made the distinction between youth as a component of, rather than an entity separate from, society. This recognition of youth as an integral aspect of the entire population had been accepted by the P2 Report. Youth dissatisfactions and attitudes were seen as not being a function of age but as being a forecast by the young of larger societal changes.<sup>2</sup> The Evaluation Committee, in reference to this issue, drew attention to a statement made by Prime Minister Trudeau which reflects policy in relation to youth.

"Modern youth in one important sense is distinct from the youth of yesteryear: we are compelled to recognize them as a distinct group. It is the information to which they are exposed that sets today's young people apart in their behaviour and their quest for values, and that in turn acts among them as a bond of mutual recognition everywhere. It is information which makes them such harsh critics of a social system which is becoming increasingly less able, because of its highly perfected communications, to cover up its contradictions

<sup>1</sup>Op. cit. "Report of the Evaluation Task Force..."

<sup>&</sup>lt;sup>2</sup>Op. cit. "It's Your Turn...", page 3.

and abuses.

Copious and diversified information enables most young people to experience life at an early age and in an original way. We therefore owe it to them to broaden our social conscience. Whatever their detours or excursions, their quest always leads them to a single conclusion: a belief in the necessity for a new integration of the individual, the community, and the environment."

The Evaluation Committee elaborated this perspective on youth.

"There is no 'youth problem'; there are only problems of society, which young people elucidate and vocalize, albeit not always correctly, but nevertheless with greater persistance than other groups in society.

For those in government who share this perspective, it is evident that the major objective must be to deal with their criticism in terms of the whole society. To treat their convictions as a 'youth problem' and to respond only by the formulation of a 'youth policy' or a 'youth department' would be to further isolate and frustrate youth."<sup>2</sup>

Address to Province of Quebec Chamber of Commerce. Sainte-Adele, Sept. 17, 1971.

<sup>&</sup>lt;sup>2</sup>Op. cit. "Report of the Evaluation Task Force..." page 115.

It is clear that if government is to provide employment for youth it should not be of the "make-work" variety that offers jobs for the primary purpose of having people employed. Nor should government provide work that is directed at keeping youth busy doing seemingly enjoyable but actually meaningless tasks in the attempt to fill the summer periods until the individuals are no longer part of the student population but enter the Canadian Labour Force. Such employment opportunities would not be attractive to youth but would only compound their disillusionment.

The trends in terms of the present values of youth have been acknowledged by union officials in Canada. "An increasing number of young workers reject many of the traditional values of the capitalist system and its institutions. They reject materialism, religion, and the work ethic. They are far less attached to the job per se. The young are more susceptible to the alienating effects of useless, superfluous, strictly consumer-oriented production. They will not be 'bought off' as easily as their parents by the useless makework projects typical of the Thirties. The young not only resent and reject meaningless work, but they despise parents and older workers who claim to value it."

Levine, G. "The Coming Youth Revolt in Labour" The Labour Gazette, 71: 722-30, November 1971

The research findings of this study, The Committee On Youth, The Canadian Council On Social Development and The Evaluation Committee of OFY, indicate that youth seek meaningful work. Students do require summer employment to support their studies. However they place importance on having jobs that provide them with an opportunity to be employed in tasks that are meaningful in that they are of consequence and of value. This can be as important as the pay itself.

The heightened social consciousness in contemporary

Canadian youth is coupled with an increased commitment to

their social and physical environment. Since the "Quiet

Revolution" following the "Duplessis Era", this involvement

in societal concerns has become more clearly evident in the

youth of Quebec. A sense of "community" has emerged and is

supported by a firmly rooted Quebec identity. This is

reflected in the reawakening of cultural and societal spheres

that are unique to Quebec. In remaining a part of the Canadian

Federal structure, the young Quebecois seek a strong position

for Quebec in the provincial partnership of the federation.

<sup>1</sup>See Part B of this study, page 38.

<sup>&</sup>lt;sup>2</sup>Robert Cliche. "Quebec Since Duplessis" in Op. cit. "Critical Issues in Canadian Society", pp. 280-283.

