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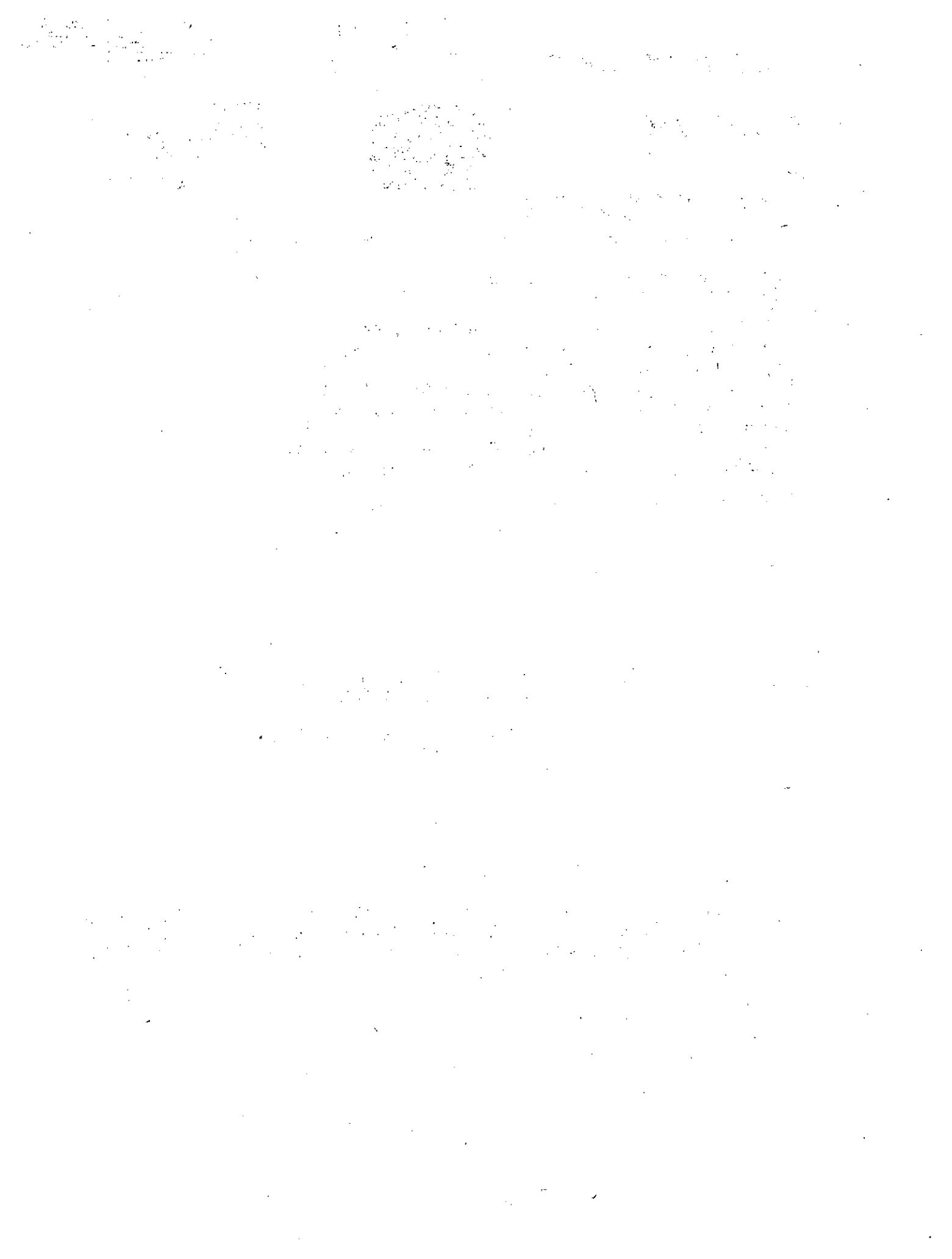
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NEEDS AND PROBLEMS OF CHILDREN AND YOUTH IN  
NATIONAL DEVELOPMENT

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### Introduction

It is quite impossible to discuss the needs and problems of children and youth without referring either directly or tacitly to the various problems which have given rise to social and economic under-development. Even in the highly developed and industrialized countries, such problems are still determined by the economic, social and political relations among the different strata that make up the national community.

As children and young people do not live on their own, their needs and problems are conditioned by the behaviour of adults towards each other. In one way or another, children are made to suffer economically, socially and psychologically the consequences of misunderstandings, quarrels and strife among adults.

Most of the problems that are commonly regarded as economic and social in origin are really the outward manifestations of the struggles and difficulties arising from the fact that the sectors that take part in production, have a say in deciding the structure of the Government and are instrumental in dividing society into different social groups or strata unwilling or unable to adjust, to compromise, or to develop a social conscience.

The severe malnutrition in Latin America has now become a matter of widespread public concern arousing as much disquiet as the mortality and morbidity rates, the big housing deficit and the alarming amount of illiteracy and ignorance. The usual method of tackling these problems has been to start philanthropic movements aimed at lessening the evils from which children and young people are suffering. This approach leads to campaigns to combat malnutrition, illiteracy and symptoms of child mortality, intensive efforts to eradicate certain diseases and a plethora of charity and welfare institutions. But the true cause of the disease, ignorance, under-nourishment, lack of housing and child mortality lies in the inability of these children's parents to secure earnings commensurate with the work they do, and to be accepted as part of the normal framework of society. It also lies in the failure of political institutions to make provision for the future of these families within the commitments they assume as part of the basic economic, social and administrative processes in the under-developed countries.

So far, then, it has proven impossible to eradicate these features of under-development that are having such adverse effects on children and youth in Latin America because their causes are not properly understood and people have not yet realised that philanthropy should concern itself with the motivations underlying these needs and conflicts rather than with their outward appearances. The result is that, although the campaigns are

stepped up every year, it is impossible to help more than a fraction of the vast numbers of under-nourished, diseased and illiterate children and those doomed to an early death. On the contrary, their ranks are swelled many times over every year, or at least, the numbers of those who are likely to suffer in later life. Insufficient powers of adaptation, and lack of balance in economic and social development and the workings of political and administrative organizations are responsible for the fact that for each parent treated with lack of consideration three, four or five children are condemned to physical suffering or emotional strain.

In the last analysis, it is the cultural level and moral values of a social group that determines the treatment, care, future life and attitudes of its children in relation to one another and to the members of other groups making up the community. But the cultural and moral level of each individual also depends upon the opportunity he is given by others to better himself.

Reference should be made here to a passage from á book by Dr. Karen Horney entitled 'Nuestros conflictos interiores: una teoría consultiva de la neurosis', in which it is pointed out, that "if we are anxious to see how conflicts develop, we should not pay too much attention to individual trends but take an over-all view of the main directions in which a child can move in such circumstances. Although we may lose sight of the details for the time being, we shall have a clearer vision of the essential tendencies that are being developed to deal with the environment. At first, the picture may be fairly confused, but will later crystallize into three main lines: the child may move towards people, against people and away from people ... In each of these three attitudes, one element of basic anxiety is discernible: in the first, impatience; in the second, hostility; and in the third, isolation".

It is in proportion to what each child gives and receives that its affection will grow, as will its interest in others, its sense of security and self-confidence, its social integrity, its acceptance of freedom, its belief in a common destiny and its loyalty towards its district, village, State, country and the world in general. Otherwise, this human process will be reversed and the child will become increasingly resentful, frustrated, emotionally unstable, pessimistic, intolerant, apprehensive, and aggressive towards other districts, regions, religions and countries. All these aspects will find their maximum expression in adult life in political partisanship, or ideologies that may be mutually hostile or even wholly incompatible, and thus make the reservation of peace and order difficult to achieve. What type of people there will be, the concept of nationalism and the behaviour of the different social sectors in the next twenty-five to thirty years, all depend upon the way in which the majority of children are treated at the present time.

