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CHILDREN AND YOUTH IN NATIONAL DEVELOPMENT

Report prepared by the Government of Argentina

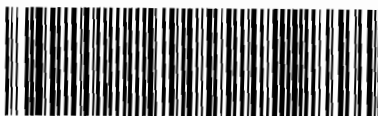


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/GENERAL CONSIDERATIONS

GENERAL CONSIDERATIONS

1. Economic aspects

The problems that development involves for the younger age groups, and the role of children and young persons in the development process, must be considered in the light of the National Development Plan for 1965-69; and this implies not only the rationalization of decisions and the organization of the Argentine economy on properly co-ordinated lines, but also a definition of policy which is set forth in the General Introduction to the Plan, and which denotes a clear-cut political philosophy such as emerges from the following paragraphs:

"Lastly, it must be expressly stipulated that the execution of the Plan cannot be based on impersonal statistics alone; it is common knowledge that in the course of applying development plans, problems arise at the social and human levels, and that the neglect of these problems which is so characteristic of totalitarian planning may seriously injure social, cultural and regional groups, community feelings, etc."

"This National Plan will be put into effect under the banner of federalism and social democracy. The targets established are not impracticable and might even be described as modest, but in any event their attainment will entail effort, and will mean that some sectors have to renounce aspirations out of proportion to what is patently feasible. Once the Argentine people, through its representative organizations, adopts and endorses the Plan, a practical step will have been taken in the direction of the nation's major goals."

Such an approach not only makes social investment possible, but lays an additional responsibility upon the social sectors; public health and education, for example, cease to be mere concomitants of development, and, inasmuch as they enlist the support and arouse the interest of the community, become key sectors through whose influence the population can be induced to collaborate fully in the Development Plan and led, by training and conviction, to play an active part in the development process.

These introductory remarks may usefully be followed by a rapid glance at the over-all frame of reference that Argentina offers for programmes relating to childhood and youth.

Without going into lengthy detail, a general picture can be formed from tables 1/ presenting data on the evolution of the gross domestic product, exports and imports, production trends and characteristics, the distribution of the labour force by sectors of production, the development of agricultural enterprises, the land tenure system in the Pampas, etc., all of which shed light on the economic infrastructure of Argentina.

1/ The tables in question are available for consultation on request.

Since the gross domestic product is nothing more than a general and primary economic indicator, and measures only a country's potential degree of welfare, tables and statistics have likewise been prepared from which the distribution of the said product can be inferred, and which relate, for instance, to wage trends; domestic production of durable consumer goods for household use and of motor vehicles (showing that a market for both these categories of goods exists); overland, sea and air passenger transport; demand for telephones, and the extent to which they are used, etc. These, in the aggregate, serve as pointers to the level of living of the population.

From the gross domestic product series it can be seen that in absolute terms the growth of the product in question has been uneven; between 1950 and 1963 it increased at a cumulative average annual rate of 2 per cent, but as this rising trend was formed by alternating upswings and downward movements, the per capita gross product, in relation to population growth, increased by 3 per cent and even 4 per cent in some years, while in others it declined sharply. A sufficiently clear illustration of this point can be found in the Introduction to the National Development Plan, published a few days previously to the time of writing the present report, by the National Development Council (Consejo Nacional de Desarrollo): in 1963, towards the end of which year the present constitutional government assumed office, the per capita gross domestic product stood at virtually the same level as in 1950, "despite the fact that in 1961 it had reached a peak 14.5 per cent higher than the 1950 figure".

The pattern underlying this process consists in a rapid expansion of the industrial sector accompanied by relative stagnation in the agricultural sector. Since the latter contributes 90 per cent of Argentine's total exports, while industry accounts for only a small proportion of exports but a major share of imports, from time to time matters come to a head, and the gross domestic product decreases. An aggravating factor is constituted by the downward fluctuations of world market prices for agricultural commodities - one of the Latin American countries' basic problems.

"The conclusion to be drawn from this brief analysis is that one of the causes not only of inflation but of the critical situations that have slowed up the growth of the gross domestic product is the persistence of a particular structure of production, aggravated by the debilitation of the economic and social infrastructure. As a result, the economic system is incapable of warding off or cushioning the impact of external-sector difficulties and remedying the chronic weakness of the capacity to import."

"Thus, each recurrent crisis betrays a latent flaw in the economic system, whose tendency to break out is held in check by the economic policy measures adopted". 2/

2/ Quotations in inverted commas are taken word for word from the National Development Plan 1965-1969 (Plan Nacional de Desarrollo 1965-1969).

The distribution of the population among the three major types of economic activity reveals that as early as 1950, only a few years after the mass urbanization movement had started, the structure of employment in Argentina was not very different from that prevailing in the developed countries - Canada, for example, to take a country with a similar geography -, according to the following ECLA data:

Percentage break-down of the population by
categories of economic activity

	<u>Primary</u>	<u>Secondary</u>	<u>Tertiary</u>
Argentina	25.7	27.8	46.5
Canada	21.0	33.5	54.5

The most recent data available confirm these proportions, and bear witness to the persistence of the urbanization and industrialization process.

The structure of private consumption is much the same as in the developed countries of Western Europe:

Food	36 per cent of income
Manufactured goods	36.6 per cent of income
Services	27.4 per cent of income

This explains what has already been said of the existence of a domestic market in which consumption of all types of goods is high, although unevenly distributed throughout the country.

In conclusion, the following points seem worth noting in connexion with the subject of the present report:

- (1) The incompatibility observable between the expansion of exports - the indispensable means of securing the foreign exchange required for the investments that make development possible - and increased consumption of food, clothing and other goods that signify an improvement in the levels of living of the population;
- (2) The importance of regional economic levels, inasmuch as the provincial per capita product shows marked disparities from one province to another;
- (3) The implication that, since consumption serves as an indicator of the level of living and is itself a function of income, children's living conditions, health prospects and educational opportunities differ very widely.

2. Demographic characteristics

The economic landscape having thus been surveyed, it is worth pausing for a moment to cast a rapid glance over the demographic features that complete the Argentine scene. It is precisely a country's population characteristics that are the cause and effect of the conditions prevailing in it, and that perhaps make a greater contribution than any other individual indicator to the formation of an accurate picture.

The tables available for consultation map out the demographic situation in Argentina: a low population density; a slow natural growth rate (17 per mil), determined by a low average birth rate (24 per mil), and resulting from the agglomeration of the population in the larger towns, of the provinces at the most advanced stages of economic and social development; a demographic pyramid which denotes a progressively ageing population (30 per cent in the groups under 15 years of age); and in-migration, or, in other words, urbanization movements, which signify the formation of "development nuclei" on the one hand, and, on the other, of areas that remain on the fringe of the development process.

Accordingly, to divide up Argentina on a demographic basis constitutes a promising avenue of approach to the study of the existing problems, since it synthesizes not only socio-economic and cultural factors but also those of a geographical and even historical character, thus helping to build up an over-all picture of Argentina and to provide background material for the purposes of analysis, as will be seen in the context of the public health situation.

It therefore seems useful to divide the country into four demographic areas, since the problems relating to children and young people will differ according to the part of Argentina under discussion. Such a classification would comprise expanding, depressed frontier and stationary areas, distinguished by characteristics which will be briefly described below.

(1) Expanding areas (46.72 per cent of the population). These are the areas that in recent years, have undergone a rapid industrialization process, which is tantamount to saying one of accelerated urbanization, with all that it implies: agglomeration in the primate cities; shanty towns; services that are inadequate to meet demand; deficient environmental sanitation; disintegration of the traditional family and transition towards the modern nuclear family; a sufficient demand for labour to allow women to work in industrial establishments, leaving their children alone for a large part of the day; etc.

(2) Depressed areas (7.6 per cent of the population). These are constituted by long-settled provinces that have been given no dynamic impetus. The active population has decreased because of the younger men's tendency to emigrate temporarily or permanently; families are large and incomes low, the

/women being

women being mainly employed in artisan industry; the numbers of children and old persons are high; under-nutrition is common on account of the low income levels prevailing; and the subsistence economy is an obstacle to school attendance, although as a general rule the social level is higher than the economic.

(3) Frontier areas (8.7 per cent of the population). These receive a considerable flow of migrants from adjacent countries; they present the same problems as the expanding areas, but at a different stage of economic growth. What might be described as a sort of urbanization process is taking place, but at a technological level which, if not primitive, is far below that attained in the developed parts of the country. The problems relating to childhood and youth are created not so much by economic difficulties as by social and cultural shortcomings.

(4) Stationary areas (36.98 per cent of the population). These are composed by the provinces and primate cities that reaped the benefit of the boom in Argentina's agriculture in the fertile pampas and of the industrial expansion which started with the First World War. This is the part of the country where the best economic and social indicators are registered, and which pushed up the average figures for the level of living in Argentina: infant mortality and illiteracy rates are low; the quality of technical and higher education is satisfactory; income levels are high, and so is consumption of goods and services; while cultural indicators (sale of books, art exhibitions, concerts, percentage of university students) are in the foremost rank by international standards. It is Argentina's developed area, and as such presents the typical problems that development brings in its train: a very low natural growth rate which inevitably means an ageing population, predominance of chronic degeneration diseases, etc.

Given this over-all economic and demographic framework, and with Argentina's geographical characteristics in mind, the sectoral study of development problems affecting children and youth, and of the younger age groups' participation in development plans, can now be embarked upon.

ESTABLISHMENT AND FUNCTIONS OF THE NATIONAL DEVELOPMENT
COUNCIL (CONSEJO NACIONAL DE DESARROLLO - CONADE)

1. The National Development Council was established as an agency of the Office of the President of the Republic, by virtue of Decree No. 7,290/61 (23 August 1961), and in view of the following considerations:

(a) "That the basic objective of the policy pursued by the National Government is the promotion of the country's economic development, as an indispensable step towards strengthening its national sovereignty and effectively improving the level of living of its population;"

(b) "That the economic policy developed hitherto has attempted, in the first place, to complete the rehabilitation of the country's economic infrastructure in order to reactivate and consolidate the capital formation process, and, has launched top-priority development programmes, the most important being those relating to the reinvigoration of the agricultural sector, to the exploitation of petroleum and natural gas resources, to the development of the transport and power infrastructure and to the promotion of industrial activity through measures to encourage intensive investment;"

(c) "That at the same time it must be recognized that this development process has not been homogeneous in all branches of activity, and it is therefore necessary to establish such institutional conditions as will ensure the systematization and specific definition of long-term economic policy;"

(d) "That to this end a consultative agency should be established at a high technical level, to assume the main responsibility for co-ordinating and carrying out the studies and analyses required in relation to the organic formulation of national development programmes, and for giving advisory assistance in respect of government action in this field."

2. The Decree referred to laid it down that the National Development Council should consist of a Chairman (whose functions would be discharged ex officio by the Minister for Economic Affairs), a Vice-Chairman, seven Councillors and an Executive Secretary.

3. The Council's functions were specified as follows:

(a) "To define the long-term objectives of the nation's development process;"

(b) "To formulate medium-term national development programmes;"

(c) "To prepare, on an annual basis, short and long-term basic sector investment programmes, in the light of development policy objectives;"

(d) "To formulate or analyse special sectoral or regional projects with reference to the national development process;"

/(e) "To

- (e) "To outline programmes relating to international financial and technical assistance for development purposes;"
- (f) "To promote and co-ordinate the preparation of statistics and the conduct of economic and social studies and research designed to further the attainment of development objectives;"
- (g) "To evaluate the results of the economic policy applied in Argentina and the economic trends registered, in relation to development objectives;"
- (h) "To formulate and promote national technical assistance programmes for development purposes, and to co-ordinate their execution".

4. The terms of reference of CONADE were defined as follows:

- (a) "To make the necessary contractual provision for the discharge of its functions, and to take any other steps required to increase its operational efficiency;"
- (b) "To make provision for engaging the technical and administrative personnel required for the conduct of its activities;"
- (c) "To establish its own internal rules of procedure;"
- (d) "To submit requests to other government agencies for the data it needs in order to fulfil its functions;"
- (e) "To promote the co-ordination of studies and research in the field of national development carried out by other government agencies, and to assign these latter specific tasks in the said field."

5. In October 1963, by virtue of Decree No. 8,715/63, the structure and responsibilities of CONADE were modified in the light of the following considerations:

- (a) "That experience to date suggests the advisability of establishing closer functional contact between CONADE and the Ministries, Divisions, Departments and other government bodies within whose sphere of action the results of the Council's work make themselves felt;"
- (b) "That this closer liaison between the Council and the various agencies of the national public administration is also necessary to enable the former to carry out its activities and fulfil its aims with greater speed and efficiency;"
- (c) "That adequate integration of CONADE will permit the gradual standardization of principles and procedures in all matters relating to the bases for preparing, formulating and presenting the various State agencies, statistical series and economic surveys, a measure which, besides facilitating the Council's research work, will serve the major

/end that

end that consists in progressive adaptation of the public sector's activities to concepts of rationality and systematization on which the technical programming of economic development can be based;"

(d) "That the structural changes contemplated will facilitate effective work on the part of the Council in the field of programming and scheduling public investment;"

(e) "That the economic analysis of the sectoral investment plans of the State, of decentralized and autonomous government agencies, and of State should be centralized in CONADE, so that it can advise on their desirability or propose amendment, and can establish their implications for the various sectors of the national economy".