The Committee on Youth described the young people of Quebec in their "P2 Report". 1 "At the present stage of development, the individual retains a feeling that he can be useful to the community. For this reason, the over-all mental outlook in Quebec seems healthy. A desire to act and change things for the better has become the dominant characteristic of the 15 to 25 age group." 2

An interesting observation of the "P2 Report", in regard to Quebec youth, is that they expect action from their provincial government. However it appears that their expectations are not being met. "They (Quebec youth) associate (Provincial) government endeavors with a certain conservatism and stereotyped idea of culture already rejected by youth. Government efforts also suffer from administrative slowness, inflexibility and, perhaps, an unconscious refusal to meet youth on their own level and seek their cooperation." 3

Youth are a segment of our population that recognize the importance of environmental reform and are sensitive to the pollution issue.<sup>4</sup> Students would be willing to work, during the summer months, to improve the quality of the environment in this province as this would offer them employment of a meaningful nature that would also provide them with

<sup>10</sup>p. cit. "It's Your Turn..."

<sup>&</sup>lt;sup>2</sup>Ibid. page 44

<sup>&</sup>lt;sup>3</sup>Ibid. page 43. Words in brackets are our own.

<sup>&</sup>lt;sup>4</sup>See Part B of this study, page 38.

an opportunity to secure needed employment. It would be of importance to youth that their labour be directed towards benefiting their community by improving the quality of their environment.

Youth, Government, and the Environment

It has been noted that Quebec youth do look to the Provincial Government for assistance both in the question of unemployment and in the question of pollution.

It has been observed that students in particular face severe conditions in terms of summer employment and are particularly disadvantaged in terms of finding work. They strongly compete amongst each other for the summer work that is available. Participation rates indicate that their interest is high. Unemployment rates indicate that their success is low. There have been social consequences; one of which is the transient youth phenomenon. Over the past few years thousands of young people have been on the road, for whom no jobs are open. The Canadian Council on Social Development, after a nation-wide review of the transient youth situation, observed that there are "thousands of tasks that need to be done for the benefit of Canadian Communities.... The work is waiting but it is not translated by the will of the Canadian public into gainful employment."

<sup>1</sup>Canada Council On Social Development, "Transient Youth Report", page 46.

A final recommendation of the "Transient Youth Report" was made in this regard. "Federal and provincial governments should give leadership in creating summer job opportunities for students who need to earn money to continue their education." 2

To date most jobs for students have been generated in the private sector rather than from government. The response, particularly to the needs of young Quebecois has been inadequate. Government intervention is indicated.

In terms of anti-pollution efforts, there has been some evidence that the provincial government is in the most favorable position to orchestrate a program of environmental reform. A provincial framework would allow efforts to be coordinated so that they would be of a greater benefit as replication of work would be eliminated. As well, the projects sponsored might more readily be of an action rather than a research orientation. Planning may be done with entire regions in mind rather than for small individual geographic areas. Past experience has shown that projects sponsored at the federal level are not adequate as they are few in number and not well enough coordinated to have signi-

l<sub>Ibid</sub>.

<sup>&</sup>lt;sup>2</sup>Ibid. Recommendation 8.

ficant impact. Those projects which have been individually sponsored by private groups in the community tend to be of a research nature and their scope must be restricted because of the apparent limitations in financial and manpower resources. The Provincial Government would be in the most favorable position in terms of sponsorship of such environmental work programs.

#### CONCLUSION AND RECOMMENDATIONS

If a summer employment program were offered by the government of the Province of Quebec which was directed toward environmental remediation, it would provide meaningful work that would be of relevance to youth and of economic and ecological value to society. As well, it would contribute to the alleviation of the high level of summer employment that exists in the youth sector.

In this regard, we would present the following recommendations:

- (1) An employment program should be made available to the youth of Quebec which would provide work opportunities over the summer months directed at environment reform in this province.
- (2) The environmental work program should be initiated and sponsored at the provincial level of government.

  Consultation would be required between the Provincial Government and Federal and Municipal Offices which share an interest in such a venture. However primary responsibility would be held by the Province of Quebec.
- (3) Employment projects sponsored in such a program should be of an action rather than a research orientation.

  Direct environmental remediation would be encouraged.

- (4) The youth sector of the provincial population should be consulted in the design and implementation of projects. It is of importance that the projects be of value to society and be considered as meaningful by the youth involved in the program.
- (5) Special priority should be given to the hiring of students who are in need of funds in the continuance of their education.