The Latin American Conference on Children and Youth in National Development offers an exceptional opportunity for discussing economic and social development problems and the far-reaching effects they have on children and young people. The participants should therefore bear it in mind that the main aims of the conference are:

1. To acquire an accurate picture of the major problems, of children and youth, and, above all, the causes of such problems for which solutions must be found without delay if progress is to be made in a climate of peace.
2. To make use of the existing planning process at the national level so that Governments can incorporate into their over-all planning machinery all programmes designed to improve the position of children and youth and not merely those directed towards economic ends, in short, to achieve the balanced development of the economic and social sectors.
3. To endeavour to guide national development policies and international aid programmes towards removing or mitigating the causes underlying the problems of children and youth in place of the stress traditionally laid upon measures to relieve the sectoral manifestations (symptoms) of socio-economic conflict.
4. To contribute towards the formulation of a line of approach indicating the urgent need for persuading the different economic, social, religious and political sectors to come to an understanding and to change their attitude towards persons who have been less fortunate in order to avoid the strains and frictions that threaten to disrupt national security and world peace.
5. To facilitate institutional machinery for co-ordinating, at both the national and international levels, development programmes relating to children.
6. To lay the foundation for the development of a more stable, emotional climate for the peoples of the world in the years to come.

#### GEOGRAPHICAL REASONS FOR THE LACK OF NATIONAL INTEGRATION

The territory of the majority of Latin American countries is still manifestly unintegrated because of natural barriers that have not yet been overcome by infrastructural works. This has led to a markedly uneven pattern of geographical growth with the result that some population groups have been left entirely to their own devices while specially privileged areas have been developed in selected parts of the region. The children in these contrasting areas thus live in different worlds which are so cut off from all communication with one another as to make it very difficult for them to grow up with any feeling of national unity.

/As the

As the main geographical barriers separating the people are rivers, mountains, seas and lakes, the planning of roads, bridges, communications media and navigational systems would make for greater national integration of the different areas. In the midst of a wealth of natural resources such as mining deposits, forests and water, there are families condemned to live in poverty because they are cut off from the world. These aspects should be emphasized in future regional planning as a way of achieving a higher level of well-being for the people of the countries concerned. Then, too there is the lack of political and administrative integration, which also leads to geographical and social barriers that substantially reduce the people's economic opportunities (jobs, investment, trade, etc.), as well as their educational, cultural and health prospects and their chances of developing an individual personality within the national framework.

As a rule, the political and administrative division of the Latin American countries into States, provinces, municipalities and so forth was largely due to the particular circumstances that prevailed at a certain moment in their political development, and a certain amount of social separation did, in any case, already exist. Moreover, the limits of government jurisdiction in certain areas were usually dictated by the type of terrain rather than other considerations. Where the geographical barriers were particularly formidable, the adoption of this principle tended to isolate even further those areas that were most in need of intensive, economic, social and political integration. The outcome was that those areas which at one time played an important part received the benefits of the major economic and social infrastructural works, while the others continued to lag behind in the national development process.

The budgetary implications of this political and administrative sub-division have intensified the disparities and imbalance in the development process. Moreover, in many cases the authorities control an area in name only because the distances involved are so vast that the government cannot exercise its authority over the whole domain, let alone control and explore the resources that may lie hidden there.

When the area is too large for proper control to be exercised over it, the local or regional authorities sometimes fail to identify themselves with the economic and social needs and interests of the local inhabitants.

The geographical and historical conditions determining the inter-relations of the population groups that make up a nation have led to the dispersal or congregation of population nuclei with different structures in different geographical areas. Some areas have taken steps to attract settlers while others have remained virtually unpopulated for want of public and private investment.

Because of its geography, a country may have particular areas populated by the sectors with little social, economic or political power. This means that certain parts are easily identifiable by their prevailing racial characteristics, as in the case of the indigenous and coloured groups. There may also be communities whose existence is so bound by tradition that they know nothing of the mechanics of living in the modern world.

One of the most thorny problems at the present time is the high rate of population growth in the sectors that have little access to economic or social life, because the deficits in food, health, housing, education and culture are increasing by geometric progression while little or no technology and science is being assimilated. This is true of a number of regions that are cut off from the main stream of modern progress.

With few exceptions (mainly Argentina and Uruguay), the Latin American countries are suffering from serious malnutrition problems, an acute housing shortage, and a lack of education and health facilities, although this part of the world is rich in natural resources, with broad expanses of fertile land, abundant forest, mining and fisheries resources and a huge hydraulic power potential. In view of this, it may be asked why there are so many under-nourished, illiterate, unhealthy and poorly-housed people there. The explanation lies precisely in the lack of geographical balance in national development, the imbalance between industrial growth and the use of natural resources, the absence of a process of nationwide economic integration and the lack of homogeneity between urban and rural development.

One of the questions that arouses most concern today from the political and ideological standpoint is the future of the people who live in rural areas and have been completely by-passed by the economic and social development process. These people form the bulk of the world population; it is here that many of the present-day conflicts are sparked off, and that the destiny of the greater part of the world's children and youth is forged. Hence, it is also here that the deficiencies in food, health, education, culture and housing can be seen most clearly. Neglect and economic and social injustice have turned the rural areas into a breeding-ground for frustration.

These characteristic problems of rural areas are being met by projects for land reform and settlement that are trying to provide land for all with the aim of improving the nutritional standard and earning capacity of the rural inhabitants.

The Latin American rural areas are known for their inability to bargain for social, political and economic benefits. In the chain of characteristics constituting the distribution of power, the people living in such areas represent the weakest link.

The rate of demographic growth and inability of the rural population to shape its own destiny indicates that even with land reorganization on a massive and intensive scale, unless other solutions are sought the problem of land tenure is liable to crop up again in an even more acute and critical form in the next thirty to fifty years, to the point of utterly disrupting the stability of the political system.

Full use of all the land available is one means of overcoming the shortage of food, clothing, housing, etc. The diversification of production is thus the only way of achieving a development process that would put an end to the injustices that mark the distribution of the national income.

Most of the solutions currently in use have been worked out with purely political or economic considerations in mind, and the measures they provide for do little to reduce the unduly heavy burden that the rural areas represent in the less advanced countries. Scant importance has been attached to urbanization as a concomitant to land reform and settlement programmes and a strategic device for simultaneously reducing the economic, cultural, social and political deficiencies from which most of the inhabitants of the rural areas are suffering.

Given the expected rate of population growth in the next few decades and the problems represented by the minifundios that exist in the countryside pressure on the land must be reduced by means of land redistribution and settlement programmes accompanied by crash programmes for economic and social integration carried out by means of urbanization or the formation of towns capable of competing with the capital cities or main industrial nuclei. The addition of population to an area, unless accompanied by urbanization plans, is unthinkable. The value of such planning and the tendency of the people to flock towards urban areas are self-evident in Latin America, where every capital offers a living example of the intensive growth and migration recorded, and each of the big towns is surrounded by a "poverty belt" as a result of the lack of planning in rural development.

The traditions and fears that crystallized at a certain period in the history of a nation broke up tribes and families into thousands of tiny villages and hamlets which Governments, with the best will in the world, have not yet been able to develop, because of the devastating effect which individual attention to each such community would have on the budget and technical resources of the country concerned. Again strategic planning and settlement of towns capable of achieving the economic and social integration of scattered communities could be the key factor in reshaping the destiny of the children who will be tomorrow's adults. The widespread assimilation of rural children into modern civilization is impossible without vigorous town planning activities that are fully geared to economic development potentials.



The future of most of the population depends on the chances that they are given by the economic, social and political systems to share in the benefits of modern civilization. Today these benefits are obtainable almost exclusively in the big cities and very little is being done to develop competing towns as part of Latin American planning policy.

Large number of Latin American are suffering the consequences of the lack of territorial integration. For cultural, social and racial reasons, these people are generally at a disadvantage in bargaining for measures to improve their own lot. This is particularly true of the indigenous groups who live apart on the high Andean plateaux or in the jungles.

The problem of rural children and youth is the gravest and most widespread not only in Latin American but in the world as a whole.

#### PROBLEMS OF ORGANIZATION AND PARTICIPATION

The extent to which tension builds up among different social groups, peoples, areas and countries in forthcoming years will depend on the care taken of children and adolescents during their physical, mental and emotional development, and on the examples and opportunities afforded to them.