6. In its new form, CONADE was constituted by a Governing Council, consisting of a Chairman, a Vice-Chairman, an Executive Secretary, a Technical Secretary and one member for each Ministry and Secretariat of State under the jurisdiction of the Ministries of Economic Affairs and of Public Works and Utilities, one for the Central Bank of the Republic of Argentina and one for the Federal Investment Council (Consejo Federal de Inversiones). Furthermore, Decree No. 8,715/63 stipulated that "the ex officio Chairman of the National Development Council shall be the Minister for Economic Affairs, and the Vice-President and the Executive and Technical Secretaries shall be nominated by him. The Vice-President and the Executive and Technical Secretaries shall have the status, terms of reference and duties of Under-Secretaries of State".

7. The objectives of CONADE were to be as follows:

(a) "To analyse long-term trends in the Argentine economy;"

(b) "To formulate national development programmes;"

(c) "To formulate or analyse special sectoral or regional projects with reference to the national development process, and establish their level of priority;"

(d) "To co-ordinate, analyse and evaluate all external financial and technical assistance projects prepared by international or public agencies or channelled through official agencies in Argentina;"

(e) "To undertake a continuing study of external financial and technical assistance possibilities, and submit to the national, provincial and municipal authorities proposals for the adoption of all such measures as may be necessary to make such assistance feasible;"

(f) "To co-ordinate the action taken by the representatives of Argentina abroad in respect of the assistance mentioned in paragraph (e) above;"

(g) "To formulate, direct and supervise internal technical assistance plans;"

/(h) "To

(h) "To co-ordinate, analyse and evaluate the investment plans of all sections of the national public administration, of its decentralized and autonomous agencies, and of State and State-owned enterprises;"

(i) "To submit proposals to the national authorities for the adoption of such measures as may be necessary to ensure that public investment is affected on the soundest possible economic basis, both as regards its distribution by sectors and types of investment, and with respect to the implementation of investment programmes;"

(j) "To submit proposals to the Minister for Economic Affairs in respect of measures or recommendations for the channelling of private investment;"

(k) "To formulate, co-ordinate and promote national technical assistance programmes".

8. CONADE's terms of reference were restated as follows:

(a) "To make the necessary contractual provision for the discharge of its functions, and to take any other steps required to increase its operational efficiency;"

(b) "To make provision for engaging the technical and administrative personnel required for the conduct of its activities;"

(c) "To establish its own internal rules of procedure;"

(d) "To submit to other government agencies requests for the data it needs in order to fulfil its functions, the provision of such data being compulsory;"

(e) "To promote the co-ordination of studies and research in the fields of national development carried out by other government agencies, and to assign these latter specific tasks in the said field".

9. CONADE was to have no executive functions, its responsibility being to submit programmes or projects approved by the Governing Council, through the Chairman, to the consideration of the national Executive, with such specific recommendations as might be appropriate.

10. It was to set up mixed ad hoc committees for research and advisory assistance in relation to specific problems, on which representatives of the private sectors concerned would be invited to serve.

11. A report by CONADE was to be an indispensable prerequisite for the clearance of integrated investment plans, and amendments thereof, drawn up by any State agency or enterprise, whether Treasury financing was required or not. No project would be cleared by the Secretary of State for Finance unless accompanied by the said report. Investment normally required for the ordinary maintenance of services, or investment in material, furniture

/or apparatus

or apparatus whose nature, in the opinion of the Secretary of State for Finance, was not such as to affect the development of integrated plans, were to be exempt from the foregoing requirement.

12. For the purposes of the evaluation that would have to be made in order to assign priorities to the types of investment referred to in the Decree, particular consideration was to be given to the following categories:

- (a) Completion of projects already begun, especially those well under way;
- (b) Investment that private enterprise could not afford entirely on its own account;
- (c) Investment effected by self-financing state enterprises and agencies with resources of their own.

In general, the criteria borne in mind were to be the contribution made to the gross product, the effect on employment levels and on the balance of payments, and the promotion of more homogeneous regional development.

13. CONADE was to be empowered to invite tenders, directly or through the State enterprise or agency concerned, for the sole purpose of finding out whether any private capital might be interested in making specific investments that could not be effected at the charge of private enterprise alone.

14. For the purpose of studying and selecting investment projects, CONADE was to set up an advisory committee, possibly with sub-committees, formed by officials of the Council and representatives of Ministries and Secretariats of State, as well as of State enterprises and agencies responsible for major investments.

15. The Office of the Secretary of State for Finance was to determine the total amount available for public investment in each national budget and to notify CONADE accordingly.

16. In November 1963, the existing technical services were remodelled with the aim of expediting the work entailed by the programming process, and to this end the following Working Groups were established:

- (a) Programming of National Development, to be responsible for the formulation of the National Development Plan and subsequent revisions thereof. This Programming Group was to be sub-divided into a production and Services Unit, to undertake sectoral studies, and an Economic Analysis and Finance Units, to study general, financing, fiscal and foreign trade problems;
- (b) Statistics, Methodology and Estimates, the function of which was to support such other activities of the Technical Secretariat as might need assistance in these respects;

/(c) Public

- (c) Public Investment, to be responsible for studying public sector projects and analysing the public investment budget;
- (d) Special projects, to carry out special sectoral or regional studies relating to the national development process;
- (e) Technical and Financial Assistance, to co-ordinate, direct and supervise the execution of all foreign financial and technical assistance projects prepared by international or government agencies or channelled through official agencies in Argentina.

17. In January 1964, by virtue of Decree No. 566/64, the structure and internal rules of procedure of CONADE were once again modified on the basis of the following considerations:

- (a) "That it is desirable to establish the structural bases and regulate the functions of CONADE, with a view to increasing its efficiency;"
- (b) "That the structure to be adopted should be flexible enough to facilitate the active participation of all members;"
- (c) "That procedures should be established for the exercise of CONADE's advisory functions in respect of plans, programmes and investment;"
- (d) "That procedures should also be co-ordinated to ensure the more efficient utilization of external financial and technical assistance;"
- (e) "That the aforementioned structure should, in addition, allow for the establishment of a permanent body to be responsible for the organization and direction of technical and administrative services;"
- (f) "That the nature of the work in hand calls for the collaboration of technical experts in the appropriate fields."

18. The following structure and internal rules of procedure were adopted:

I Structure

- (i) CONADE shall be composed of a Governing Council, and a permanent technical and administrative body to be known as the Standing Committee.
- (ii) The Governing Council shall consist of a Chairman, a Vice-Chairman, an Executive Secretary, a Technical Secretary, and one member for each Ministry and Secretariat of State under the jurisdiction of the Ministries of Economic Affairs and of Public Works and Utilities, one for the Ministry of National Defence, one for the Central Bank of the Republic of Argentina, and one for the Federal Investment Council.
- (iii) The Standing Committee shall be formed by the Vice-Chairmen and the Technical and Executive Secretaries of CONADE.

/II The

II The Governing Council

(iv) The functions of the Governing Council shall be as follows:

- (a) To approve, for submission to the Executive, the development plans and programmes prepared by the Standing Committee.
- (b) To approve statements of investment priorities, for the purposes of external financing and technical assistance, in cases where the participation of CONADE is entailed.
- (c) To approve the technical assistance programmes to be presented to international agencies and other sources of co-operation.
- (d) To set up ad hoc committees, on which representatives of private enterprise in the various sectors of the economy shall be invited to serve.
- (e) To prepare reports, for submission to the Executive, on the investment plans of the various sections of the public administration, of decentralized and autonomous agencies, and of State and State-owned enterprises.
- (f) To give advisory assistance in relation to the proper execution of development plans and programmes, and to suggest appropriate guiding principles for the achievement of greater dynamism and efficacy.
- (g) To submit proposals to the national authorities for the adoption of measures designed to secure the more efficient allocation of available resources.
- (h) To request reports from the Standing Committee on the various aspects of CONADE's own activities.
- (i) To approve, for submission to the Executive, the annual budget of CONADE.

(v) The Governing Council shall likewise act as an advisory committee for the purposes of the study and selection of investment projects. It shall decide in each individual case upon the desirability of incorporating additional members into the said Committee.

(vi) The Governing Council shall meet once a month. The Standing Committee shall be empowered to convene a meeting of the Governing Council whenever there is business to be dealt with. In its turn, the Governing Council shall have the right to place before the Standing Committee any topics that in its opinion ought to be discussed, and to request that a meeting be convened;

/(vii) At

(vii) At each meeting, the Standing Committee shall report on the activities carried out and on the plans, programmes or projects in process of formulation.

III The Standing Committee

(viii) The Standing Committee shall be responsible for the organization and direction of CONADE's technical and administrative services, in accordance with the work assignments allocated to each of its members.

(ix) The Vice-Chairman shall undertake top-level co-ordination of the various functions of the Standing Committee, in order to give its action greater dynamism and flexibility.

(x) The Vice-Chairman shall be responsible for liaison with international or bilateral agencies in respect of financial and technical co-operation.

(xi) The Vice-Chairman shall act as co-ordinator in respect of training courses and exchange fellowships, with a view to improving staff qualifications.

(xii) The Technical Secretary shall be responsible for directing the technical and research activities of CONADE, such as the formulation of national development programmes; formulation and analysis of specific sectoral or regional projects; co-ordination, analysis and evaluation of external financial or technical assistance programmes; formulation, promotion and analysis of national technical assistance programmes, co-ordination, analysis and evaluation of public investment plans; analysis of long- and medium-term economic trends in Argentina; recommendations or suggestion of measures for the channelling of private investment; co-ordination of research work in the economic and social fields with that of other State agencies, in order to prevent duplication of effort, and to ensure that the necessary statistical and methodological research is carried out.

(xiii) The Technical Secretary shall direct such working groups as may be needed for the preparation of the technical analyses, reports and documents required.

(xiv) The Technical Secretary shall make provision for the appointment of the personnel his Office needs to carry out its work.

(xv) The Executive Secretary shall be responsible for top-level liaison with the Office of the President of the Republic; the Cabinet Ministers for Economic and Social Affairs; the National Congress (Chamber of Deputies and Sub-Committees); Ministries; Secretariats of State; National Bank; provincial and municipal agencies; trade union organizations and agencies representative of the various sectors of private enterprise; and educational and cultural agencies.

/(xvi) The

(xvi) The Executive Secretary shall co-ordinate the action taken by the representatives of Argentina abroad in relation to external financial and technical assistance possibilities, and shall submit proposals to the national, provincial and municipal authorities, through the appropriate channels, for the adoption of such measures as may be necessary to make the assistance in question feasible".

19. Lastly, in October 1964, in view of the vital importance of taking into account the social and labour questions related to economic planning the structure of CONADE was modified as follows:

"CONADE shall consist of a Governing Council, formed by a Chairman, a Vice-Chairman, and Executive Secretary, a Technical Secretary, and one member for each Ministry and Secretariat of State under the jurisdiction of the Ministries of Economic Affairs and of Public Works and Utilities, one for the Ministry of National Defence, one for the Ministry of Labour and Social Security, one for the Central Bank of the Republic of Argentina and one for the Federal Investment Council".

EDUCATION

Primary education

The target established in the National Development Plan is the provision of a complete primary education for 95 per cent of the primary school-age population, the remaining 5 per cent consisting of children who cannot be sent to school for demographic, psychological and/or social reasons. The attainment of this objective will significantly raise the educational level of the economically active population, especially in rural areas.

Such an achievement will only be possible if the existing primary school performance levels are improved, since, although enrolment has gradually and steadily increased and rates of intake are high, the percentage of pupils that complete the primary school cycle is very small indeed.

The trends registered in primary education during the decade 1952-62 reveal a steady expansion of enrolment, teaching staff and school premises in this educational service as a whole.

As regards the proportion of the population at present absorbed by the primary education system, the rate of enrolment (percentage relation between the number of pupils enrolled between the ages of 6 and 12 years, and the total 6-to-12 age group) was 87.2 per cent in 1962 for the country as a whole; as regards the rates registered for each separate age (enrolments in relation to the corresponding population group), the percentages for the 8-year-olds (91.5 per cent), for the 9-year-olds (91.7 per cent) and for the 10-year-olds (91.7 per cent) are even higher than the average rate

/for the

for the 6-to-12 age group. These rates bear witness to the high level of enrolment at the normal primary school age, but the small percentage of school leavers completing the cycle is explicable in terms of the low performance levels mentioned above.

Substantial repetition percentages affect primary school performance, causing retardation and encouraging dropping-out. In 1962, 13 per cent of the pupils enrolled were repeating a grade, while if the corresponding percentage for each grade is analysed, it can be seen that in Lower I, 25 per cent of the pupils were repeating the grade, and in Upper I, 15 per cent.