#### SUMMARY

Two social problems which have been identified as being of contemporary societal concern, the pollution situation and the circumstances of unemployed youth, have been considered in this study. In response to these concerns, a substantiation is offered of the contention that the Provincial Government should provide a summer work program for youth directed at environmental remediation.

Several underlying issues were considered. Attention was given to the question of whether youth are actually in need of work and whether this need would justify the implementation of an employment program. As well, the attitudes of young people were gauged to assess what nature of work experience was desired by them. More specifically, the attitudes of Montreal students were studied to determine whether summer work in environmental remediation would be considered meaningful and desirable to youth in need of employment. Further, support was given to the proposition that the Provincial Government should provide the sponsorship of such a program of environmental reform.

Recent publications, particularly from Canadian sources, were considered in regard to this study. Statistics have been cited which relate to the employment situation of Canadian and

Quebec youth. A more focused exploration was done through the presentation of a research questionnaire. This measured attitudes of Montreal students in regard to pollution and in regard to employment.

This study provided evidence which supports the initiation of a summer environmental work program for the youth of Quebec. It was proposed that the Province of Quebec take responsibility for the sponsorship of such a program.

Recommendations have been offered in this regard.

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#### APPENDIX

### "Environment Quebec" Questionaire

This questionnaire has been prepared to assess student attitudes in regard to two social problems: pollution and unemployment.

There is no need to put your name or an identification number on this questionnaire. Because a few of the questions are of a personal nature we have chosen to leave this form completely anonymous.

Please answer each question carefully. If you are not sure of an answer, mark the one that seems to be the most appropriate or to be correct to you at this time. But please try and be as truthful and as accurate as you can.

Thank you for your help with this research.

#### SECTION A: Attitudes

#### PLEASE PLACE A CHECK ( ) IN THE CORRECT COLUMN.

Part I.

Strongly Somewhat Somewhat Strongly Agree Agree Disagree Disagree Disagree

- 1. Pollution is presently one of the most important public issues in our society
- 2. The government has been taking steps which have been effective in dealing with the problem of pollution in this province
- 3. The pollution problem is exaggerated
- 4. The general public in Montreal is not aware of the severity of the pollution situation in this city

## -92-

## PLEASE PLACE A CHECK ( ) IN CORRECT COLUMN.

Strongly Somewhat Somewhat Strongly Agree Agree Disagree Disagree Disagree

- 5. Questions involving the effects of pollution should be left entirely as a responsibility of the government
- 6. Social action through citizens groups is the most effective means of dealing with pollution problems
- 7. Pollution has reached the point where nothing but drastic action can save humanity
- Government must put economic growth before pollution control
- 9. Citizens' groups concerned with pollution, as STOP and SVP, have little political influence

# -93-

### PLEASE PLACE A CHECK ( ) IN CORRECT COLUMN.

Strongly Somewhat Somewhat Strongly
Agree Agree Agree Disagree Disagree

- 10. The general public in Quebec is not aware of the severity of the pollution situation in this province
- 11. The mass media
  (radio, T.V., newspapers) have been
  giving adequate
  information to the
  public regarding
  pollution
- 12. Private industry is presently very concerned about the manner in which they pollute our environment
- 13. The majority of individual citizens are
  presently very concerned
  about the manner in
  which they pollute our
  environment

### PLEASE PLACE A CHECK ( IN CORRECT COLUMN.

Strongly Somewhat Somewhat Strongly
Agree Agree Disagree Disagree Disagree

- 14. The government has been trying to do all it can to deal with the pollution situation in this province
- 15. The major source of pollution in our society is caused by the consumption habits of individuals

SECTION B: Information	
Please check ( ) statements t	that would apply to you:
I am: male	
female	
single	
married	
other(e	e.g. divorced, separated)
16 years or less	a source constitue
17 - 18 years	notific struggly the parameter
19 - 20 years	*****
21 - 22 years	
23 - 25 years	
over 25 years	
a high school student	
a CEGEP student	
a university student	Commence of the Comment
in a business college	**************************************
not presently a studer	nt
If you are not a student:	
Do you work: f	ull time
F	part time
F	presently unemployed

## PLEASE PLACE A CHECK ( ) IN CORRECT COLUMN.

Part II.