The degree of neglect and privation suffered by children of certain social groups in respect of food, health, education and affection will determine the degree to which national integration is achieved, and the formation of co-operative or aggressive groups or secluded communities within each country.

The theories put forward by the psychiatrist Karen Horney to explain the vagaries of individual conduct indicate that in the absence of a clear awareness of national integration, the attitudes of certain national sectors may assume one of three possible forms susceptible of giving rise to political and social instability:

1. Undue familiarity, a high degree of intimacy, the struggle to win and grant privileges, exaggerated protection of or favouritism towards certain sectors;
2. Repulsion, resentment, destructive sentiments or hostility towards the problems of other sectors;
3. Isolation, evasion of responsibility and indifference towards important national problems.

/The structure

The structure of the individual social groups or strata and hence the attitudes and character of the children and adults belonging to each naturally depend on the behaviour and atmosphere which exists at home, in school, at the work and in the society to which the particular community belongs. By analogy, the attitude of the different groups also depends on the behaviour and attitude of the local and regional Governments concerned.

### The family

The organization of the family is the first factor to have a direct influence on the physical, mental and emotional development of the child and adolescent.

Physically, the development of children and adolescents depends on the economic situation and state of health of each parent, in the first instance, and subsequently on that of the other members of the same family. No country can expect its people to have a sound physical constitution if the majority are diseased and under-nourished, or unless habits of hygiene have been thoroughly inculcated and the Government provides proper sanitary and health services. But a child's physical constitution is inherited from that of its parents in the first instance. If these are prevented, by imbalances in the economy and a badly-distributed national income, from having the means to buy the basic foods needed and to practise habits of cleanliness and hygiene, their children will not be healthy. So long as prevailing income distribution preserves a structural imbalance, there is no hope that the majority of the population will be physically sound or healthy enough to beget and rear healthy and happy children and young people. Because of the inequitable distribution of income among the older generation, many parts of Latin America have huge numbers of children who are unshod, poorly-dressed, ill-fed, ignorant and emotionally unstable, living in conditions which breed disease and cut life short.

Reference was made earlier to the basic attitudes which the eminent psychiatrist Karen Horney believes the personality can be led into assuming: towards people, against people and away from people. This process of deviation, which was originally worked out to explain the attitudes of individuals is also applicable to groups of people with a similar background when set against groups belonging to a different class or branch of economic activity. From this comparison it emerges that in most cases the economic and social classes with greater means and opportunities should develop a better attitude towards people in the less well-off sectors which generally include the families with a large number of children suffering from marked economic, mental and social deficiencies. The equivalent attitude taken up by the groups with fewer opportunities has been, by and large, to give expression to the social struggle throughout the American continent by means of action against the more powerful groups. In the racial groups with less possibilities of social assimilation the attitude assumed towards the other sectors is frankly one of withdrawal into isolated communities in the mountains or jungle.

/It may

It may be concluded that the physical development and future of children and young people are very much dependent upon the extent to which their parents find economic, social and political acceptance.

Their mental growth will be conditioned, first and foremost, by the experience, abilities, devotion and sense of responsibility of each parent. These, in their turn, depend on the extent to which these same qualities exist or are lacking in other members of the family.

The association of a child's earliest thought in a home where, for economic or social reasons, ignorance is the dominant factor may lead to the development of ideas in respect of myths and traditions that betray no rational foundation or understanding of modern life. In such homes, supernatural explanations are sought for the simplest phenomena, and a thick wall of superstition is thus built up against which school education can make virtually no impression. The fact that these people stay, against all reason, in a limited area regardless of the opportunities that may present themselves in other parts of the country means that the children and young people have no chance of exchanging ideas with other sectors and that their mental development is shackled to the routine of activities connected with the father and mother and occasionally with other members of the family. In such cases, the main way in which the individual mind can be developed - and this is particularly valid for rural areas - is through a process of identification with the attitudes, occupations and traditions of the father, mother and the rest of the family. A number of associations are now trying to penetrate deeply into the rural areas, using, among other things, the method of teaching by radio. This is bringing about a certain amount of change and putting an end to the absolute rule of the family, which leaves the mental potential of countless numbers of people untapped and locked in the recesses of social tradition.

As the radio, cinema and educational missions have succeeded in making systematic inroads into the rural areas, the minds of many of the inhabitants are being opened up to a hitherto unknown extent. The religious changes envisaged in the last few weeks will also have a tremendous impact on rural reconstruction activities by endeavouring to do away with many of the traditions that have closed the minds of uncounted numbers of the poorer country people for so long and allowed them to fall under the influence of third parties who have made use of their religious feelings for other ends.

The emotional development of the child and adolescent depends on the behaviour of each of its parents.

The beliefs held by the family with regard to security are undoubtedly one of the factors that determine whether a child or adolescent will be normal or neurotic. Parents who are unsure of their position are bound to produce upheavals in the personality of their children, who will

lose much of their affection and loyalty towards the nearest group. If their emotional and even mental development are to be normal, children and adolescents must have confidence in themselves and in others, and will be unable to gain this confidence when there is an unduly rigid pattern of family behaviour, whether this takes the form of severe restrictions or over-solicitude preventing the child from developing its own personality. Similarly, the existence of a restrictive or permissive climate in its home life will either make children and adolescents realise the respect and obligations involved in the concept of freedom, or decide that they prefer living in an atmosphere of submission and subservience. Children who, as they grow up acquire the emotional defects of their family, as a result of ignorance, inflexibility or possible neglect, have little power of adapting themselves socially to other groups. Instead, they turn into rebels or gravitate towards groups that are uninterested in working for the future of their country. The type and degree of the discipline practised in the home and opportunities for the child and the adolescent to converse, to find an audience and to voice opinions at home with the sympathetic understanding of their parents will determine how far they grow up as an individual capable of self-expression and of taking part in social, economic and political life. No less important is the experience of children and adolescents with present communication media, since the lack of opportunities for expressing themselves and for sharing will make them unreceptive to the ideas of others and reluctant to put forward their own in the search for solutions to the problems of the different geographical communities. It is only when children and young people have been brought up in an atmosphere of discipline, adjustment, communication and expression of opinion that they will develop an understanding of and sympathy towards the problems of others. They will otherwise, when adults, be driven by self-interest to try and keep any direct personal benefit that may accrue from the economic development of their country for themselves alone, without regard for others and even at the cost of sacrificing and oppressing the rest of the community. Where there is unity and understanding between the parents themselves and between them, their children and the rest of the family, the children will grow up with a strong sense of identity with the country and society instead of being actuated by purely selfish interests.

Children and adolescents will first tend to identify themselves with their parents. The cultural pattern for an area or country will be set when the attitude adopted by different families is common to many members of the community.

The lack of one parent has a marked influence on the development of a child's personality. Unhappily, a large number of children in Latin America do not know who their fathers are, and are thus liable to display a lack of balance in their economic and emotional life as adults. Latin America has unfortunately not had to suffer the consequences of the large numbers of fatherless children left by the wars in Europe. But the number of those without a father, either because they were born out of wedlock

/or abandoned,

or abandoned, is growing steadily, and has been increased by economic problems and the impact produced by the cultural backwardness of certain groups. In this respect, it should be stressed again that people in general are surprised and concerned about the growth of crime, of deviates and of juvenile gangs, undoubtedly imputable to the fact that little headway has been made in economic development, to the inequitable distribution of national income and to the lack of balanced economic, social and cultural progress.

The want of a geographically or regionally balanced and integrated development of society leads to the emigration of individual members of the family and to neglect or financial irresponsibility on the part of parents, all of which have a far-reaching effect on the emotional stability of children and young people.