Moreover, marked differences are observable from one area to another; thus, in the sector made up by the Federal capital and the provinces of Buenos Aires, Santa Fe, Córdoba and La Pampa, 18 per cent of the pupils enrolled in Lower I were repeating the grade, while the corresponding proportions were 25 per cent in the Cuyo area, 30 per cent in the north-east and 31 per cent in Patagonia, the north-west being the area with the highest percentage of repetition - 34 per cent of the pupils enrolled in Lower I.

A break-down by sex groups reveals that boys account for 56 per cent and girls for 44 per cent of the numbers of pupils repeating a grade; this higher percentage of repetition in the case of boys remains constant throughout the various grades and the different parts of the country.

In Argentina as a whole the proportion of pupils dropping out before sixth grade amounts to 50 per cent, and of the group remaining, some leave before completing the grade.

Dropping-out is very unevenly distributed over the primary school cycle; of the pupils entering Lower I, 17 per cent drop out even before they reach Upper I, where the highest percentage of dropping-out is recorded. In each of the remaining grades, about 6 per cent drop out, while an increase in dropping-out takes place between the third and fourth grade, where the proportion rises to about 8 per cent.

Similarly, more boys than girls drop out, the proportions being 54 per cent and 46 per cent, respectively. This difference in the dropping-out rates for boys and girls is constant throughout all provinces.

Again, over-all dropping-out figures show marked variations from one area to another. To take the two extremes, the Federal capital is in the best position, far ahead of the rest of the country, with 27 per cent, while the province of Corrientes shows the poorest results (81 per cent). Besides the Federal capital, five provinces (Buenos Aires, Córdoba, La Pampa, Mendoza and Santa Cruz) and Tierra del Fuego record dropping-out ratios below the national average, while those registered in the rest of the provinces are above it. Accordingly, in 1962 only 7.8 per cent of the total number of primary school pupils enrolled completed the sixth grade, this proportion falling to less than 5 per cent in provinces like Santiago del Estero, Corrientes, Chaco, Formosa, Misiones, Jujuy and Neuquén.

/The problem

The problem of performance in the primary education system is aggravated in the rural areas; thus, for example, according to the National Population Census taken in 1960, 42 per cent of the population over 15 years of age living in rural areas had reached the second grade, 15 per cent had completed the sixth grade and only 7 per cent had received secondary and/or university education. The situation of the urban population was more favourable in this respect, since not more than 16 per cent had dropped out by the second grade, 32 per cent had completed the primary school cycle and 24 per cent had attained post-primary educational levels.

As regards the economically active population, according to the same Population Census, 62 per cent of those engaged in primary activities had not gone farther than the third grade, and of these 17 per cent were illiterate; 13 per cent had reached the sixth grade, 3 per cent had attended secondary schools and only 0.5 per cent had enjoyed a university education. Of the active population engaged in tertiary activities, the educational levels of 25 per cent corresponded to the third grade or below, 32 per cent had completed the primary cycle, 21 per cent had received secondary education and 6.3 per cent had gone to a university.

Clearly, if technical standards in the agricultural sector are to be improved, the level of primary education of the rural population must be raised, through an improvement in the performance of the system in these areas, and the execution of a literacy and adult education programme designed to meet the requirements of agricultural technology. The existing intensive four-year plan for a literacy and adult education campaign at the national level (Plan Nacional Intensivo de Alfabetización y Educación de Adultos) establishes targets in line with those indicated above.

Secondary education

For secondary education the objective envisaged is the enrolment of 40 per cent of the age group concerned (13 to 18 years), which represents a significant increase over the existing coefficient (about 30 per cent); this secondary education development effort is prompted by the need to provide the country with the intermediate human resources that are indispensable if the existing deficiencies in respect of technical and administrative training are to be remedied, and the growing requirements of various sectors of Argentina's economic activity are to be satisfied.

The attainment of this target entails the remodelling of the whole system of secondary education.

The available statistical data indicate an upward trend in enrolment and in completion of the secondary school cycle in both absolute and relative terms.

/The proportions

The proportions of secondary education represented by its various branches do not remain constant. What may be called "ordinary" secondary education (comprising bachillerato, commercial and teacher-training courses) accounts for a substantial part of total secondary education, the highest percentage corresponding to preparation for the bachillerato; the share of technical education for industry is smaller, while that of agricultural training is minimal. Among the remaining types, so-called vocational education takes the lead, - but is solely for girls. The courses are generally short (one, two or three years), and their content, both as regards general education and in respect of training for the performance of some kind of vocational work, fails to meet minimum recommendable standards, since it comprises handicrafts (sewing, embroidery, etc.) which do not meet current demand and bear no relation to industrial development. In this context, separate consideration must be accorded to the longer courses given under the supervision of the National Board of Technical Education (Consejo Nacional de Educación Técnica).

The private sector's contribution to secondary education has greatly expanded, particularly in the case of preparation for the bachillerato. This increased participation is all the more noteworthy where teacher training is concerned, inasmuch as no parallel growth is taking place in the public sector, but, on the contrary, a contraction has been registered or, at best, maintenance of the status quo. This suggests that within a few years, if the present trend continues, the onus of responsibility for the bachillerato and teacher training courses will no longer rest with the state, but will be carried by the private sector.

The target established for secondary education implies a significant increase in enrolment at this level; hence the need for a satisfactory distribution of this over-all increment among the various branches of secondary education, since it is clear from the foregoing account that the present distribution pattern will not do.

Sufficient background information is not yet available on the requisite levels of skills and formal training of the active population in 1969, by branch of essential activity, to permit the establishment of precise criteria for a distribution of secondary school enrolment that would ensure an adequate output in each branch of education at this level.

Nevertheless, in the light of the over-all strategy of the Development Plan, and the emphasis it places on the improvement of production and productivity indexes in the agricultural and industrial sectors, as well as on the participation of the various sectors and branches of activity in the formation of the gross domestic product for 1969, a few remarks can be formulated.

In the first place, there is no need to speed up the growth rate of the "ordinary" types of secondary education; in fact, in some branches, the present rate of increase is already too rapid for the specific employment opportunities available. This applies particularly to teacher

/training, but

training, but is also true of commercial education, which has undergone a considerable expansion in the last three years that has not yet been reflected in the number of students completing such courses.

This indicates the necessity of offering alternatives which are lacking at present particularly for girls. Enrolment in teacher training schools whose output has exceeded the labour market saturation point or in vocational schools teaching handicrafts for girls, could thus be at least partly diverted into more suitable channels.

This need to re-direct enrolment in secondary schools, especially in the case of girls, calls for new patterns of secondary school teaching which provide an opportunity of either taking specialized vocational courses, after completion of a technical cycle, or proceeding to more advanced studies.

Furthermore, the sector that should absorb the major share of the increase in enrolment is agricultural training, which up to the present is almost non-existent in both absolute and relative terms; this requisite is linked up with the need to improve productivity in the agricultural sector and with the aim of expanding primary school attendance in rural areas. Patterns of secondary education must be organized which can be offered to a larger student population in the areas in question, with a view to guiding it towards specific employment opportunities and raising agricultural productivity.

Technical education for industry should take in the remainder of the increment in secondary school enrolment, so that output at this educational level can be adjusted, to the requirements of industrial expansion, in so far as the modernization of industry entails a greater increase in skilled labour inputs than in total employment.

University education

A moderate increase is expected in enrolment at the university level; the intake coefficient will rise from 10 to 11 per cent of the age group concerned (19 to 24 years). This should satisfy the human-resources requirements of development as far as university graduates are concerned.

The attainment of this objective will necessitate increasing the productivity of the university system and improving the existing enrolment/graduate ratio (4.91 graduates per student enrolled in 1954-62).

Similarly, the present structure of university enrolment should be remodelled with a view to expanding the specialities directly linked to development requirements, since a high percentage of students currently follow the traditional careers. Thus, for example, enrolment in Faculties of Medicine in 1963 accounted for 30 per cent of total university enrolment while the number of graduates in 1962 represented 44 per cent of the corresponding total; in Law, the numbers enrolled and graduating constituted 18 per cent and 17.5 per cent of the respective totals; and the situation is the same throughout the time series considered.

/The specialities

The specialities that are of key importance for the development process envisaged in the Plan, such as agronomics and veterinary medicine, economics and administration, engineering (other than civil engineering) and basic sciences, represent only a small proportion of total university enrolment and of the total number of graduates; in the aggregate, they account for about 20 per cent of total enrolment in 1963 and 16 per cent of the students graduating in 1962, as can be seen in the following table:

Speciality	Students enrolled 1963		Graduates 1962	
	Number	Percentage	Number	Percentage
TOTAL FOR ARGENTINE UNIVERSITIES	162 355	100	8 153	100
Agronomics and Veterinary Medicine	4 156	2.55	141	1.73
Exact Sciences	9 130	5.62	566	6.94
Engineering (other than Civil Engineering)	15 467	9.52	541	6.63
Economics and Administration	4 041	2.49	69	0.84
Total "key" specialities	32 794	20.18	1 317	16.14

EXPENDITURE ON EDUCATION

Comparative series for expenditure on education, for public expenditure and for the gross domestic product are analysed below.

The percentage of total government expenditure represented by the educational expenditure of the national and provincial authorities remains stable in the period under study (1955-61), hovering around 10 per cent, and reaching a peak of 13.27 per cent in 1958, the first year of application of the Teachers' Statute (Estatuto del Docente), a legal instrument which introduced substantial improvements in teachers' remunerations, and thus decisively affected the total incidence of expenditure on education.

ARGENTINA: EXPENDITURE ON EDUCATION BY THE PUBLIC SECTOR (NATIONAL AND PROVINCIAL AUTHORITIES)
RELATED TO TOTAL PUBLIC SECTOR EXPENDITURE AND TO THE GROSS DOMESTIC PRODUCT

(Millions of Argentine pesos at current prices)

	1955	1956	1957	1958	1959	1960	1961	1962
Public sector expenditure on education	3 973.40	4 670.30	4 964.40	10 937.30	16 411.80	19 153.10	26 535.00	37 609.90
Total public sector expenditure	39 271.90	43 555.70	51 176.50	82 419.50	140 806.90	195 731.30	249 015.20	...
Gross domestic product	172 517.00	217 071.10	280 977.20	395 474.80	750 782.10	980 693.20	1 175 529.20	...
Public sector expenditure on education as a percentage of total public sector expenditure a/	10.12	10.72	9.70	13.27	11.65	9.78	10.65	...
Public sector expenditure on education as a percentage of the gross domestic product b/	2.30	2.15	1.77	2.76	2.19	1.95	2.26	...

a/ Ratio of public sector expenditure to private sector expenditure.

b/ Ratio of public sector expenditure to GNP.

/For the

For the same reason, the percentage of the gross domestic product represented by expenditure on education which fluctuated around 2 per cent rose from a minimum of 1.77 per cent in 1957 to a maximum of 2.76 per cent in 1958.

If the educational and total expenditure of the central Government only is considered, comparisons can be made over a much longer period, extending from 1950 to 1965. In this case, the percentage of total government expenditure represented by expenditure on education still fluctuates around 10 per cent, but the minimum is 7.7 per cent in 1957 and the maximum 14.78 per cent in 1965. The mean is 10.35 per cent, and the average deviation 1.27 per cent.

In relation to the gross domestic product, the expenditure in question represents about 1.5 per cent.

Broadly speaking, the proportion of total expenditure and of the gross domestic product constituted by expenditures on education is following a slightly rising trend, basically on account of the improvements in teachers' salaries introduced since the Teachers' Statute came into force. A series at constant prices would probably fail to reveal this upward movement, which reflects not so much an expansion of the service as a relative improvement in the income levels of the teaching body.

Priorities accorded by the national authorities to
public health and education

The Government has declared on various occasions that the top priorities in its programme correspond to public health and education.

(a) Public health and education agreement

The National Board of Education (Consejo Nacional de Educación) has established close contacts with the Department of Mother and Child Care (Dirección de Maternidad e Infancia), a dependency of the Ministry of Public Health and Welfare, and it has been decided to conclude a co-ordination and co-operation agreement, with the aim of making more

resources available and increasing the services offered to the community. Considerable impetus has already been given to the establishment of Mother and Child Welfare Centres, which are in operation, and to the spread of kindergarten schools.

(b) Pre-school education

The accompanying leaflet on pre-primary education ^{3/} gives some idea of the development of this movement in Argentina during the last fifty years. To the 39 State kindergarten schools the first 53 private kindergartens were added in 1942, and by 1963 there were 1,335 public and 757 private schools of this kind, with totals of 73,721 and 35,638 pupils, respectively.

In 1964, 213 kindergarten sections were established in 67 primary schools, to meet the needs of an enrolment increase amounting to 7,016 children of pre-school age.

(c) Intensive national literacy and adult education programme

The idea underlying intensive literacy and adult education programme which has been launched by the Government of Argentina, and is scheduled to cover a period of four years, is to give people over 14 years of age who have not completed a systematic primary education not only the tools represented by ability to read and write, but a clear understanding of health and hygiene problems at various ages, besides promoting cultural activities that will encourage the proper use of leisure and will consequently make for mental health. Lastly come cultural extension services and community activities.