Strongly Somewhat Somewhat Strongly Agree Agree Disagree Disagree Disagree

- 1. A very important factor in the job that I take for summer employment is the amount of money I earn
- 2. A very important factor in the job that I take for summer employment is that the work is enjoyable
- 3. A very important factor in the job that I take for summer employment is that the work is meaningful or worthwhile

Strongly Somewhat Somewhat Strongly Agree Agree Disagree Disagree Disagree

- 4. I had a very difficult time when I looked for work last summer
- 5. If I am to continue in school next year, I must get a job this summer
- 6. It is the government's fault that there is so much unemployment
- 7. If I want a job, I will have a very hard time finding work this summer

-97.

Му	father's occupation is (was)  please be specific in your answer
	I see it, the following category would most closely describe father's job: (please check () answer.)
	professional
	administrator
	owns own business
	technician, semi-professional (e.g. draftsman, land surveyor)
	store manager, salesman, office employee
	service profession, (e.g. barber, fireman)
	skilled worker, foreman
	semi-skilled worker, apprentice
	factory worker, laborer
То	the best of my knowledge, my parents annual income would be:
	under 2999
	3000-4499
	4500-6999
	7000-9999
	10,000-11,999
	12,000-14,999
	15,000-24,999
	25,000

#### PLEASE CIRCLE THE CORRECT RESPONSE.

- 1. Did you look for work last summer? Yes No
- 2. Did you have a job last summer? Yes No
  - If "Yes" (a) how much did you earn per month?
    (b) how long did you work?
- 3. Will you be wanting a job this coming summer? Yes No
- 4. Do you have a definite job for next summer? Yes No
- 5. If a summer employment program were offered this summer (June to August) which involved doing work to improve the environment, would you be interested in this kind of job?

Yes No

If "Yes", would you work on an environment project that

paid: (a) \$150 per month

yes no

(b) \$200 per month

yes no

(c) \$250 per month (d) \$300 per month

yes no

6. If you had a summer job working to improve the environment, would you prefer to have it:

Located in the city Yes No Located outside the city Yes No

- 7. If you had a summer job working to improve the environment, would you want it:
  - (a) for one month only yes no
  - (b) for no more than

two months yes no

(c) for three months yes no

## SECTION C: Information

## PLEASE CIRCLE YOUR RESPONSE TO EACH QUESTION.

1.	The Federal Mini	ster of t	he Enviro	nment is:	
	a) Monroe	b) Davis	c)	Fletcher	d) Chrétien
2.	The danger level begins at:	on the s	ulphur di	oxide polluti	on index
	a) 0.05	b) 1.00	c)	0.01	d) 0.10
3.	The president of	the Soci	ety to Ov	ercome Pollut	ion is:
	a) Reid	b) Trude	11 c)	Shulman	d) Peacock
4.	A medal was awar combatting pollu		tly to th	is Canadian f	or work done
	a) Simcoe	b) Lesau	teur c)	Beck	d) Frazer
5.	The Provincial M	inister r	esponsibl	e for the Qua	lity of
	the Environment	is:			:
	a) Castonguay	b) Courn	oyer c)	Tetley	d) Goldbloom
6.	The pollutant mo	st common	ly associ	ated with the	fishing
	industry is:				
	a) Carbon Mone	oxide b)	Mercury	c) Chlorine	d) Cobalt
7.	The distribution balance:	of this c	ould affe	ct the whole	world's food
	a) Phenobenzi	nes b)	Nitrous	oxides c)	Plankton
		d)	Biophyte	S	
8.	At the moment, me this sector of o	ost anti- ur societ	pollution y:	work is bein	g done by
	a) private in	dustry b)	governme	nt c)	individuals
		d)	citizens	'anti-pollut	ion groups

#### APPENDIX

#### Ouestionnaire de recherche portant sur le milieu

Ce questionnaire a pour objet d'apprécier les attitudes d'un étudiant envers deux problèmes sociaux: le chômage et la pollution.

En raison du caractère personnel de certaines questions, nous préférons que ce formulaire demeure absolument anonyme et c'est pourquoi il n'est pas nécessaire d'indiquer votre nom ou un numéro d'identification.

Veuillez répondre attentivement à chacune des questions. Si vous doutez d'une réponse, pointez celle qui vous parait la mieux appropriée ou la plus adéquate à ce moment. Mais surtout efforcez vous d'être et soyez le plus véridique et précis que vous le pouvez.

Nous vous remercions de votre collaboration à cette recherche.