Conflicts and discord in the care and training of children and adolescents are not, however, the prerogative of the culturally, economically and socially less well-endowed classes. Paradoxical attitudes have been brought to light in families that have no economic worries and are thoroughly united as a family group. There are, in fact, many cases, in which children and adolescents have been deprived, through over-protection, of their freedom of association. The result is the development of suspicion and prejudice, and failure to adapt to a world of separatist movements and economic and social partisanship, which subsequently leads to political alignments that carry the germ of conflict in them. Greater international communication has produced youthful rebels against isolation in traditional family circles. The music and dances typical of present-day youth are an expression of revolt against isolation and lack of participation in a world that is in ever-closer communication. Dogmatic over-protectionism militates against acceptance of an upward surge on the part of the middle classes, while frustration may give rise to criminal impulses or to acutely competitive and aggressive actions, depending on the circumstances.

#### The local and regional environment

The environment in which local and regional life is carried on is influenced by four clearly distinguishable factors: (a) economic structure and opportunities; (b) social structure and opportunities; (c) the structure and opportunities for organization afforded by the public administration; and the zeal and enthusiasm with which the future of the community is forged.

Economic structure and opportunities depend directly on the immediate availability of natural resources, the stage reached by infrastructural works, the personality and organization of the entrepreneurs, the organization of producers and their chances of receiving the benefits of the sale of their products, access to sources of financing, capital organization, and the knowledge and technical experience of Latin Americans in the field of production.

/Unhappily, there

Unhappily, there are countries, or areas in a single country, where despite immense natural wealth over which the population has settled, people are still poor either because they are unable to exploit the resources or because the land or people have not been integrated. This is not universally valid, however, which makes it all the more inexplicable why many communities should have settled precisely where resources are in shortest supply and where they bring the greatest suffering upon themselves and the children that swell their ranks with every succeeding generation. It is impossible to explain why settlers stay in areas where there is no water, the timber has been cut down, the soil is completely eroded or exhausted, that are far from the sea and offer no possibilities of mineral extraction from either the top or sub-soil. There are, however, groups which have been forced by strong pressures and inter-community discrimination to live in isolation for fear of action by the other sectors in which they are unacceptable for other than economic reasons such as distinctions of race and territorial origin that set them apart socially. The settlement of the population in areas not endowed with the same amount of natural resources has led to the formation of several socio-economic groups which, in any given area, now constitute what is tantamount to a different economic and social class.

Economic and social infrastructure works have often been carried out without full-scale planning, or, if planning has taken place, it has not been based on an objective analysis of the serious problems besetting the country concerned, with the result that public works have generally been confined to the areas with more economic and social power and often fewer inhabitants. The upshot is that certain parts of a country enrich themselves, through the public works that enable them to develop their natural resources, whereas others, where no public works have been started, are still very poor. Such works are, then, obviously a key factor in deciding whether a particular area will advance or remain stagnant. As a rule, the construction of highways has been the main way in which the geographical, and even economic and social, barriers have been broken through. Once the land has been crossed by roads, the different currents of civilization, culture and trade and other inter-sectoral human relations can be induced to flow in the same direction. Educational and health problems are easier to deal with after areas have been opened up in this way. In the areas that remain cut off, the children and young people have to grow up in an atmosphere of outmoded ideas, exaggerated local sentiments and tradition, in which the personality is prevented from developing in endless ways and over-solicitous concern is constantly displayed by parents, relatives and friends. The outcome of all this is that children and young people tend to follow blindly in the wake of their forebearers and have no chance of branching out in new ways from the cultural and occupational standpoint.

/Many communities

Many communities fail to progress because of the exaggerated attitude adopted by entrepreneurs and their organizations. In the limited confines of a single area or community, the character of the entrepreneur is nearly always influenced by his grasp of the purpose of economic and commercial activities, since he operates in a small closed circle and produces almost entirely for neighbouring areas. In this respect, the entrepreneur is seldom faced with competition, he has complete control over the market and it is his word that determines whether an entrepreneurial association or even an economic or social organization can be successfully set up. It depends on the cultural level of the entrepreneurs and their understanding of the human interests of the workers, consumers and population in general whether a specific community is dynamic enough to develop freely with the active aid of the majority of its members, or whether its fate is to be determined by the attitude of a handful of people. How far their aims are realised will depend on the extent to which the cultural and social evolution of a community also enables the economic forces composed of entrepreneurs, trade unions, consumers, producers' associations and so on to organize freely for purposes of economic competition.

The commercial and economic institutions of a community have a decisive influence on the temperament and attitude of children and young people, since trade and economic relations make for a different type of understanding from that normally to be found in the home and at school. In fact, from this standpoint, economic relations determine particular interests that affect social relations, and thus explain the opportunities or obstacles to the development of young people in general even without social stratification.

As the present-day social and economic structure is mainly derived from economic relations founded on the enterprise and its participation in politics, an analysis of the problems of children and youth would clearly be incomplete without some consideration of the role played by human relations in the enterprise.

In existing economic systems, the enterprise, whether private or State-owned, plays an important, if not decisive, part in shaping the destiny of families and the population in general.

The enterprise should be regarded as an instrument of production and a tool for achieving the economic development and general well-being of the people. In this sense, it ceases to be a purely personal concern and becomes important to the nation as a whole. By analogy with banks, which are considered to be private bodies but at the same time carry weighty national and social responsibilities, industrial and commercial concerns, and public utilities should be regarded as having the same function, since many Government works are intended to benefit enterprises.

These benefits are not made on a personal basis but for the general function that each enterprise is expected to fulfil within the national framework. The enterprise should thus be regarded as one of the institutional bodies that have the greatest influence on the psychology of the people and, hence, as a great potential source of good for children and young people, or, conversely, as the cause of the sharp conflicts in which children and youth may equally be caught up. It has already been stated that the atmosphere in which the parents work and carry on their social relations outside the family circle has a direct effect on the consciousness of the child and adolescent, and thus determines whether they will be capable, in later life, of achieving emotional balance and adapting themselves to and understanding social problems.

To illustrate the importance of the human relations that should exist in an enterprise, an excerpt considered particularly relevant, is given below from a list of conclusions in the study by Franziska Baungarden, on the psychology of human relations in an enterprise (Psicología de las relaciones humanas en la empresa).

Moreover, the mutual relations between people in the daily life of an enterprise are made difficult because of the strong conflict between the requirements of managing the enterprise, and human nature, as indicated below.

1. The present-day development of large enterprises, which have attained a scale never envisaged, has made possible a vast increase in production; this is highly advantageous for all, entrepreneur, worker and consumer alike. However, this economic process takes place at the expense of personal freedom, and entails a loss of independence, both in industry, and in trade and the professions, large numbers of people being deprived of their full professional freedom. Furthermore, the modern entrepreneur himself is highly dependent on his staff. Thus the desire for freedom inherent in human nature is frustrated.
2. The increasing desire for independence on the part of the masses is ignored, while the wish of many powerful people to dominate others remains as strong as ever.
3. The running of large industries and commercial enterprises leads to a few people being raised to a high level, by the entrepreneurs, while the personal importance of the great working masses is further reduced.
4. The workers are obliged to work in firms in which they have no stake, and to produce for the benefit of others, exposed to the risk of being dismissed as temporary workers; hence it is natural that they should be more interested in their own affairs. The widespread development of trade unionism is due to the desire of many workers to co-operate in affairs that serve their own interests.



5. Nothing facilitates production and business management more than a firm and rigid system, and nothing is more repugnant to many people, who have to live and work under an inflexible set of rules imposed from above.
6. The manager-managed relationship can lead to a fatal conflict: where power exists, there is a tendency to abuse it through the urge to command, and willingness to obey disappears. Where there is subjection, sheer self-respect will impel its victims to rebel.
7. The directors of an enterprise are as a rule naturally inclined to concern themselves with goods, production, sales and business transactions, and they rarely show the same interest in things human (that is, their relations with the workers are based on sociability, not solidarity). As economic life is organized today, with large-scale division of labour, the co-operation of the workers is essential, and hence so is a social conscience on the part of the entrepreneur.
8. The worker feels that his human dignity must be appreciated and considered, and that he must be regarded as a human being, as a person, and respected as such. It is a throwback to the period when men's lives were governed by might and force, crudely expressed, that we are born without any aptitude for considerate treatment on a collective basis. We are more careful in our treatment of such fragile materials as glass or porcelain than in our treatment of human beings; yet how sensitive is a human soul, specially if it belongs to someone who is dependent on us.
9. The entrepreneur is obliged, by the nature of his task, always to make demands of the worker, as regards volume or quality of work, and certain character requirements. When a man demands something of others, he inevitably meets with lack of willingness, if not resistance. Hence the executive is caught up in a vicious circle: because he gives orders, he is hated, and because he is hated, his orders are not obeyed, which leads in turn to new orders.