(d) Integrated school welfare services

The National Board of Education has reorganized its integrated school welfare services, establishing socio-pedagogical, psychological and health departments, to which will be attached all the services connected with the welfare of the child (cottage schools, visiting teacher services, hospital schools, schools for handicapped children and holiday camps).

A detailed chart of this organic structure appears in a report by the School Welfare Department. In it are to be concentrated the existing services for the distribution of clothing and apparatus, and, in particular the organization of school canteens, which number 1,500 and serve about 120,000 children.

^{3/} Available for consultation on request.

CURRENT STATUS OF EDUCATIONAL PLANNING

The Ministry of Education and Justice of Argentina is currently engaged in the reconstruction of the service that is to be responsible for educational planning activities. The present educational authorities have directed their action towards the progressive integration of Argentina's educational system. Consideration is being given to a project for the organization of educational planning activities that will facilitate their integration with development policy. The intention is to fit educational planning into the framework of Argentina's administrative and institutional organization, with a view to securing co-ordination of effort and thus furthering joint action, at the national and provincial levels, in pursuit of educational objectives.

To this end, the Ministry of Education has arranged a systematic series of meetings of the heads of the various jurisdictions and services, under the chairmanship of the Under-Secretary for Education. An attempt is thus being made to pool the efforts of the Ministry of Education and Justice, its various Departments, the National Private Schools Service, the School Health Department, the Board of Education, the Board of Technical Education and the National Council for the Defence of Minors, in an atmosphere of reciprocal understanding and co-operation.

The scheme adopted in principle to promote the co-ordination of planning activities at the various levels consisted in the inter-relating of sectoral planning units - for primary, secondary and non-university higher education - through an Educational Co-ordination Committee. The aim of this Committee was to organize the requisite over-all studies on the basis of techniques common to all sectors, and to propound possible plans for the expansion and improvement of education. A Technical Secretariat was established, which originally consisted of representatives of each planning unit, but was subsequently enlarged to include specialists in the fields of statistics, sociology and education. The Committee's work was basically directed towards raising the level of efficiency in the educational services and rationalizing the application of the financial and human resources available. This task implied constant inter-communication with the statistical and information services and with those responsible for school buildings and budgeting. Plans were made for linking up with CONADE, with the Federal Investment Council, with the National Council for Scientific and Technical Research (Consejo Nacional de Investigaciones Cientificas y Técnicas) and with the Ministries directly concerned with economic and social development policy, but so far contacts have been established essentially with CONADE.

CONADE, in collaboration with the Board of Education, has carried out studies with a view to ascertaining the current deficit and estimating the investment implications of an organic primary school building programme.

/These studies

These studies comprise: (1) a survey of Board of Education Schools, taking the condition of the buildings as a basis for classification, in order to determine investment requirements in accordance with the type of work to be carried out in the buildings concerned (1964); (2) a sample survey of schools dependent upon provincial authorities and the private sector, under the supervision of the Board of Education and the provincial authorities, in order to determine the number of classrooms in existence, and their ownership, condition and floor area (1964).

Similarly, CONADE, the Federal Investment Council, and the University of Buenos Aires are collaborating with the Board of Education in research on dropping-out in Argentina as a whole, the first stage of the study having been already completed.

CONADE's plans also include co-operation with the Board of Technical Education in the conduct of two surveys, one on training in large industrial enterprises, and another on dropping-out in technical schools.

The first step in the field of sectoral planning was to programme the establishment of planning units responsible for carrying out specific work in their respective sectors, in addition to the activities inherent in over-all planning. For example, the National Board of Education has completed an exhaustive study of a selected province (Santiago del Estero), from which it will be able to draw important conclusions with respect to the educational services.

In order to consolidate the programmes drawn up, the Ministry of Education has held consultative meetings with distinguished planning experts, with whom it has conducted a valuable exchange of ideas on the financing of education, programme budgeting, problems relating to the training of human resources, analysis and interpretation of statistical data, etc.

The initiation of planning activities was accompanied by a move to tackle a task of vital importance for the success of the work undertaken, namely, the training of technical experts who will be able to co-operate in the future study and planning of all levels and branches of education in Argentina. Training both abroad and at home is projected: abroad, through fellowships contributed by AID, OECD, the United Nations, UNESCO, and the National Council for Scientific and Technical Research (Consejo Nacional de Investigaciones Científicas y Técnicas); and in Argentina, by means of a Course on Educational Planning. This Course, jointly organized by the Ministry of Education and Justice, CONADE, and the Latin American Institute for Economic and Social Planning, was international in character, and was held at Buenos Aires from 15 August to 6 November 1965. The idea was that the participants, selected in the light of their basic training and professional standing, would be given an opportunity of pooling their experience in the short-, medium- and long-term programming of education as an integral part of economic and social development planning at the national level.

/Department of

Department of Secondary, Specialized and Higher Education
and Teacher Training

Some indication will now be given of the types of education offered, the levels to which they lead and the extent to which vocational guidance is available.

The establishments dependent upon the Department of Secondary, Specialized and Higher Education and Teacher Training operate at three levels: Primary education, given in the National Teacher Training Schools, which also include the pre-primary at kindergarten level; Secondary education, which is divided into three branches, i.e., preparation for the bachillerato, teacher training and commercial education; and Higher education, with its various types of Faculties and Schools.

The duration of the secondary cycle is five to six years.

After completion of the seven-year primary school course, the pupil who wants to go on to the secondary level can choose between the basic cycle, lasting three years, and the lower commercial cycle, which takes three years to complete in the day schools and four in the evening classes. The basic cycle gives access to the second bachillerato cycle and the teacher training cycle, both of which cover two years.

Preparation for the bachillerato is divided up into a general and a specialized course. The latter comprises three branches, namely, Humanities, Natural Sciences, and Physics, Chemistry and Mathematics.

The teacher training course is given in the National Teacher Training Schools, and also in Regional Teacher Training Schools in various parts of the interior, which are run on a double-shift system, with curricula that include a number of subjects of interest in rural areas. There are regulations expressly framed to facilitate changing over from one type of establishment to the other. In addition, some Teacher Training Schools in Buenos Aires and Rosario go in for more intensive study of a foreign language.

The first cycle of commercial education is the gateway to the second, on completion of which a Commercial Diploma (Título de Perito Mercantil) is awarded; but it also gives access to the second bachillerato cycle and the teacher training cycle. This articulated structure simplifies the transfer from one branch of vocational education to another. Conversely, the pupil who has completed the basic cycle or one of its courses can proceed, by way of an entrance examination in the special subjects concerned, to the second commercial cycle.

The curricula in these three branches of secondary education are designed not only to instil general culture but also to develop personality, and the diplomas awarded to students completing the courses qualify them not only for business or teaching posts but also for higher education as provided by the Schools and Faculties of the national and private universities. For example, the holder of a Commercial Diploma is eligible for direct admission to the Faculty of Economics, or can sit for the entrance examination

/to any

to any of the following Faculties: Agronomics and Veterinary Medicine, Architecture and Town Planning, Law and Social Sciences, or Exact and Natural Sciences.

The Bachillerato Certificate and the Teachers' Diploma qualify the holder for admission to any university Faculty, with or without an entrance examination, as the case may be.

With the exception of the structural links mentioned above, official vocational guidance in respect of secondary education is only in its infancy. On the other hand, some of the Teacher Training Schools do have psycho-pedagogical units, usually maintained by the Co-operatives, which deal with this problem.

The various national universities have vocational guidance departments whose professional services are available to all young people requiring them.

Contribution of the School Co-operatives

Information is tabulated below on the following points:

- (1) Numbers of pupils in the various non-university institutions dependent upon the Department of Secondary, Specialized and Higher Education and Teacher Training, broken down by speciality;
- (2) The formation of a School Co-operative in each establishment by the parents of the pupils, in conformity with the General Regulations for Secondary Schools;
- (3) The contributions (in Argentina pesos) made by each Co-operative to expenditure on school overheads and on the provision of teaching material, stationery and office supplies and other facilities;
- (4) The amounts invested by the Co-operatives in the building of school premises.

All the figures given under these heads imply others relating to the hours of voluntary work which the parent members of the Co-operatives devote to planning the undertakings for which they have assumed responsibility.

Before investing the millions of pesos involved, it is necessary:

- (a) to plan the work;
- (b) to invite price bids, where appropriate;
- (c) to invite tenders;
- (d) to study projects;
- (e) to convene meetings for information purposes;
- (f) to supervise the execution of the work;
- (g) to arrange for the compilation of documents to be discussed at the parent's meetings;
- (h) to organize various types of activity in order to raise funds.

Hence it can be seen that the coefficient of voluntary co-operation on the part of parents of secondary school pupils is very high indeed.

/NUMBERS OF

NUMBERS OF ESTABLISHMENTS, NUMBERS OF PUPILS AND CONTRIBUTIONS
MADE BY CO-OPERATIVES

State secondary schools for boys and girls

Number of establishments		234
Number of pupils: boys, 44,899; girls, 33,386.	Total:	78 285

Specialized bachillerato courses

Number of establishments		4
Number of pupils: boys, 2,152; girls, 871.	Total:	3,023

Contribution made by each Co-operative excluding investment in construction (Argentine pesos)	22,605,680
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Investment in construction effected by each co-operation (Argentine pesos)	27,021,687
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National Teacher Training Schools

Number of establishments		147
Number of students: boys, 11,179; girls, 53,418.	Total:	64,597

Regional Teacher Training Schools

Number of establishments		18
Number of students: boys, 2,045; girls, 3,691.	Total:	5,736

Contribution made by each Co-operative, excluding investment in construction (Argentine pesos)	15,895,105
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Investment in construction effected by each Co-operative (Argentine pesos)	22,621,558
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State Commercial Schools

Number of establishments		237
Number of students: boys, 45,355; girls, 40,039	Total:	85,394

Contribution made by each Co-operative, excluding investment in construction (Argentine pesos)	18,301,739
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Investment in construction effected by each Co-operative (Argentine pesos)	19,639,523
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All the foregoing data relate to the year 1964.

SCHOOL HEALTH DEPARTMENT

Training courses are held and publications issued for the benefit of teachers specializing in the education of physically and mentally handicapped children.

(a) Training courses

Teacher training units attached to the two Institutes for the Deaf and Dumb, to train primary and secondary school teachers specializing in the education of children with speech and hearing defects;

Courses for teachers specializing in the education of amblyopes and the blind, given in the Training School for Teachers of the Blind;

Training course given in connexion with the Institute for Mongols, for teachers specialized in the form and colour branches of remedial education;

Training course for teachers specializing in the education of the mentally deficient, and a course for Special School auxiliary personnel held in connexion with the Psychomedical-Pedagogical Unit of the Special Schools Division;

First aid course for teachers;

Course in medical biostatistics for teachers.

(b) Publications

(i) Books. Mongolism: a complete study of the Mongol and of the findings of the psychomedical-pedagogical survey carried out in respect of 205 Mongolic children in 1960-63.

(ii) Pamphlets and leaflets. The following are the titles of some of the most important publications of this type: Three Typical Forms of Reaction to Anti-Smallpox Vaccination; The Gamma Globulin Campaign; Inoculation against Tuberculosis; Laws Relating to Compulsory Inoculation and Reinoculation against Diphtheria and Smallpox; Instructions regarding General and Specific Prophylaxis; Primary Cycle Intake. A Medico-Pedagogical Study; Course in Medical Biostatistics; Leprosy among Children; Instructions for the Disinfection and Closing of School Premises; Immunization Treatments; the use and effects of Stimulating Drugs or Energizers; Survey of Opinion on Cancer for the Information of Teachers; Mild Forms of Hypoacusia and the Educational Development of the School-Age Child; Epidemiological Study of the Primary Cycle, Re-intake, 1954-1960; Amblyopia; Hydrophobia; Inoculation against Tuberculosis; Inoculation against Poliomyelitis; Bats; Reactions to Mantoux Tuberculin and Inoculation with B.C.G.; Chromosome 21 in relation to the Down Syndrome.

(iii) School Health Review, published monthly.

/Private education

Private education

Decrees Nos. 6,616/59, relating to qualifications for teaching in private schools and universities, and 6,625/59, approving the Organic Regulations of the Private Educational System, were superseded by Decree N° 371, of 17 January 1964, which approved a régime for the incorporation of private institutions of secondary and higher education into the official educational system. The Decree in question defined the nature and effects of incorporation, established the formalities for granting it, and specified grounds for its invalidation or suspension. The régime approved by virtue of Decree N° 371/64 also embodies regulations relating to the ownership, organization, staff and pupils of incorporated schools.

Decree N° 10,900/58, concerning the procedure for the distribution of State contributions to private educational establishments, was abrogated in favour of Decree N° 15, of 2 January 1964, which established new regulatory provisions with respect to the collection of the State contribution for the equalization of private school teachers' salaries, as determined in the Teachers' Statute (Act N° 14,473).

The National Private Schools Service co-ordinates its internal action with government plans and programmes.

It seeks to secure, by means of a system of concerted or co-operative planning, the active participation of the various branches of private education in the programming, implementation and evaluation of education plans at the national level.

The corresponding sectoral planning unit co-ordinates its activities with those of other Divisions of the Ministry of Education.