Barry Trute
Jacques Allaire

#### SECTION A: Attitudes

cette ville.

## VEUILLEZ INSCRIRE UN CROCHET ( ) DANS LA COLONNE APPROPRIEE.

Entièrement D'accord Ouelque Ouelque Entièrement En désen déspeu en D'Accord Peu D'accord désaccord accord accord 1. La pollution est présentement une des plus importantes préoccupations publiques de notre société. 2. Le gouvernement a pris des mesures efficaces pour traiter le problème de la pollution dans cette province. 3. Le problème de la pollution est exagéré. 4. Le public en général à Montréal n'est pas conscient de l'intensité de la situation de la pollution dans

#### VEUILLEZ INSCRIRE UN CROCHET ( ) DANS LA COLONNE APPROPRIEE.

Entièrement D'accord Ouelque Ouelque En Entièrement D'Accord Peu peu en dés- en dés-D'accord désaccord accord

- 5. Des questions telles que celles qui impliquent les répercussions de la pollution devraient être entièrement du ressort gouvernemental.
- 6. Une action collective par des groupes
  de citoyens est le
  moyen le plus efficace pour traiter
  des problèmes de la
  pollution.
- 7. La pollution a atteint un point où rien ne peut être fait pour sauver l'humanité.
- 8. Le gouvernement doit d'abord s'occuper de la croissance économique plutôt que du contrôle de la pollution.

## VEUILLEZ INSCRIRE UN CROCHET ( ) DANS LA COLONNE APPROPRIEE.

Entièrement D'accord Ouelque Ouelque En Entièrement D'accord Peu peu en dés- en dés- D'accord désaccord accord accord

- 9. Les groupes antipollution tels que STOP et SVP ont peu d'influence politique.
- 10. Le public en général n'est pas conscient de l'intensité de la situation de la pollution dans cette province.
- 11. Les média d'information (Radio, T.V. journaux) ont diffusé des renseignements au public concernant la pollution.
- 12. L'industrie privée est présentement très informée de la facon par laquelle elle pollue notre environnement.

#### VEUILLEZ INSCRIRE UN CROCHET ( ) DANS LA COLONNE APPROPRIEE.

Entièrement D'accord Ouelque Ouelque En Entièrement D'accord Peu peu en dés- en dés- D'Accord désaccord accord

- 13. La majorité des citoyens est très informée de la facon par laquelle elle pollue notre environnement.
- 14. Le gouvernement a tenté tout ce qu'il pouvait pour traiter la situation de la pollution dans cette province.
- 15. Notre société de consommation : cause principale de la pollution de l'environnement.

## SECTION B: Information

VEUILLEZ	COCHEZ ( 🗸 ) LES ENONCES OUI VOUS CONCERNENT:			
Je suis:	hommefemme			
	célibataire			
	marié			
	autres (par exemple: divorcé, séparé)			
	16 ans ou moins			
	17-18 ans			
	19-20 ans			
	21-22 ans			
	23-25 ans			
	au dessus de 25 ans			
étudiant au secondaire étudiant dans un CEGEP étudiant dans une université				
	étudiant dans un collège commercial			
non-étudiant présentement				
Si vous <u>n'êtes pas</u> un étudiant:				
	Travaillez-vous: à temps plein			
	à temps partiel			
	présentement en			

Entièrement d'accord

D'accord Ouelque Ouelque peu peu en

En désEntièrement " en dés-

D'accord désaccord accord accord

1. Je considère le montant d'argent que je peux gagner comme un facteur très important pour un emploi d'été.

- 2. Un facteur très important du travail que j'envisage comme emploi d'été est qu'il soit agréable.
- 3. Un facteur très important du travail que j'envisage comme emploi d'été est qu'il soit significatif et qu'il en vaille la peine.

peu

D'accord

Ouelque Ouelque peu en

En désd'accord désaccord accord

Entièrement en désaccord

4. J'ai eu beaucoup de difficultés à décrocher un emploi l'été dernier.

5. Si je poursuis mes études l'an prochain, je me dois de trouver un emploi cet été.

- 6. Le gouvernement est responsable du peu d'emploi.
- 7. Si je veux travailler cet été, j'aurai beaucoup de peine à me procurer un emploi.