All these contradictions should be, if not eliminated, at least softened, and this task, at once a heavy and a difficult responsibility, of improving upon nature, is part of the psychology of human relations, the psychological handling of the staff. A proper treatment of the staff would avoid these dangerous pitfalls; it should reconcile the workers to their fate, enable them to enjoy their work, and ensure for the entrepreneur the loyalty of his staff. The psychological handling of the staff will mitigate the shortcomings in the manager-managed relationship, since it is recognized that the most unpleasant of situations can always be improved by a friendly approach on the part of those concerned, by reducing irritation, and banishing the lowering atmosphere of discontent and mistrust. As the old Chinese saying has it, "a kind word will keep you warm for three winters."

As a general rule social and religious organizations follow a different pattern from that of the organization and structure of units that produce for the market and perform economic functions. In fact social and religious bodies usually aim at forming a large body of people for purposes of adoration or veneration, generally without any great social distinctions. The aim of such bodies is clear and well defined from the moral and religious standpoint. In the economic field, on the other hand, the organization of producers to obtain marketing benefits is more difficult as regards the forming of a large body, because the interests involved are more individual, and because, moreover, they conflict more as between sectors. The lack for marketing organization, whether in the form of co-operatives, marketing associations, or joint institutions such as storage depots, etc., is a decisive cause of the injustices committed against children and young people, in terms of unfair distribution of income and the lack of opportunities for regional development. The atmosphere in which children and young people are forced to develop in a community, without any hope of obtaining a greater benefit from their own labour, means that succeeding generations of children are being brought up on a basis of pessimism and frustration, and the effort to realize the individual's potential is blocked by the defeatism of the community's leaders. The main defect of the organization of producers for marketing purposes has been the failure to find a guide or leader. In many types of community activity the social and religious leaders have striven to organize the people, but this has not occurred in the commercial field. When the day arrives that the leaders of the community can help to organize the producers without any class prejudice, then it may be possible for a large scale redistribution of income to be effected peacefully, thus opening wider opportunities for the generations now growing up that will tomorrow be responsible for the destiny of the whole region.

The lack of progress and the general backwardness of the local or regional environment are basically due to the community's lack of access to sources of finance, since unfortunately it is not possible to make investments in the absence of financial machinery. From this standpoint, there is still no general recognition that for the economic development process the main strategy is the organization of financial sources. All too often when national or regional economic development plans are discussed, the financial problem is completely neglected or glossed over. The same is true of the various international development institutions, where although the aim is to speed up the economic development of the various countries, the studies produced often omit the measures needed to change financial policy. The communities that are without even banking agencies or branches are condemned to remain in a perpetual backwater, which precludes any hope that the children and young people can look forward to building their lives on present-day principles, and overcome the economic and social deficit in the community organization. The centralized nature of financial institutions is perhaps one of the main reasons for the various levels of backwardness in a community or a country. Without knowledge and close experience of financial systems,

/a community

a community or group cannot take a more active part in market activities since, because of its pressing needs for cash, it cannot wait for a producers' organization to arise; on the contrary, it depends on the immediate sale of much of its output, although this means that the profit is extremely low, or often there is an actual loss. The needs of children and young people must be met in the form of housing, food, clothing, medicines, etc., and in terms of the economic systems in the Latin America of today, all this must be on the basis of buying and selling, which in turn is not possible without a financial system. Hence before development can take place there must be a strategic location of financial institutions, distributed among the various regions of the country, if these institutions are to play their full part in the economic and social transformation of the regions concerned. Only thus will it be possible to make available a full range of varied opportunities to the children and young people of the different regions.

From the standpoint of the organization of capital, the communities vary as to their capacity to participate in the development process. In a poor community, for example, it is impossible for development to take place strictly on the basis of individual small enterprises. In fact the resources available will be so scanty as to be impotent to deal with the competition from other regions and from imported products. Hence the organization of capital must be made more effective in the various communities, either through the organization of commercial associations, or, if appropriate - and perhaps this would be the most important first step that could be taken - through a co-operative form of organization that would permit greater activity and a more competitive footing, even as against more powerful sectors.

The existing structure and social opportunities are the result of the isolation or segregation of many families, the inability of one sector to influence another, or of a sector to accept such influence, and religion could play a part in reducing the tensions between different sectors and different economic and social levels, and helping to achieve a political alignment between groups with different economic standards.

When families isolate themselves, and shun social relations with the other sections of the community, the children and adolescents in such families cannot be expected to have a proper understanding of the problems of others, and consequently there may be a lack of adaptability, and the formation of different social strata that hamper the social unity of a municipality, a region or a country. The families that are cut off are little affected by the opportunities of evolution offered by modern civilization, with its high degree of communication between persons and between institutions. If the family lacks the traditions that can be of great help in removing particular areas of ignorance, these areas will remain untouched from generation to generation, and will come to act as thick walls that prevent any penetration of a different attitude that would permit the general progress of all sectors in a much more democratic way than at present. In so far as most of the families have the same attitude, it is likely that the

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people who belong to this social group will suffer from various inferiority and isolation complexes, and will therefore be incapable of resisting the competition of other population groups in less remote parts of the national territory.

Similarly, if the religious beliefs in the community represent hard and fast dogmas that are untouched by scientific evolution, or by the general evolution of civilization itself and human relations, such communities will tend to maintain the same attitudes of tension that have existed traditionally as between different sectors or social strata. If such a community was born as the result of a social clash with another community, as in the frequent case of the clash between indigeneous and European cultures, then this attitude will be maintained indefinitely, without any chance that the indigeneous groups will be accepted into the nation by the groups of extra-continental origin. In recent years experience has shown that discussions between labour and capital, or producers and distributors, have been embittered through the general habit of transposing social separations into the economic sphere. From this standpoint, if religious bodies do not make an effort to stress the unity of the communities, and to further understanding of each other's problems, through an attitude that aims at facing the facts, in order to find a solution to all these problems, it is quite possible that the rate of development of the communities concerned may slow down considerably, while in the meantime the problem will become increasingly serious as the rapid population expansion continues.

From the standpoint of religion's part in the development process, the present moment seems to be favourable to a process of change in the direction of increased permeability to the evolution of science and to the trends observable in other aspects of culture and civilization. The year 1965 affords evidence of many efforts on the part of the churches at least to unify their approach and take up a new attitude to the various economic, social and even political problems. In so far as these good intentions materialize, it is quite possible that many of the former hard-and-fast barriers to world-wide social development may be broken down. Perhaps with less dogmatism there may be fewer of the clashes between one sector and another, between one nation and another, or between different cultures and religions, that have been responsible for many of the wars witnessed by mankind.

Similarly, since the Second World War the political dogmatism so characteristic of the pre-war period has clearly been toned down; political thought is showing an increasing tendency to modify social line-ups based on antipathy or at least indifference to other social sectors. It is of major importance for any community that the political alignment of the various economic groups should not constitute a radical cleavage of the population, since this implies that the ideological power processes are transferred to the sphere of economic

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problems, and consequently affect the reduction or expansion of opportunities for the various sectors that have had little chance of developing in the past. The use of politics as an instrument for the economic control of society is one of the gravest dangers of totalitarianism, whatever the ideology behind it; given such circumstances, opportunities for children and young people are limited by the complete domination of economic, social and political interests. In communities where this occurs, the younger age groups are likely to become pre-eminently rebellious and aggressive, or, in other instances, slack and unambitious, resigned to their subservient fate. To ensure the peaceful development of the whole of Latin America, steps must be taken to guarantee increasingly democratic relations between the different social sectors in the future, and, at the same time, to guard against the identification of political alignments with the various sectors of the economy - entrepreneurial, labour or commercial.