Supervisory liaison officers are responsible for co-ordination with the Board of Education and the Board of Technical Education, and with the Department of Secondary, Specialized and Higher Education and Teacher Training, the Department of Education in the Arts, the Department of Physical Education and the School Health Department.

By virtue of these co-ordination arrangements, an agreement has been concluded with the Board of Technical Education, which is to inspect and supervise the application and fulfilment of the specifically technical aspects of plans and programmes. It will also evaluate theoretical and practical teaching and the standard of equipment of workshops, workrooms and laboratories.

The National Private Schools Service will keep check of all matters relating to general education and compliance with the incorporation régime, in accordance with the terms of Decree N° 371/64 and the corresponding regulatory legislation.

/In co-operation

In co-operation with the Department of Audio-Visual Education, a meeting was arranged for the purpose of giving Heads and owners of private educational establishments information on audio-visual media and the importance of their application in secondary teaching. The aim is to establish bases for the organization of courses to train private school teachers in the production and use of the media in question.

In the financial year 1963/64, the sums allocated to the subsidizing of private educational establishments, in compliance with the terms of Act N° 13,047, totalled 4,050.3 million Argentine pesos. This represents an increase of 1,010.0 million pesos over the allocations authorized for the financial year 1962/63.

The efficiency of the inspectorate has been improved by the following measures:

- (a) The incorporation of additional teaching and administrative supervisors;
- (b) The organization of advanced training courses for teaching and administrative supervisors;
- (c) The application of a systematic programme of tours of inspection, organized on the basis of the geographical situation of private educational institutions (province, department and locality) as well as of levels and branches of education.

OUT-OF-SCHOOL ACTIVITIES ORGANIZED BY THE DEPARTMENT OF PHYSICAL EDUCATION, SPORTS AND RECREATION

As was pointed out at the Inter-American Seminar on Over-All Planning for Secondary Education, held at Washington in 1959, the secondary school is not primarily an institution in which a certain amount of knowledge is imparted, special skills are acquired, examinations are passed in specific subjects and certificates of proficiency are obtained. Its direct and principal purpose is to encourage and guide the adolescent along the road to maturity.

Education is a single whole, of which physical education is an inseparable part. The educand cannot be considered to have built up an integrated personality if his physical side has not been properly developed. Defective physical training affects not only bodily well-being, but also, to an appreciable extent, the emotional, mental and social evolution of personality.

On the understanding that the formative activities of physical education cannot be confined to the systematized curriculum, the Department promotes and executes throughout the country extra-curricular programmes which cover some of the basic aspects of the educator's task. Thus a set of established out-of-school activities exists, which satisfies pressing interests and needs of the adolescent's personality, and gives him the chance of exercising a variety of potential aptitudes.

/Among these

Among these extra-curricular activities, mention may be made of the following:

- (a) Inter-school competitions;
- (b) Educational camps;
- (c) School clubs;
- (d) Physical education centres;
- (e) Activities of the Recreation Division.

Inter-school competitions

Pierre de Coubertin notes five key qualities in the practice of sports: initiative, perseverance, thoroughness, self-discipline, indifference to danger. Into these characteristics is packed a wealth of moral values.

Inter-school competitions are organized throughout Argentina at four levels: local, zonal, regional and national. At the national level, eight regional delegations are set up, each of which has a specific jurisdiction (región del Plata, Centro, Cuyo, Litoral Norte, Litoral Sur, Noroeste, Patagonia, Buenos Aires). The establishment of zonal delegations in charge of teachers of physical education, and the activities of the regional inspectorates, facilitate the organization of the competitions. In the current year (1965) more than fifty specialized teachers are working ad honorem as zonal representatives throughout the country. The sporting events in question are, in numerical terms, the largest-scale competitions held in Argentina.

The Department holds that physical education can make the practice of sports an efficient means to its own formal educational ends, maintaining the view that from the educational standpoint the dynamics of sports afford excellent opportunities to improve the quality of Argentina's adolescent population. It realizes that the educative value of sports primarily depends upon the teaching ability of the school itself and of the staff member responsible for the educational activity concerned, and throughout the whole vast and complex process of organizing the competitions seeks to encourage and conserve the spirit of sportmanship since all these activities constitute an outlet for potent youthful energies. Inter-school competitions are intrinsically conducive to psychological habits of the greatest value in relation to character training.

Educational camps

In 1958 only two established camps, situated in the provinces of Córdoba and Río Negro, were available for the development of activities of this type. The Department has therefore taken pains to install permanent facilities throughout the country, which, besides enabling secondary school pupils to learn something of their own land, will make it possible to put into effect an intensive youth training programme.

/At the

At the present time, the Department has eight camps in various parts of the country, and the construction of another five is well under way.

Each of these camps can be used by a maximum of 60 pupils at a time, and is provided with all the necessary material and equipment.

The importance of this aspect of the Department's promotional work for the training of Argentine students lies in the opportunity it gives for living in full contact with nature, which entails, first and foremost, continuous and intensive physical activity. From the standpoint of social education, the camps afford exceptionally useful object lessons in the democratic way of life, since they call for the active participation of all members, and therefore make demands on the adolescent as a social being. To those with a natural bent for leadership, the system offers a magnificent chance of developing their gift, and of learning to value it at its true worth and to understand the responsibility involved in inciting and guiding their fellow-pupils.

School clubs

These are secondary school organs which are established, under the guidance of the Physical Education Department, as a means of promoting the free and spontaneous development of the pupils' own aptitudes, through co-operation in corporate activities.

They constitute a valuable means of introducing many innovations at the secondary level without the need for changes in the school organization. A school club conceived on the right lines and given the right sort of encouragement and advisory assistance becomes, as experience has shown, an extremely useful supplement to the formal curriculum.

Membership of such clubs, inasmuch as the pupils have to plan, direct and carry out activities which they themselves determine under the guidance of the teaching authorities, is an excellent way of putting into practice the principle of self-government. The ideal of learning simultaneously to command and to obey is automatically served in the course of the pupil's normal pursuit of his own interests. The clubs are a means of broadening the school's training objectives and enriching the experience that education should afford.

Physical education centres

One of the most serious problems confronting physical education is the lack of suitable grounds and premises for teaching of this kind. The impetus which the Department is giving to the establishment of centres in various parts of Argentina is doing something to remedy this deficiency.

The fourteen physical education centres scattered over Argentina are in the nature of educational establishments which, through physical education, sports, recreation, open-air life, etc., fulfil educational functions making for the integration of the personality of those who attend them, particularly children and adolescents. They are assimilated to the schools, but are open to the whole community in the service of its best interests.

/Activities of

Activities of the Recreation Division

The Department has established a Recreation Division in the belief that its activities can make a significant contribution to the health of the population enjoying the benefits concerned. In co-operation with the National Welfare Council and the National Board of Education, this Division is carrying out an experiment in community development through various institutional units.

Work programmes are arranged on the basis of co-ordination with development committees, mother's clubs and child care committees. The aim is to see that the benefit of these recreational activities is reaped by those children who most need their results.

The term "recreation" is used in the sense of the voluntary, satisfactory and constructive use of leisure in such a way as to help restore vitality and refresh the mind and spirit, thus facilitating the development of a balanced personality. As an individual human being, the child, the youth, the man, needs to experience the natural freshness and gaiety of life, relaxation of tension, play. As a member of society, he needs easy companionship, not subject to a rigid pattern - the pleasurable associations to which Butler alludes.

Department of Education in the Arts

The aim of the Department of Education in the Arts is to set young people, through directives and guiding principles issued to its dependencies, on the road to a thorough artisan and technical training, on the basis of which it will be possible to develop the artistic aptitudes that will find expression outside the classroom in creative activities within the social environment.

At the teacher training level, it is sought to form, out of the students specializing in the various arts, the future cadres that will promote the pedagogical ideal of art as the basis of education, at both the primary and secondary educational levels, which has never been more strongly upheld by the most advanced civilizations than at present. This arduous labour for the sake of building up a community is direct towards restoring a new educational order, through active understanding of the central problem represented by the Art/Technique/Society ratio.

The solution of this problem entails in an initial phase, intensive training of young art students not only in the different arts themselves but also in their application in primary and secondary education, if the radius of action of the creative function of artists and craftsmen is to be extended to the construction of a real community, in consonance with the basic principles of progressive educational theory.

National Board of Technical Education

Technical secondary education under the government educational system operating within the sphere of the Ministry of Education and Justice, excluding those at a provincial, municipal and university level, is maintained and directed through a central agency known as the National Board of Technical Education.

/This was

This was established as an autonomous body by Law 15,240. It is a subsidiary of the Ministry of Education and Justice and is responsible for the management, supervision and organization of technical education in Argentina.

Characteristics of educational services

Free education is given to young people of both sexes between the ages of 13 and 19 years, by means of day vocational or technical training courses at establishments of different types, including industrial training for intermediate-level technicians; vocational training; agricultural education; technical commercial education; training in home economics; and the training of workers.

The courses for secondary school-age young people initiating their training are divided into two periods a day: the first consists of the theoretical part of the curriculum in classrooms and offices, and the second is devoted to mastering the difficulties of the trade and to the acquirement of professional skills and habits in the practical work of the specialty concerned.

Also noteworthy are the training courses in particular trades for young people in rural areas, held by special teaching units which operate for short periods (two years) in places that are too under-populated to permit their permanent establishment.

At a third level within the sphere of CONET's activities, specialized or teacher training courses are held at advanced technical institutes for persons who have completed their training at the various educational establishments.

In this respect, it should be noted that CONET has initiated the training of teaching personnel through the recently established Advanced Technical Teachers's Institute, and the Women's Teacher Training School and its subsidiaries. The latter conducts training and refresher courses for instructors at the national technical schools for girls.

The Advanced Technical Teacher's Institute trains teaching staff and provides advanced and refresher courses for personnel already employed in teaching, as detailed below:

Teacher training courses

1. For teachers of industrial subjects at the secondary school level.
2. For instructors in the various special skills and trades at the primary school level.
3. For teacher secretaries.

/Advanced teacher

Advanced teacher training courses

For personnel at various levels already employed in administering or teaching at subsidiary institutions, e.g.:

- (a) Principals and other administrative staff;
- (b) Teachers at the secondary school level;
- (c) Instructors at the primary school level.

Refresher courses

Designed to keep personnel already employed in teaching - whatever the category, level, special skills or curriculum - up to date with new processes, technological advances, methodology, teaching techniques and fresh ideas on education, from both technical and teaching standpoint.

From the above description it will be noted that the Technical Teacher's Institute is a centre for research, study, information, documentation and dissemination of knowledge in matters related to its specific functions.

A supplementary purpose is to provide training and refresher courses for the supervisory staff of enterprises who are acting in the capacity of instructors or whose functions are connected with personnel training.

Accelerated adult vocational training

Another project that has come into being this year is a section for the accelerated vocational training of adults, in line with a specially programmed methodology. Through this short-term vocational training service, COMET proposes to make good the shortage of manpower in the various sectors of employment.

In addition to the "pilot courses" for operatives, an "instructors' course" is in full swing whereby such personnel can acquaint themselves with the techniques for this programmed system of teaching and apply them in their own places of employment. The aim is that the specially trained instructor should actually spread the system.

It should be noted that COMET, besides organizing and directing these courses, helps to make them successful by assuming responsibility for the payments of remuneration involved, thereby ensuring the instructor trainees' full-time attendance.

Subsidiary institutions

National technical schools (basic cycle)

These institutions provide a three-year basic cycle for skilled operatives and up to one year's supplementary practical training, as consistent with the normal full-time school curriculum (morning and afternoon).

/When environmental

When environmental conditions so require, pre-vocational courses are provided, together with practical work of a general elementary nature.

National technical schools (advanced cycle)

Intended to train auxiliary technical staff as assistants of university-trained professionals or to undertake specific industrial activities at the manufacturing, administrative and project level and/or to serve as a liaison between planning and execution.

The day courses are in line with a six-year curriculum, which is divided into two three-year cycles; the second cycle can be taken at night school spread over four years, as long as the trainees are employed in the special skill taught or some related activity.

The aim of the first cycle of basic and preliminary scientific training is to provide the student with the necessary basis for absorbing the technological, scientific and vocational knowledge imparted in the advanced cycle and to develop manual dexterity and skill in the specialty concerned.

The advanced cycle has a broad technological and scientific content, and includes practices related to such major sectors as: metal transforming, electric energy, telecommunications, electronics, civil engineering, ship-building, electro-metal transforming, aviation engineering, motor vehicle engineering, chemical industries, mining, metallurgy, etc.

National technical schools (worker's training courses)

These institutions provide three-year training courses for workers, with a night school curriculum of 15 to 20 hours weekly.

The admittance requirements are as follows: the trainee must be at least eighteen years of age, be employed in a trade related to the skill he has chosen to learn, and have completed sixth primary grade or fifth grade in a primary school for adults.

Some of these schools have an advanced cycle, as well as accelerated courses of one or two years' duration.