L'occupation de mon père est (était)						
S.V.P. soyez précis.						
Selon moi, l'énumération suivante devrait servir fidèlement						
à décrire l'emploi de mon père. (S.V.P. VEUILLEZ COCHER VOTRE						
RESPONSE) (1).						
professionnel						
administrateur						
à son compte						
technicien, semi-professionnel (e.g. dessinateur, arpenteur)						
gérant de magasin, vendeur, employé de bureau						
travailleur spécialisé, contremaître						
travailleur semi-spécialisé, apprenti						
employé d'usine, journalier						
Au meilleur de ma connaissance, le revenu annuel de mes parents serait:						
en dessous 2999						
3000-4499						
4500-6999						
7000-9999						
10,000-11,999						
12,000-14,999						
15,000-24,999						
25,000						

## VEUILLEZ ENCERCLE LA REPONSE EXACTE.

1.	Avez~vous cherché un emploi l'été dernier?	OUI	NON
2.	Avez-vous eu un emploi l'été dernier?	OUI	NON
	Si "OUI" a) Oue gagniez-vous par mois?		
	PROGRAMMENT TO CONTRACT AND ADMINISTRATION AND ADMINISTRATION AND ADMINISTRATION OF THE PROGRAMMENT AND ADMINISTRATION ADMINISTRATION AND ADMINISTRATION AND ADMINISTRATION AND ADMINISTRATION AND ADMINISTRATION ADMINISTRATION ADMINISTRATION AND ADMINISTRATION ADMINISTRATION ADMINISTRATION AND ADMINISTRATION AND ADMINISTRATION ADMINISTRATION ADMINISTRATION ADMINISTRATION AN		
	b) Combien de temps avez-vous travaillé?		
3.	Chercherez-vous un emploi l'été prochain?	oui	иои
4.	Avez-vous un emploi déterminé pour l'été prochain?	oui	иои
	Si "OUI" a) Combien gagnerez-vous par mois?		
	b) Combien de temps comptez-vous travailler?		
5.	Si un programme d'emploi d'été était offert (juin à août inclusivement) pour améliorer l'environnement, seriez-vous intéressé par ce genre de travail?	OUI	NON
	Si "OUI", travailleriez-vous à un projet sur l'environnement qui paierait:		
	a) \$150. par mois	OUI	NON
	b) 200. par mois	OUI	иои
	c) 250. par mois	OUI	NON
	d) 300. par mois	OUI	NON
6.	Si vous obteniez un emploi d'été concernant du milieu, préferrez-vous qu'il se situe:	l'amélio	ration
	dans la ville	OUI	NON
	à la campagne	our	NON
7.	Si vous obteniez un emploi d'été concernant du milieu le désiriez-vous pour:	l'amélio	ration
	<ul><li>a) un mois seulement</li><li>b) pour pas plus que deux mois</li><li>c) pour trois mois</li></ul>	OUI OUI	NON NON

#### SECTION C: Information

VEUILLEZ ENCERCLER VOTRE REPONSE POUR CHAQUE QUESTION.

- Le ministre fédéral de l'Environnement est:
  - (a) Monroe (b) Davis (c) Fletcher (d) Chrétien
- 2. Le niveau de danger de l'indice de pollution commence à:
  - (a) 0.05
- (b)
- 1.00 (c) 0.01
- (d) 0.10
- Le président de la Société pour Vaincre la Pollution est:
  - (a) Reid
- (b) Trudell (c) Shulman (d) Peacock
- 4. Récemment une médaille fut attribuée à ce Canadien pour service rendu dans la lutte contre la pollution.
  - (a) Simcoe
- (b) Lesauteur (c) Beck (d) Frazer
- 5. Le ministre responsable de la Qualité de l'Environnement est:
  - (a) Castonguay (b) Cournoyer (c) Tetley (d) Goldbloom
- 6. Le polluant généralement relié à l'industrie des pêcheries est:
  - (a) monoxide de carbone (b) mercure (c) chlore
  - (d) cobalt
- 7. La destruction d'un des éléments ci-dessous pourrait affecter la balance alimentaire du globe.
  - (a) phenobenzines
- (b) oxides nitreux (c) plancton

- (d) biophytes
- Présentement, le plus important travail anti-pollution de notre société s'effectue par ce secteur:
  - (a) l'industrie privée
- (b) le gouvernement
- les individus (c)
- (a) les groupes de citoyens contre la pollution