The structure of the public administration helps to aggravate or to relieve the economic and social problems affecting children and young people, according to its geographical radius of action, its degree of autonomy as regards the channelling of economically and socially influential activities, and its measure of freedom from major commitments in the exercise of its functions.

The sub-division of a whole territory into administrative segments is usually dictated not so much by the nation's real interest as by the force of historical and political circumstances. In many countries the same politico-administrative structure subsists as in colonial times, when it came into being simply as an instrument of political control, with no promotional responsibilities in the economic and social fields. One aspect of this situation is that many of the areas to which, for specific reasons, no attention was paid in the colonial epoch are still being neglected, owing to the perpetuation of procedures, handed down from one administration to another, whose function is no longer the mere implementation of a process of purely political control, established for the sole purposes of colonial rule. In the meanwhile, public works, external influences and economic development itself have been bringing about a metamorphosis in the course of which national unification has tended to strengthen the development process. In colonial times, on the other hand, the administrative divisions were designed rather as watertight compartments which were indispensable for foreign rule, but, viewed from another angle, have constituted obstacles to national unity.

The system of politico-administrative sub-divisions often covers territories out of reach of its operation, where it proves unfitted to provide development opportunities, welfare services, education, etc., for all the inhabitants of the country. It has often been on account

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of problems of administrative jurisdiction that the atmosphere has been unfavourable to development in many population sectors, and that the process has been fettered by powerful rural interests, except in the capitals and a few major cities. Whatever future reforms are introduced in each country's politico-administrative structure should be such as to make for national unity, accompanied by increased opportunities for the entire population of the country concerned. As a general rule, the central government's radius of action is confined to the capital cities and, occasionally, specific areas to which importance attaches, but for want of an efficient system of decentralization, the work of the public sector cannot be carried out homogeneously over the whole of the national territory, with the result that the balance of economic development is not preserved, and, consequently, insufficient opportunities are provided for the various strata or groups of children and adolescents throughout the country.

Thus, government action to solve the major problems affecting children and young people may be hampered by the following factors:

- (a) Lack of instruments for guiding and supervising development throughout the whole of the territory. This handicap may be the result of an unsatisfactory politico-administrative structure;
- (b) Stratification of government action at the pre-eminently political level, with the resulting failure to stimulate economic and social development. This may be due to the concentration of economic and social power in the hands of groups that use their influence to uphold the structures referred to above;
- (c) The tradition of taking the legislative framework for granted and making no stand against inflexible dogmas that constitute a bar to progress and general welfare;
- (d) Lack of specific research on the most formidable obstacles in the way of economic and social development;
- (e) Absence of machinery to facilitate communication between the Government and the people;
- (f) The inadequacy of the existing administrative organization and methods as a basis for smooth co-ordination between Ministers, Chiefs and Deputy-Chiefs who have to participate in the responsibilities and decisions of institutional policy;
- (g) Failure to co-ordinate the study, programming and execution of the various institutions' investment projects;
- (h) Lack of decentralization and delegation of responsibility at various levels;
- (i) Heterogeneity of aims in the various State institutions;
- (j) Disregard of geographical balance in the programming and channelling of investment;
- (k) Failure to keep the population regularly informed on development aims and programming;
- (l) Hesitancy and reluctance to take decisions.

In so far as the public administration permits organizational structures and possibilities favourable to development, children and young persons will grow up in a different atmosphere, and at the same time will acquire self-confidence, unshadowed by fears of incurring strictures for overstepping the bounds set by the government. From this standpoint it is vitally important that Latin America should be able to turn the impetus, the drive, the creative idealism and the community spirit of its youth to good account in the service of each nation's economic and social development. If opportunities are not opened up for children and young people to play their part in the development process, it will be impossible for the Latin America of the future to count on grown men who will strive to build up a steadily developing economy, Frustrated youth, deprived of faith in its own destiny, is liable to become a destructive rather than a constructive force.

As regards the banner under which a community sets its course, it must be pointed out that as a rule every community possesses sufficient grounds for faith in the future, aspirations towards self-betterment, more or less dogmatic beliefs, varying degrees of nationalism and patriotism, and love of a specific territory, stemming from the degree of maturity attained, the existence of leaders and heroes and, basically, from the influence of family, school and religious ideals.

In this context, it is worth while to recall some of the ideas expressed by David C. McClelland in his book The Achieving Society. Generally speaking he suggests, the best advice a psychologist can give to the economists, to politicians, to government officials and to all those concerned with economic development, is that they should pay attention to the possible effects of their planning on peoples' values, motivations and attitudes, because in the long run it is these factors that will determine how far the plans are successful in speeding up the rate of economic development. Of great importance in connexion with relating the social and economic aspects of development, and ensuring that economic policy does not overlook the importance of the human factor, is the same author's remark to the effect that there is no real substitute for ideological fervour. A country, he goes on to say, or at least a significant proportion of its élite, comes to aspire after economic achievements of a sort that can be given priority over the satisfaction of other desires. Development from without, against the country's own will, is impossible. But once this has been recognized, it is safe to assume that in most of the under-developed nations the will to progress does exist, and that in many of them it might even be strengthened by the availability of methods of achieving development that were more effective than others. Attempts to introduce changes gradually or indirectly, without the backing of strong convictions or ideological fervour, may do more harm than good. A people that wishes to live at a higher economic level must break with traditional systems (in the scientific sense of the word "must"). The real problem of most of the under-developed countries is that they lack the right structure, and especially the right motivational structure, to enable them to take the necessary action. They are like a combustion engine without fuel to drive it. The investment priorities that a psychologist would suggest would relate to the improvement

of communications, the emancipation of women, the application of psychological tests or behaviour criteria as a means of evaluating executives, and the reorientation of teacher training in the direction of a new educational pattern, with emphasis on group participation and the effort to achieve something.

The population as a whole can be imbued with a common enthusiasm for economic and social development only in the case of the more united peoples, where economic and social instruments and institutions are established, where facilities exist for joint discussion and programming of the development in question. Some of the periods of change that have taken place in Latin America have quickened in the population a burning desire for progress which has been kept aflame by the very fact that it was kindled, in some instances, in the course of a struggle: an ardent reaching-out towards more ambitious development objectives and higher levels of living, towards systematic endeavours to facilitate negotiation and mutual understanding. Perhaps it was these factors that really buttressed the strength of the psychological motivations underlying the economic development which followed the revolution in Mexico, since the movement turned all minds towards progress, permitting the formation of specific groups to discuss and channel the development in question instilling education with the same eagerness to see the nation making headway, establishing political institutions that likewise look zealously to the future, and creating the important system whereby discussion and negotiation between different sectors are made possible.

Fervour or enthusiasm in the cause of economic progress will also depend upon the reassuring knowledge that earlier milestones have been successfully passed, and on avoidance of the sense of frustration produced by inability to carry out specific undertakings. It is only logical to suppose that if children and young people are witnesses to instances of failure or incapacity in the pursuit of economic development, they will adopt a more or less defeatist attitude that will prevent them from making efforts of their own to attain other development objectives. Consequently enthusiasm must be shared in common, and the watch kept to see that programmes are implemented must be unflaggingly maintained in an atmosphere of understanding, without constant upheavals.

Another prerequisite for militant faith in the future of the community is that the causes of dissidence between one sector and another should be brought into the open and discussed with a view to finding solutions; otherwise, the conflict will have unfavourable repercussions on the community spirit, possibly even deflecting its energies towards the overthrow of one sector by another, and away from the path of mutual understanding and peaceful settlement of disputes in consonance with the various interests involved.

Once the latter course has been chosen, social, economic and political maturity will have been attained. But to that end, an equally mature approach to the planning and programming process must be adopted, so that the formulation of national programmes and policy may yield the same beneficial results as have already been experienced by many other countries over the years.