Mobile teaching units (misiones monotécnicas)

These units are established on a temporary basis in places where there are no permanent schools. Their activities consist of two-year cycles devoted to elementary, artisan and industrial technical training in accordance with a suitable plan of theoretical and practical studies covering the following sectors:

1. Agriculture
2. Carpentry
3. Construction
4. Electricity
5. Motor vehicle engineering
6. Rural engineering

Admittance requirements include completion of the sixth primary grade, or else fourth grade and the minimum age of fourteen years.

Upon completion of the course the trainees are given an elementary training diploma in the specialty studied.

Private factory schools

These are maintained by industrial enterprises for the technical training of their apprentices. They operate under CONET's jurisdiction in line with the curricula in force at subsidiary schools and on a double shift system.

These institutions should assure the working minor of real training in a previously determined trade or occupation, taking care that the activities concerned should as far as possible be consisted with the development of technical processes in the work or trade in which he is serving his apprenticeship and should at the same time allow for his age and physical strength.

The theoretical training given in these courses should supplement the actual work done and should include such essential features as cultural, moral and civic training.

National technical schools for girls

Technical training for girls is provided by various subsidiary industrial institutions, vocational training institutes and rural and home economics units (misiones monotécnicas), which prepare young people to work in the home, in rural industries and on the land, and teach them a manual skill which can be used in artisan industry or commerce.

/These institutions

These institutions provide the chance for pupils who have completed sixth primary grade to start their vocational training or industrial specialization in activities compatible with employment opportunities for women. The curriculum is supplemented by courses on civics, physical training, aesthetics and home economics.

The various courses generally comprise two or four-year cycles, in up to 30-hour weekly shifts, about half of this time being devoted to technology and practical work in the specialty concerned.

Adult education

Adults of both sexes may initiate technical studies in the different specialties taught at CONET subsidiary schools.

Co-ordination of studies with other careers

The wide range of courses, specialties and types of skills does not make for a co-ordinated methodology. The only broadly applicable comment is that most of the courses are at once theoretical and practical, with emphasis on active methods, their content being programmed on the basis of research into training and employment needs.

A separate curriculum is prepared for each training institution, and is accompanied by an explanation of its aims and an account of the knowledge or skills taught at that particular stage.

In the specific sphere of technical education, CONET has promoted research with a view to establishing vocational aims which, through a monograph of the profession concerned, makes it possible to determine particular objectives in regard to level and subject, duly integrated for the attainment of those over-all objectives.

HEALTH

From data published by the Ministry of Welfare and Public Health (which may be consulted if required) some health characteristics of the population may be noted, particularly in regard to child mortality by province. As is logical, the child mortality rate depends on the stage of development reached in each area, especially if it is considered that the relatively low rates prevailing in many parts of the country conceal under-registration.

The impression is that the average child mortality rate for Argentina as a whole is fairly high if judged in relation to economic and social indicators, and even to other health indicators such as over-all mortality and life expectancy. This is believed to be a problem of health policy, a concept which is understood to relate - as in the methodology of planning - not only to the volume of resources, but also to their allocation and efficient use. This last point should be emphasized because the efficient use of resources means the co-ordination and regulation of services and activities at the national, provincial and municipal level through a central system, a task which the Ministry of Health has tackled resolutely through agreements with various provinces. It is unnecessary to stress once again the relationship between poverty, disease and ignorance in order to show that child health is dependent upon the factors conditioning them and that the health services are unable to promote health over and above a certain limit because of the social and economic conditions existing in the community.

On the other hand, were it deemed practicable to study local conditions in order to assess - without exhaustive or over meticulous research - the weight of each of these factors with a view so to allocating resources as to favour investment precisely in the sectors obstructing progress or arresting the growth already initiated - whether health, technical training or transport, or the creation of demand for manpower - the diagnosis would make it possible to weigh all factors and draw up a realistic and consistent programme. Any other procedure would be irrational and, however comprehensible it might seem to invest in sectors on humanitarian grounds this would only, as experience has shown, accentuate the disequilibrium.

This is but a reaffirmation of the oft-repeated assertion that health plans must be integrated with the country's development plans of which it forms part.

With particular reference to mortality, it is deemed important to consider the problems on the basis of data for early infant mortality (up to one month of age) in relation to late infant mortality (1 to 12 months of age), which are the months in which the child is particularly sensitive to environmental factors. According to the figures recorded, the early infant mortality rate for the whole country is about 23 or 24 for every thousand live births, based on the fact that over 70 per cent

/of Argentina's

of Argentina's population is in the provinces registering the highest level of development and these averages are following a rising trend. It is interesting to note that this rate is not far off that of the United States and Canada (18-19 per thousand live births), i.e. it is only 30 per cent higher, while the late infant mortality rate for the whole country is from 400 to 500 per cent higher than in those two countries, and this in itself indicates a gap which lies essentially in the environmental factors or, in other words, what planners call health conditioning factors (social, economic and cultural).

This consideration is equally valid if the provinces are compared with one another and it shows the differences between areas in which better social, economic and health conditions prevail and others where conditions are less favourable. Thus, for example, the early infant mortality rate in Jujuy is about twice that of Buenos Aires, while the late infant mortality rate is 500 times higher; this is applicable to all provinces and at the same time makes it possible, by comparison between some of those having the same characteristics, to determine at first sight the areas where mortality is manifestly under-registered.

The above-mentioned distribution of 70 per cent of the population in the provinces enjoying a higher level of living - that is, in urban areas - helps to improve the average figures and raises problems in respect of which the decisions are taken at levels outside the jurisdiction of the health sector, as discussed in the conclusions.

A method which presents important suggestions for the study of these problems in relation to future development plans emerges from consideration of the hospital resources available in each province for care of confinements and children at the breast, as can be seen from the table entitled "Obstetrical and pediatric beds for every thousand live births, by province". The table classifies the provinces according to the demographic areas to which they belong in line with the sub-division described above. This approach to consideration of the problem would seem to embrace a good many suggestions, since it is common knowledge that the demographic characteristics are at once cause and effect of nearly all the conditioning factors, not only of health but also of economic and social development.

Naturally, the shades presented are by no means simple, but a first approximation may be given by the provinces which are below and above the national average, and in this connexion there are two types of considerations to be taken into account: those applying to health and those falling outside that sphere, which must be approached from an inter-sectoral standpoint

Medical considerations relate to hospital beds from the angle of their efficient use, and in this respect special attention must be given to those belonging to the public sector, above all in so far as obstetrical beds are concerned.

OBSTETRICAL AND PEDIATRIC BEDS FOR EVERY THOUSAND LIVE BIRTHS

	Number of pediatric beds	Number of obstetrical beds
GROUP I - DEPRESSION AREAS		
Catamarca	14	26
Corrientes	10.7	12.2
La Rioja	11	11.5
Santiago del Estero	10	1.5
San Luis	20	9.2
La Pampa	22	7.5
GROUP II - BORDER AREAS		
Formosa	10	0.14
Misiones	11.3	3.5
Neuquén	12	6
Río Negro	17	20
Chubut	11.3	22
Santa Cruz	40	15
Tierra del Fuego	31	25
Chaco	8	3.2
GROUP III-- EXPANDING AREAS		
Buenos Aires	24.2	29.7
Jujuy	17	39.7
Mendoza	25.7	21
Salta	18.7	11.3
Tucumán	23	15
San Juan	20	13
GROUP IV - STATIONARY AREAS		
Buenos Aires (ciudad)	32.2	39.3
Córdoba	28.5	27.3
Santa Fe	21.58	26.0
Entre Ríos	25	21.07
<hr/>		
Average for the whole country	22	25
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/It will

It will be noted that in the major cities, especially Buenos Aires, the average length of stay for confinements ranges from 7 to 11 days in the maternity wards run by the Ministry or the Municipality of Buenos Aires and their use is below 60 per cent. The figures for the maternity ward belonging to the Faculty of Medicine also indicate that the demand for beds is satisfied in Buenos Aires, inasmuch as they are free and first-class care is given. The same situation exists in most of the big cities and in a good many provinces, so that except for certain provinces where a real shortage exists the installed capacity of maternity beds is equal to the country's needs, since in urban centres and in provinces with 70 per cent of Argentina's population most confinements take place in special institutions under a system of pre-payment or social or mutual welfare. There are three kinds of problems: (a) the efficient use of public sector beds, as resolved by a competent hospital administration; (b) cultural factors which cause, and in some provinces and distant areas aggravate, a potential shortage of beds because of the lack of demand, a shortage which is rendered more acute for want of competent personnel to administer them efficiently and to promote a bigger demand for hospital care in the case of confinements and pregnancy; and (c) geographical factors, such as isolated areas, lack of good roads and a scattered population, which add considerably to the cost of any type of health infrastructure established.

Pediatric beds

The number of pediatric beds fluctuates widely from province to province, as may be observed in the above-mentioned table, although here again efficient use is made of them. These beds are used by children aged 1 to 4 years, an age group which is particularly sensitive to conditioning factors and is generally neglected in health programmes inasmuch as nearly all the emphasis is placed on children at the breast. Argentina's mortality rate in this age group is 3.5 per mil, which is relatively low compared with other Latin American countries. This is due essentially to the satisfactory food conditions throughout the country, with the exception of certain pockets or areas with nutritional deficiencies where supplementary feeding programmes could be implemented with excellent results. The main causes of death in children aged 1 to 4 years are: influenza and pneumonia; congenital malformation and certain childhood diseases; accidents, food poisoning and violence; and diseases of the digestive system (gastritis, enteritis, etc.). This spectrum is not very different from that presented by the developed countries, although the mortality rate is higher. Such a level and structure of mortality in the age group considered is a reflection of the socio-economic conditions and, in particular, of the nutritional characteristics and possibilities of the bulk of Argentina's population.

Again it should be recalled that these are average figures and, therefore, in several provinces the mortality rate for children aged 1 to 4 years is well above the average; but the fact remains that as a correct diet is the most important individual factor in the protection of child health in this age group, it is neither difficult nor costly to provide enriched foods for the particularly susceptible groups in those areas, since modern technology facilitates their inexpensive preparation.

/Mortality rate

Mortality rate of school-age children and adolescents

The child's entry into school closes the hiatus in child care between the ages of 1 and 5 years and he becomes once again the object of care in various forms: feeding through school lunch programmes and immunization through inoculations which are compulsory at the beginning the primary school cycle. Attention should also be drawn to the medical and dental care given in school clinics. Besides diminishing the element of risk, such activities reduce the mortality rate of this age group (5 to 9 years) to less than 1 per mil (about 0.8 per mil) and that of the 10-15 age group to 0.7 per mil, the chief cause of death being accidents, which have displaced other causes and are three times as frequent as the next factor in order of importance, i.e., nearly the same proportion as in the United States.

In these age groups education becomes a priority need, particularly in view of the relatively high figures for dropping out in the primary cycle throughout Argentina: only 35-40 per cent of the children enrolled in the first grade of primary school complete sixth grade. Emphasis should be laid on the importance for national development of training technical manpower, which indubitably rests on primary education as the base of the educational pyramid.

In this age group (5-14 years) health questions are undoubtedly concerned with preventive measures and early diagnosis, and school clinics - which need not be established permanently in all schools throughout the country - could, with the co-operation of grade teachers, be transformed into an efficient operational base for investigation and early treatment of incipient symptoms which in time might prevent normal growth and proper adaptation to environmental conditions.

Maternal and child care programmes

There is no doubt that the most susceptible group as regards health is that of children under 5 years of age and the public sector bodies responsible for health care give priority to their work in that connexion.

Activities in this sector are carried out by the Maternal and Child Service of the Ministry of Welfare and Public Health, which has programmes in execution throughout the country. All action to promote health in Argentina must allow for the fact that it is a federal State and one of the essential functions of the national services is precisely to regulate, advise and co-ordinate the different administrative organs in order to avoid overlapping and dispersion of effort. Another important function is to promote the work of the provincial and municipal authorities, as well as personnel training and the investigation of specific points relating to the rational programming of activities.

This Service operates in the field through 306 centres, whose basic aim is to establish periodic check-ups for pregnant women and children at

/the breast,

the breast, although the idea is to extend their action, as a first stage, to pre-school children. These check-ups should obviously take the form of early, continuing, first-class and extensive care through the following activities:

- Periodic clinical examination
- Immunization
- Nutrition
- Health education

The writer is not unaware, however, that health education, although essential, cannot be quantified in terms of the yield obtained in specific programmes.

In view of Argentina's characteristic features, it has been deemed advisable to establish five categories of centres in relation to the number of inhabitants of each area in which they are established, and the staff of medical practitioners, obstetricians, nurses, social workers and auxiliary personnel is in line with those levels. The activities to be undertaken are divided into basic activities which include promotion, protection and certain types of medical care for both the mother and the child up to 6 years of age, and supplementary activities which are carried out by some centres and include, in addition to the basic activities, personnel training and research (food surveys, studies of growth and development, etc.).

The procedure of establishing in the interior medical practitioners with pediatric training, contracted on a full-time or part-time basis, responds to the need to make good in part the shortage of doctors in certain areas which are unattractive to the medical profession. Thus, the distribution of medical practitioners in Argentina - now grouped primarily in the major cities - is being solved through the adoption of health policy measures.

The action of these centres is co-ordinated with that of the nearest welfare centres with the purpose of providing over-all care, since the essential idea is to stimulate the demand for check-ups by pregnant women and by mothers on behalf of their children. The inclusion of midwives in the team is consistent with the need to intensify medical care of pregnant women in order to bring down the rate not only of peri-natal but also of maternal mortality, which in Argentina is at the relatively high level of 0.8 for every thousand live births.

It is important to stress that the supplementary rations of powdered milk are distributed primarily to children and mothers who attend the clinic for their periodic check-up, with the purpose of promoting care for the healthy child at the breast, since at present 80 per cent of the visits to these centres are prompted by sickness and only 20 per cent

/of them

of them are for health check-ups proper, and this situation is repeated both in conurbations and in provinces where different socio-economic conditions prevail. It should be noted that nearly all the provinces and many municipalities have undertaken maternal and child protection through programmes that are often similar to those carried out at a national level; thus, as will be seen in the section on financing, the efforts at all these levels combine to protect health.

The Maternal and Child Service has prepared basic principles for adoption by its subordinate agencies under the jurisdiction of all sectors, in compliance with its function of regulating activities. From the operational standpoint, the modus operandi is to sign agreements with the various provinces by virtue of which the provincial agencies likewise undertake to invest specific sums in the activities carried out under a common programme. The organization of a common programme which is financed by complementary contributions would appear to be the best procedure for co-ordinating health policies at the different administrative levels (national, provincial and municipal) provided for by Argentina's Federal system of government. This approach does not only apply to the activities of the Maternal and Child Service, but is the expression of general ministerial policy aimed at co-ordination with the provinces through the Federal Health Delegations and a Department for co-ordinating these Delegations, which operates at the ministerial level and gradually shapes the policy of regulatory centralization and operational decentralization.

/Financing

Financing

Since child mortality and morbidity are most acute in the low-income sectors, public sector investment is logically channelled into health protection programmes which take special account of these sectors. It is therefore important to establish the level of public expenditure on this sector of maternal and child health. The current budget of the Maternal and Child Service is 503 million pesos. It should be recalled that if the budget is considered over a series covering the past seven or eight years, although expenditure in current pesos increased every year, at constant prices it represented a diminishing purchasing power. This trend was not broken until 1964 when additional entries raised the Service budget to 320 million current pesos, that is, over and above the values for the preceding years at constant prices. This progressive trend in the budget is emphasized during the present financial year when it reached the figure alluded to above, which represents a notable increment over previous years.

This budget is broken down as follows:

	<u>Percentage</u>
Expenditure on contracted staff	55.2
Deliveries of milk, medicines and vaccines	40.9
Capital investment	1.6
Other items	2.3

Under the head of milk, medicines and vaccines the bulk of the expenditure is accounted for by the distribution of milk, which fluctuates around 150 million pesos, while the investment in medicines is 24 million pesos, and an estimated 4 million is spent on the purchase of vaccine, since other programmes are carried out by the Service for the Control of Transmissible Diseases.

As stated above, in order to estimate public sector expenditure in this field, the investments made by provinces and municipalities should be added to the national authorities' budget. Ministry action is aimed essentially at the specially susceptible sectors - i.e., whose economic, social and cultural conditions are weakest - particularly the recently urbanized groups surrounding the major cities which, as all over the world, live under highly unsatisfactory conditions because they have to absorb the impact of adverse circumstances which have all the shortcomings of urban life but none of its advantages, such as environmental sanitation.

Among the provincial programmes, attention should be drawn to that which the Province of Buenos Aires has been implementing for several years through Health Centres and Child Protection Centres, particularly in the marginal sector of Greater Buenos Aires, which is the focal point of child mortality, although it is not confined exclusively to that area. This

/province deserves

province deserves special mention because with the funds made available under a special law for maternal and child protection, the Health Promotion Service budget has reached the significant total of over 1,000 million pesos, which represents 14 per cent of the provincial health authorities' budget.

The contribution of the remaining provinces may be estimated at 300 million pesos annually, but it is difficult to break it down as the items for maternal and child protection are often included in the aggregate items.

Added to these contributions are those effected by the municipalities, especially that of the City of Buenos Aires and of Greater Buenos Aires, many of which carry out programmes with their own funds; hence public sector investment in the programmes concerned, through the provincial health authorities, is estimated at 2,500 million pesos, which at today's rate is about 15 million dollars.

But this is not all the public expenditure in this field: in addition there are the specific sums expended on health by other ministries, such as the Ministry of Education, through specific agencies, and the subsidies granted to private institutions for the purpose of maternal and child health and protection.

As a last comment on financing, it should be remembered that this figure excludes the expenditure on hospital care for mother and child, both as in-patients and out-patients, which is difficult to estimate because it would be essential to have data not only on the specialized institutions concerned, but also on the children's and maternity wards of the general hospitals under national, provincial and municipal jurisdiction. Suffice it to say that the current budget of a single service - the "Pedro de Elizalde" Children's Hospital in Buenos Aires - is some 350 million pesos, which at today's rate is over 2 million dollars.

After the activities in the specific field of maternal and child health have been passed in review and their programming noted, attention should be drawn to the difficulty of demarcating activities. Action in other fields which has an indirect impact on maternal and child health is, to all intents and purposes, an indirect investment in the health sector, as will be seen in the "Summary and final considerations". Obviously, an environmental sanitation, water supply and sewerage programme must undoubtedly have repercussions on child pathology and mortality, by reducing some of the chief causes of mortality in early childhood. The same considerations apply with respect to tuberculosis or malaria control.

Quite apart from the health projects relating specifically to children, health measures can be classified in two broad groups: firstly, practically direct action embodied in other programmes (inoculation, tuberculosis control, environmental sanitation, malaria control, parasitic disease control, etc.) and, secondly, genuinely indirect measures which do, however, affect the level of child health and the use of resources; but this is a broad subject which will be dealt with more fully later.

/As regards

As regards the programmes included in the first group, such action as more or less directly affects the child will be summarized briefly below.

Tuberculosis: Inoculation of new-born infants with the BCG vaccine has been approved by law and is carried out primarily in urban centres and in child births occurring in maternity wards and hospitals.

It is not easy to establish how far this law is complied with or the extent of its coverage, but the relevant Service estimated that 30 per cent of live births are inoculated with the BCG vaccine. The Tuberculosis Control Service of the Ministry of Public Health has laid down regulations for the use of this vaccine, dispatches it to Centres throughout the country and promotes the extension of this practice to confinements at all levels, in both public and private institutions.

In the same way, one of the guidelines for programming tuberculosis control directly affects school-age children. Based on the epidemiology of the disease, modern notions of programming its control counsel that patients be placed in areas where the best results can be obtained from research, and an increasingly popular technique is to investigate the indexes of infection among school-children with a view to identifying the groups in which the index is above the average, since it is in these children's home environment that the disease will be found to be most prevalent. A secondary result of the study of infection indexes at schools is the inoculation of groups showing a negative reaction and the protection of children running the gravest risk of contracting the disease.

Water supply programme: The supply of piped water in Argentina is the responsibility, and falls within the jurisdiction, of an autonomous agency, namely, Obras Sanitarias de la Nación. However, the small population centres are excluded from this agency's programmes because of the high cost of supplying water to under-populated rural areas. By way of solving the problem, the Ministry of Social Welfare and Public Health has organized and is now implementing a water supply programme for communities of fewer than 3,000 inhabitants, in co-operation with the Inter-American Development Bank (IDB) and with the collaboration of the province, with which agreements are concluded with a view to enlisting the support of the community benefiting from the programme and channelling its financing through the Federal Government.

Given the high cost of health measures in rural communities, particularly in large, sparsely populated countries, there is no doubt that the supply of potable water is one of the activities that will most affect child health.

As regards immunization, the Service for the Control of Transmissible Diseases is responsible at the national level for the programmes of inoculation against transmissible diseases and, by co-ordinating its action with that of the provinces and backing their activities, a notable

/coverage has

coverage has been achieved. Attention cannot but be drawn in this connexion to the work done through the medical institutions operating within the educational sector, which supplement the immunization projects by taking care of the school-age population.

Broadly speaking, the school-age population's health is taken care of between the health institutions (hospitals, polyclinics, etc.) and the clinics that are under the jurisdiction of the educational sector.

To conclude, it was established above that a great many health measures, completely outside the specific sphere of child health, nevertheless had an indirect impact on it, resulting from the interaction noted between the various health activities and their relationship with the community in general.

If consideration is given to any health sector programme, however far removed it might seem from child health, it will be seen to have some influence on child health protection. In a nursing training programme, for example, an improved standard of work must bring benefits in the way of child care. Likewise, a programme for rationalizing hospitals, which would bring the infrastructure of hospital services into line with a regional system and enable the demand for care of ineradicable diseases to be met at a lower operational cost, funds being thus freed for use in maternal and child protection programmes, cannot be considered separately from child health.

To cite another seemingly far removed case, an occupational health programme in an unhealthy productive environment (a mine or a factory), in promoting productivity, brings about an increase in the gross regional product, which undoubtedly has a highly beneficial effect on the children of the families concerned.

These programmes selected at random are designed to draw attention to the need to consider the situation on the basis of integrated health plans instead of through programmes organized in the form of water-tight compartments. Health sector planning aims precisely at expressing the objectives that are implicit in every health programme, harmonizing the result of activities through the cost-effect measured in terms of deaths averted or diseases prevented. Only thus - by establishing priorities, selecting targets, making good use of resources, and taking an over-all view of the health level of a programme area and of the structure of that level can resources be so allocated as to produce optimum results.

Nevertheless, however broad this picture might be, a really operational approach would be through the over-all inter-disciplinary analysis of health and health care, within the framework of the community in which the child and man live and in relation to the factors conditioning their health: economic conditions, housing, culture, education, etc. This analysis is referred to in the final considerations of the present study.

NATIONAL WELFARE COUNCIL

The federal system of government in Argentina makes it difficult to obtain accurate information "on social conditions and programmes in the country", since each province takes independent action without Government intervention.

In spite of this federal system of government which grants autonomy to provincial governments, there is a marked uniformity of approach with respect to the present social policy, implemented at the different government levels, whose central concept is supported by most of the provincial community and non-governmental public welfare agencies.

The Government, through its ministries, assumes responsibility for the planning and administration of the social services, confiding their execution and supervision to specific decentralized agencies, some of which enjoy financial and administrative autonomy.

The tendency is to grant various welfare benefits, with a view to incorporating them in an integrated social security system which would cover the widest possible range of social services.

Notwithstanding the efforts made by institutions for some years, it is only recently that methods making for efficient co-operation, reciprocity and co-ordination in respect of social service projects have been gradually introduced.

Social services began to be co-ordinated a few years ago, an understanding being gradually established in favour of increasing reciprocity in existing relations between institutions engaged in related welfare activities.

An example of this procedure is the work done by different public and private institutions which, on the basis of a uniformity of concept and action, organize their activities through technical teams and establish common objectives.

In this respect, the National Welfare Council has successfully established relations with other public and private institutions, drawing up plans of action and substantiating agreements for immediate implementation.

This procedure has been adopted by some provincial governments with which the National Welfare Council has co-operated in its capacity as supervising agency in this field.

The First Conference on Social Welfare held in December 1961 paid special attention to the need to co-ordinate public and private projects.

/It was

It was emphasized that as the co-ordinating action of private welfare institutions directly benefited the community, it was for the latter to intensify the spread of information on their objectives, aims and projects and on those of federations and associations, with a view to obtaining the support, encouragement and understanding of the groups and individuals which form part of the community.

Interest was aroused in the need for technicians to accomplish this co-ordination, since it was recognized that up to a short while ago social welfare activities were carried out by volunteers, whose efforts constituted the foundations of Argentina's present institutions.

A tribute was paid to the work done by those volunteers, and it was deemed imperative to co-ordinate activities at all levels throughout the country, for which task social service specialists would be required.

The National Welfare Council of the Ministry of Welfare and Public Health is the State agency primarily responsible for promoting the welfare of families, groups and communities through its various services.

According to the laws and regulations governing its operation, this agency has a binding obligation to take part in the orientation, channelling and co-ordination of all matters relating to social service, applying the various social welfare methods in daily practice through its dependencies.

It has special services for the care of individual welfare cases, community organization and development, subsidized workshops for the handicapped, subsidies, homes (for children, young people and old people of both sexes), old peoples's homes and a transit home.

It takes care of the registration, advisory and auditing services in respect of public welfare institutions, and has facilities for the provision of emergency assistance and care of disaster cases, etc.

Since the Council programmes are carried out on an inter-sectoral basis, steps are taken to co-ordinate its activities with the various agencies taking part in their execution. An example of this is the work done in marginal districts where action is taken jointly by the Municipality of Buenos Aires, the Ministry of Welfare and Public Health, the National Board of Education and private organizations which offer valuable co-operation.

"The Council, through the Community Organization and Development Division, wishes to abolish the deep-rooted handing-out system - a paternalist image of the super agency (public or private) that is expected to provide everything - in favour of organizing the community for the public welfare.