Defective systems of communication and transmission of ideas

The change of attitude on the part of population sectors at less advanced stages of economic and social development is the outcome of the widespread diffusion of incentives to self-betterment and integration, effected through broadcasting, the press, the pulpit, the cinema, television, regional exhibitions and seminars, the formation of regional and national associations, goodwill and good-neighbour missions from the main cities to the provinces, and, in addition, public discussion of policy in relation to the various problems of under-development, as well as of the means of achieving welfare, development and over-all progress.

Modern systems of communication, which have been rapidly brought into the service of the Latin American peoples since the Second World War, have begun to put formerly isolated communities into touch with the benefits and the stimulus of systematic action, mainly on the part of broadcasting institutions. The cinema too has played an extremely important role in the spread of ideas, in the diffusion of knowledge of other countries' ways of life, and, moreover, in the dissemination of new hopes and desires. It is true that commercial programmes with their own ends to serve have not been precisely fitted to further the aim of introducing concepts of reform in the Latin American mind. Nevertheless, the impact received has been powerful, and it might almost be asserted that these modern vehicles for the conveyance of ideas have proved, in specific communities, capable even of breaching the ramparts of illiteracy, surmounting natural obstacles, and, at the same time, penetrating the defences with which tradition has kept many other manifestations of ignorance intact. The younger generations that have grown up since 1940 have thus discovered the existence of a wider world, beyond the narrow limits of their immediate surroundings.

Several governments have programmes that include specific targets for the diffusion of culture and national integration, through broadcasting and television programmes. Similarly, even new bulletin-boards have made their appearance in the rural areas that previously had little communication with the outside world.

The welfare institutions and community development services that have come into being have fulfilled precisely this important function of penetrating into areas that used to be neglected, either because ignorance or adherence to a given mystique prevented any form of rapprochement, or, in many instances, because economic and social disparities set up a barrier of mistrust and frustration between one sector and another.

For some years past, broadcasting has reached many of the rural communities ahead of electric power, the lack of which has been met by means of transistor radios. It is interesting to see how the isolation in which rural shopkeepers and workers formerly lived has thus been broken through by radio programmes that bring them closer to the large towns and

to other parts of the world. Full advantage has been taken of this medium by specific associations, and even by religious communities, whose broadcasting activities have included literacy campaigns and teaching on religion, health and hygiene, farming techniques, marketing methods, etc., conducted by means of single-wave programmes from stations serving transistor radios, which can provide guidance or leadership for different groups of 40 persons or more.

From the research that has been carried out on behaviour in various societies, but particularly from the preliminary studies undertaken by David C. McClelland, of Harvard University, in connexion with his book The Achieving Society, it can be inferred that an important part has been played in the formation of national attitudes by various factors that until a short time ago were not taken into account, such as tales and storybooks for children, nursery rhymes, literature, and the transmission of collective emotions through hero-worship, through the country's participation in international life, through religious rites and beliefs, through games, through national legends, and likewise through the daily press and educational curricula. All these decisively influence the motivations underlying the development of personality in the children and adolescents who will constitute their respective national societies for the next 25 to 50 years.

The transmission of ideas is conditioned from the outset by the systems of communication prevailing in the home, according to the ways in which the child is treated by his father, mother and brothers and sisters from his earliest infancy, and the extent to which, at a later stage, he is allowed to make contact with the world outside the home or is cut off from it. Thus, children's commonest human relationships may give rise to a series of rivalries and conflicts that will also colour the personality of the nation itself in succeeding decades. The attitude adopted with respect to the communication of ideas, and the extent to which the child experiences closed or open human relationships, will determine the predominance of specific fears and of inferiority, superiority or isolation complexes; moreover, as each successive generation (especially in rural areas) grows up, personality will be spontaneously developed, or, on the contrary, may be impoverished, and characterized by collective timidity.

The influences undergone from infancy onwards, and systems of communication that enable populations to grow up with an optimistic faith in their future development, constitute the mainspring of progress; otherwise, hopelessness and frustration will prevail. It may also happen that as a result of the accumulation of tensions in home, school, religious, political and commercial life, specific groups follow diametrically opposed lines of action, and even that entire communities or whole sectors of society become groups or institutions whose attitude to others verges on the sadistic.

The way in which home or parental affection is transmitted to the child, according to the degree of domination exercised, the cultural level of the parents, and the presence or absence of a family mystique which may prevent the child from coming into contact with other religious groups, other sectors

of the school population or different age groups, etc. will determine how well he is adapted to enjoy the benefits and cope with the problems of contemporary civilization, as well as his receptiveness or aversion to the new orientations of modern culture.

Hence it can be deduced that in so far as a people has access to communication with others, not only by means of highways, but also through the above-mentioned vehicles for the conveyance of ideas, it will be possible to generate new aspirations, new motivations and new attitudes on the part of the population. It is obvious that the political importance of demagogy derives precisely from the exploitation of the psychological motivations of the less developed social groups, which cut off as they are from the flow of ideas, rapidly welcome those groups that seek contact with them while others keep their distance.

#### Specific problems of Latin American children and young people

The problems affecting children and young people derive essentially from the existing degree of development and economic and social structure. Under-development affects all members of a family irrespective of age or sex, but there are other problems that essentially affect children and young people and stem from the treatment they receive as a result of the impact of conditions of under-development on their parents' behaviour and on other factors inherent in the community environment.

Frustration, general suffering, ignorance, desertion, submissiveness, etc., caused by under-development, greatly influence the degree of affection, security and integrity of a family. Thus the child is emotionally influenced by his parents, teachers or the institutions he attends, while at the same time he is struggling to adapt himself to the conditions of his environment.

The first effect of the economic and social environment on children and young persons is the parents' inability to provide them with food, education, clothing, shelter, security and the emotional stability they need. Moreover, the impossibility of coping with the immediate economic and physical problems arouses in them a variety of feelings with respect to others; according to their attitudes, they may become either active and friendly persons, resentful or aggressive, or, still more useless, isolated individuals with no intention of co-operating with the rest.

Just as the parents receive special treatment from persons belonging to sectors other than their own, so may the child, in consequence, have to face the attitude of a well-balanced or of an emotionally unstable father, and this often involves desertion by a father who shirks his family responsibilities.

The happiness or unhappiness of the home, according to the parents' capacity to provide security and stability for the children, depends on how far the parents feel they can accept the problem of the existing economic and social structure and adapt themselves to it. Unless they can so adapt

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themselves and accept the consequences, it is reasonable to suppose that their homes will provide the background for children bred in an atmosphere of conflict, with the ultimate result that there will be more discontented citizens ill-adapted to the traditional environment.

As has already been said, children and adolescents are affected by environmental conditions through the influence of their parents and teachers; the child's attitude becomes a reflection of the degree of responsibility of each sector: productive, administrative and social. Therefore, education and school cannot be expected to be a panacea for cultural deficiencies in the development of personality, which in fact rests on the whole economic and social system, and is the outcome of the relations and treatment between one sector and another. School is supplementary to the home, and the home is often the result of the actual environment and of inter-sectoral human relationships; of the psychological reaction to work, to the social structure and to politics.

The far-reaching social deficiencies in education, health, nutrition, housing, etc., are a clear sign of the large-scale neglect of children and young people in the past, which has been due to a lack of understanding, disputes and strife between the different social groups. The irresponsible attitude of each succeeding generation to children's health, nutrition, education, social relationships, etc. is undoubtedly the expression of the degree of injustice or ingratitude prevailing in each period, and even if there is economic growth it cannot be sure to persist unless the general process of evolution extends to the whole population.

Latin America's major social and economic problems could be analysed much more specifically on the basis of certain indicators of the degree of social welfare, expressed in figures which would categorically represent the evolution of the population at large. These indicators should show the comparative numbers of privileged and under-privileged inhabitants, the number of radios, telephones and newspapers, the seating capacity of cinemas, the number of radio listeners and television viewers, etc. for every so many thousand inhabitants. These indicators would show, in practice, that it is quite possible to measure the degree of social development, which would be expressed in quantitative terms in some of the indicators mentioned above. In order to programme social development it is necessary to establish a system for analysing these considerations thoroughly, and above all to be able to determine at any moment the position of one Latin American country as compared with another.

The annex to the present study contains some of these indicators, and it is hoped that both international and national institutions will be able to keep them up to date so that in the future they can be compared with a view to ascertaining the different conditions of economic growth or backwardness in the various countries of the region.

Education in Latin America varies from country to country, with some countries showing continuing concern for the spread of culture and for a wider participation of the whole population in this field. Generally speaking, the educational coverage is determined by the size of the middle-income sector; hence in countries recording the lowest educational levels the role of the middle class is insignificant. The proportional growth of the middle-income sector is a clear sign of a reduction in poverty and an improvement in economic, social and cultural welfare.

Health and nutrition are also very important factors in countries with a large middle-income sector, while under-nutrition and disease stand out more clearly in countries where there is a more inequitable system of income distribution and where the rural sector predominates.

Almost in the same way, the housing problem is directly proportionate to income distribution. The deficit is largest in those countries where the distribution of income is most inequitable.

Planning in relation to social problems should, therefore, cover two clearly-defined objectives: (a) to make good existing deficits on a large and integrated scale, and further, to have recourse to sectoral and local welfare and community development policies; and (b) to prevent the cumulative increase in the deficit or at least to reduce the exaggerated annual increase.

Social planning on its own would be illusory and impracticable, and any attempt in that direction without economic backing would almost certainly be doomed to failure. Hence, the solution of problems affecting children and young people - which are essentially social problems deriving from economic conditions - should be examined in the light of over-all development programmes in which each economic problem and programme represents an important instrument for the joint accomplishment of economic and social goals. Likewise, all attempts to achieve targets and objectives in a social programme should be closely bound up with the economic development process; otherwise, the result would be high-flown absurdities and the impossibility of negotiating social development with the economically powerful sectors.

The point of conflict that has often arisen between particular economic programming groups and social development programming aims is generally that the social programming experts have been dogmatically restricted in terms of quantities and their activities confined to relatively short periods, with the result that in determining priorities among the huge range of social deficiencies they have preferred not to shoulder responsibility for attacking problems of so serious a nature and have turned to others that are easier to solve. The specific proposal that would enable the social problems concerning children and young people to be considered within the context of development plans is, as a first step, to measure the deficit in education, nutrition, health, housing, etc.; secondly based on the quantification of those deficits and of their annual accumulation, to establish a given period

for solving the problem in each of the sectors concerned - whether 40, 30, 20, 15, or 10 years -; and, lastly to establish relationships with the industries and economic and infrastructural activities which could help to solve the problem within a specific number of years.

From this point of view, a five-year or ten-year plan would have the advantage of providing, throughout the period covered, the proportion of the investment needed to solve the problem in each of the above activities. Thus, for example, a ten-year plan could include essentially economic development programmes, such as investment in industry, agriculture, electric energy, telecommunications, etc., and at the same time it could cover one-quarter, one-third, or whatever the proportion might be, of the total investment in programmes which are intended to make good the long-term deficit in housing, health, education or any other sector. From this standpoint, the discussion of investment priorities would not conflict with the subjective considerations regarding one problem or another. Priority would be determined in the light of the realistic consideration of a joint and co-ordinated solution to economic and social problems.

It is impossible for development policy to be concentrated in water-tight compartments of each individual social sector; what is needed is over-all programming with multiple aims in which the social, economic and administrative projects will have the combined and reciprocal backing of the various sectors concerned.

The failure to take joint integrated action would result in deviation from normal social behaviour due to resentment, defeatism, aversion or loneliness and this would create the conditions for irresponsible or criminal action, the tendency towards the destruction of various sectors and of their values and institutions, etc.

The attitude of the various sectors, including the family, the school, the enterprise, government and the community, must be so focused that it will directly encourage children and young people to accomplish the following aims:

- (a) To develop their personality so that they can stand on their own feet without fear of major conflict or frustration;
- (b) To establish such conditions and economic relationships as will help to arrest or prevent the cumulative deficits in nutrition, hygiene, housing and clothing;
- (c) To work for the free expansion of educational and cultural opportunities;
- (d) To broaden the opportunities for recreation and for giving free rein to the imagination in institutions encouraging creative activities;

- (e) To establish the machinery and opportunities for association and mutual protection among children and young persons of different economic and social sectors;
- (f) To set up mechanisms that will provide for the specific participation of children and young people - since they are the interested parties - in programming for the future;
- (g) To establish machinery that will promote communication between adults and young people.

It is hoped that the discussions at the Conference will provide appropriate guidelines on the basis of which the United Nations - through UNICEF - will mobilize large-scale resources to supplement the intensive work that will have to be accomplished by governments if the impressive needs of children and young people are to be met.

With this end in view, UNICEF's programmes should specifically aim at infusing a sense of security into children and young people through a policy for securing the over-all improvement of conditions with respect to nutrition, housing or shelter, health, education and development of the individual personality on the basis of emotional stability. Thus, UNICEF could come to be the agency responsible for formulating co-ordinated development policies for joint action by various United Nations agencies and national planning bodies. If this proposal is approved, programmes could be envisaged, in each particular case, in co-operation with other specialized agencies or institutions, including the United Nations Special Fund, the Food and Agriculture Organization (FAO), the World Health Organization (WHO), UNESCO, the International Bank for Reconstruction and Development (IBRD), and the International Finance Corporation (IFC).





## ANNEX

PROPOSED BASIC INDICATORS OF THE ECONOMIC AND SOCIAL STRUCTURE  
IN THE LATIN AMERICAN COUNTRIES

To be prepared by ECLA or the Latin American Institute for  
Economic and Social Planning

1. Area per capita
2. Percentage of rural population
3. Percentage of urban population
4. Percentage of the population living in the capital city
5. Percentage of economically active population
6. Percentage of the population employed in industry
7. Number of towns, villages and hamlets
8. Number of typical geographical areas
9. Size of the middle-income sector
10. Number of entrepreneurs
11. Number of wage-earners
12. Average capital of industrial enterprises
13. Racial structure
14. Structure of land tenure
15. Number of kilometres of highway for every... inhabitants
16. Number of kilometres of highway for every... square kilometres
17. Number of industrial organizations
18. Number of commercial organizations
19. Number of agricultural enterprises
20. Number of agricultural co-operatives
21. Number of trade unions and number of unionized workers
22. Percentage of the population in each sector covered by social security
23. Percentage of illiterates
24. Percentage of underprivileged inhabitants
25. Number of private cars for every... inhabitants
26. Number of radios for every... inhabitants
27. Number of newspapers and their circulation

/28. Number

28. Number of cinemas and their seating capacity
29. Estimated number of television viewers
30. Estimated number of radio listeners
31. Number of telephones for every 1,000 inhabitants
32. Number of kW of installed electric energy for every 1,000 inhabitants
33. Number of classrooms for every 1,000 primary school-age children
34. Number of classrooms for every 1,000 secondary school-age children
35. Number of medical practitioners for every 1,000 inhabitants
36. Number of teachers for every 1,000 inhabitants
37. Number of dentists for every 1,000 inhabitants
38. Number of agricultural engineers for every 1,000 square kilometres
39. Number of veterinarians for every 1,000 head of livestock
40. Number of rural inhabitants supplied with piped water
41. Number of urban inhabitants supplied with piped water
42. Number of rural inhabitants supplied with sewerage
43. Number of urban inhabitants supplied with sewerage
44. Number of inhabitants per housing unit
45. Number of chemists for every 1,000 inhabitants
46. Number of lawyers for every 1,000 inhabitants
47. Number of engineers for every 1,000 inhabitants
48. Number of teachers for every 1,000 inhabitants
49. Number of economists for every 1,000 inhabitants
50. Number of banks, including agencies and branches, for every 1,000 inhabitants
51. Number of hospital beds for every 1,000 inhabitants
52. Percentage of nutritional deficiency
53. Child mortality rate
54. Birth rate
55. General mortality rate
56. Life expectancy at birth
57. Per capita income
58. Per capita value of exports
59. Per capita value of imports
60. Per capita investment
61. Per capita value of consumption
62. Breakdown of religions
63. Fatherless children
64. Number of urban buses for every... inhabitants