This involves the process of progressively and effectively establishing and maintaining the balance between social resources and needs within a specific radius of action or, on the other hand, a process of adaptation and change in the direction of objectives which have long been desired or whose achievement the community has learnt to desire.

/These definitions

These definitions of organization, which entail a complete change in the activities vis-à-vis the problem of existence in emergency shanty towns, fail to reveal even approximately the magnitude of the effort needed to attain the proposed objectives, nor do they make clear to the unenlightened the direction of the action concerned. There is no question of locating shanty towns, since it is an axiom of the system to understand and accept the community as it is and where it is.

It is not a question of altering personality, but of stimulating its development to the peak of its capacity and potentiality, based on recognition of its inherent values. This method entails integrated action directly or indirectly related to the material, social and moral aspects of community life. Its purpose is to make the most of the unceasing improvement in the whole community, to ensure the full participation of all its members and to secure the co-ordinated assistance of all the institutions concerned with the problem".

This work embraces a number programmes which include the following:

Day care centres, sometimes run by mothers who can spare a few hours to help in this project.

Youth associations, under the name of clubs, which group together children and young people. These clubs instil in their members a spirit of fellowship which teaches them to be sociable and makes for mutual respect and understanding, since the environment of physical and intellectual growth strengthens their characters and enables them to adapt themselves from an early age to community life.

Boy scout troops: The discipline of healthy physical training is intended to inculcate into children and youths a spirit of co-operation and solidarity.

Mobile courses: Arts, crafts and skills which the child of impecunious parents can master according to its vocation.

Mothers' clubs: These institutions are devoted in particular to the mother and child. They prepare the woman for her essential function - maternity -, teach the elements of pre-natal, natal and post-natal puericulture, and take care of the child from birth to adolescence from the standpoint of its psychological, physical, moral and social training. Stress is laid on training the mothers to adopt proper standards of hygiene in the home, teaching them something about dietetics and anything else that might improve the family's living conditions.

Attention should be drawn to the large number of parishes in marginal districts which are at present performing large-scale social works for the benefit of the child and the family, which are co-ordinated by the Parish Council.

/There is

There is also a Baby Sitters' Service belonging to the Mothers' League and to the Argentine Baby Sitters' Association.

The purpose of the Division for Registration, Advisory and Auditing Services in respect of Institutes is to register the existence and operation of all social welfare institutions, public and private, in Argentina, and to perform the necessary auditing.

Protection of minors

The following measures are adopted at the national level to deal with the problems and needs of children and young people:

- (a) Programmes which benefit them directly.

Institutions for destitute children and young people:

In line with the categories in which children and young people are grouped in paragraph (b), there are four kinds of institutions, in addition to which are those serving as classification centres:

1. Institutions for minors guilty of serious social misdemeanours which involve actual law-breaking: 2 for boys and 1 for girls.
2. Institutions for minors with behavioural problems which compel them to be removed from the family environment: 3 for boys and 1 for girls.
3. Institutions for normal minors who have been removed from an unsuitable family environment, including children and young people with no school background: 6 for boys, 7 for girls and 4 mixed.
4. Institutions for the mentally deficient: 3 for boys and 2 for girls.
5. Institutions which serve as classification centres: 2 for boys and 1 for girls.

- (b) Special categories of children and young people.

The Council classifies minors under its jurisdiction in the four groups mentioned above which are strictly in line with the type of institution in which they are lodged. For the sake of clarity and in response to this question the classification is repeated below:

1. Minors guilty of serious social misdemeanours which involve actual law-breaking.
2. Minors with behavioural problems which compel them to be removed from the family environment.
3. Normal minors who have been removed from an unsuitable family environment, including children and young people with no school background.
4. Mentally deficient minors.

/Budget:

<u>Budget:</u>	1960	320,585,579 pesos
	1961	369,272,110 pesos
	1962	456,520,859 pesos
	1963	571,742,000 pesos
	1964	754,297,500 pesos
	1965	971,775,950 pesos (subject to revision)

A study of the components of the first three groups in this classification (the fourth or mentally deficient group is influenced by purely biological factors) reveals the following:

a) Group 1 is not very large. The fact that two boys' institutions with a total capacity of not more than 120 inmates and one girls' institutions with room for 100 are enough to house this type of minor without difficulty shows that so-called juvenile delinquency is not a serious problem in Argentina.

The adolescents and young people in these institutions are usually from the lower-income sectors, have a low school attendance record and frequently have the mental rating of a moron.

(b) Minors in group 2 have the same characteristics as those classified in group 1, but their anti-social behaviour takes a less serious form (vagancy, stealing, clandestine prostitution by girls, etc.); they are strongly influenced by their social and family environments, where not only is a blind eye turned to their non-attendance at school, but their behaviour is condoned or overlooked, while they are sometimes thrown on the streets owing to the breaking-up of their homes.

A study of family situations within this group shows the following results:

	<u>Percentage</u>
Abandoned by mother	11.7
Abandoned by father	18.1
Abandoned by both parents	11.3
Separation of parents	14.5
Death of mother	5
Death of father	8.1
Death of both parents	3
Sickness of mother	2.4
Sickness of father	2.4
Sickness of both parents	1.5
Both parents out of work	3
Drunkenness of mother	1.7
Drunkenness of father	8.6
Drunkenness of both parents	0.3
Mother in gaol	1.1
Father in gaol	1.1
Other reasons	6.2

/The following

The following is the level of school attendance in group 2:

	<u>Percentage</u>
Illiterates	25
Lower first grade	22.5
Upper first grade	19
Second grade	15
Third grade	10
Fourth grade	5
Fifth grade	1
Sixth grade	0.4
Secondary level	0.1

(c) Group 3 includes normal minors whose situation is the result of shortcomings in the family environment which jeopardize their social and moral development. Some of them are children and young people with no school background because their families did not insist on their attending school at the proper time. The institutions for these minors range from kindergartens to secondary establishments - national schools, commercial schools, technical schools, etc.

Action required

The social conditions reigning at the present time, the high rate of industrial development combined with the resulting improvised urbanization, the lack of proper housing for these new urban contingents with its sequel of promiscuity, and the uprooting of the family owing to population shifts from rural areas evidently create conditions which make for the destitution of minors, but which are also compelling the Council to plan differently for the future on the basis of the social and economic changes that the community is undergoing.

Many of the existing institutions are organized along the lines of the type of society prevailing in Argentina at the time they were established. Their purpose is to train rural workers, for which they possess a good deal of land, in some cases hundreds of hectares. This training is inappropriate now, since the inmates come from urban centres and will have to return to them. Hence, they should be gradually transformed into suitably equipped technical education centres, a costly undertaking for which part of the funds could be obtained by selling land that is no longer required, and keeping only that used for physical and psychiatric treatment in the way of farm work.

It is not an easy problem to solve when it concerns institutions that have been willed to the Government for a specific purpose, which was adequate enough at the time but is no longer so. In this case an agreement will have to be reached with the heirs.

NATIONAL INSTITUTE OF AGRICULTURAL TECHNOLOGY AND
FAMILY AND RURAL COMMUNITY ACTIVITIES

Introduction

"The National Institute of Agricultural Technology (INTA) was established for the purpose of promoting, intensifying and co-ordinating agricultural research and extension in order to accelerate the introduction of new techniques and the improvement of the agricultural enterprise and the rural level of living."

To that end it will pay particular attention to agricultural extension, by providing educational, technical and cultural assistance for the farmer and his household and helping to improve the community to which they belong.

The underlying philosophy of extension may be expressed in four essential principles:

1. That in a society the value of the human person is supreme;
2. That the home is the basic human group of civilization;
3. That the family is mankind's first educational institution;
4. That any permanent civilization must rest on man's association with the land.

The underlying philosophy of extension

If the underlying philosophy of extension services is to secure the betterment of the agricultural worker, his household and the community to which they belong, stress should be laid not only on the improvement of agricultural techniques but also on efforts to promote the development of individual personality in men, women and young people. To that end, extension work should embrace not only agricultural programmes but also, and with equal force, those relating to the human process in the whole rural population.

Rural home and 4-A clubs

Hence the importance of the work connected with the rural home and young people. It is necessary to make available to the rural household the means for increasing production, and thus to promote the development of a sensitive, brotherly spirit which will knit its members more closely together and imbue them with the feeling that they are striving for something that will bring about a genuine state of well-being.

Within the extension activities, organized groups of women and young people should work hard enough to produce material goods that will satisfy human needs, and should constantly strive to improve their quality.

/This would

This would be in line with the patterns of human behaviour which establish basic procedures for performing so difficult and complex a task as that of endeavouring, through agricultural extension, to develop persons before things, and for assisting the rural household to help itself to rise above its present level.

This work is performed through specific or occasional projects, but there is always a readiness to co-operate with the rural community leaders, groups and enterprises, and any kind of educational project would be planned jointly.

In this practical assistance to men, women and young people in rural areas, which involves factors and situations favouring the crystallizing of the extension agent's educational efforts, a vitally important function that must not be overlooked is the training of leaders, who play a highly useful role in extension activities.

Agricultural extension is an extra-curricular educational process in which both adults and young people learn by actually doing things. In other words, it is an association of governments, institutes, agricultural enterprises and the rural population aimed at providing services and education with a view to meeting the rural population's needs.

Its fundamental aim is the integral development of the individual personality.

The woman is the guide, mainstay and prop of the home, a partner in exploiting the land, and an inexhaustible source of energy which is constantly renewed and revived through the children.

The children are the country's potential and are destined to take full charge of the agricultural enterprise, within a modern technological context, and to manage the home in accordance with the principles underlying a satisfactory level of living. This will be based on the research and contributions which nutrition, health, family relationships, administration and other sciences place within the reach of a well-established home in an effort to make it the corner-stone of the nation's moral, social and cultural potential.

Programmes implemented by the household in the rural community

In INTA's current social welfare programmes a special effort is made to reach the largest possible number of young people and women in the rural area. Accordingly, the established aim is to secure the participation of as many households as possible and it is sought to provide technical assistance to as many rural inhabitants as possible through the leadership system. Therefore, the new programmes pay special attention to the selection, encouragement and training of leaders for programmes involving young people and housewives.

/These programmes

These programmes are based on the training of leaders to co-operate with extension experts in reaching the whole population, as consistent with the principles whereby men, women and young people play an active part in improving rural conditions. The promotion of this leadership system permits the gradual development of the individual who, as an interested party in the extension process, makes his contribution to the programmes, in which the interests and problems of the interested parties are clearly defined, and therefore accepts and adopts recommended practices for the accomplishment of specific activities as a basis for the implementation of future projects.

There are at present 604 rural home and 4-A clubs. The projects carried out by the members relate to agriculture, dairy improvement, breeding stock, bee-keeping, pig-breeding, poultry-keeping, vegetable-growing, cultivation of cereals, fruit-growing, citrus fruit nurseries, etc. Projects for the young people include: public health education, home management, family relationships, and introduction to a good and balanced diet. In this respect, a plan is under way for raising the consumption of milk among young people in rural areas.

For the rural home clubs which include female agricultural workers there are such projects as diet improvement, and to this end a survey of food habits is being conducted in Rafaela and Corrientes in an effort to bring about the necessary changes through the adoption of the kitchen garden as a means of obtaining a proper diet for the rural household. Some health programmes which have been carried out include: health campaigns, the establishment of first aid posts in such remote parts of the country as Rosario de Lerma (Salta), Plaza Vieja (La Rioja) and Goya (Corrientes), while others are in process of being set up. Medicine chests have also been installed in rural areas.

The organization of neighbours' associations for the improvement of roads, transport and communications has been intensified and assistance has been given to schools, libraries, hospitals, etc.

Furthermore, women have been given lectures on their children's education at an early age and in adolescence, and material has been prepared for campaigns on education for young people during adolescence and preparation for marriage.

In order that the work done in the rural communities should have a scientific basis, social research services are now being introduced to deal with problems affecting the household; in this respect studies have been carried out on housing, and a further study on indexes of the level of living is planned.

The following is the general aim of the programme in so far as the welfare of households is concerned:

"To bring rural households into community development activities through their participation in rural home and 4-A clubs or similar organizations, and to promote voluntary leadership".

/The goals

The goals are:

1. That the 4-A and rural home clubs should function through their own efforts under the guidance and direction of voluntary leaders.
2. That within five years not less than 10 per cent of the households in the agencies' area of influence should have a member participating in the youth and home economics programmes, whether as a member-leader or through a co-ordinating agency.

This brief report is intended to describe INTA's activities through its extension services to households and young people. The plan is being implemented through advisory assistance services to young people and housewives, and specialists at the national and regional level, following a study of the problems that need to be clarified before agricultural extension services can be instituted.

/LEGISLATION

LEGISLATION

There are a great many laws at the national level in Argentina dealing with the care, tutelage and protection of minors.

(a) These include both substantive and procedural laws, e.g.:

Law 10903: on the tutelage of minors.

Law 11317: on the employment of minors and women.

Law 12921: which amends Law 11317, setting up the Committee on Apprenticeship and Vocational Guidance.

Law 13944: on non-compliance with the duties of family care.

Law 14367: suppressing the distinction between legitimate, natural and illegitimate children.

Law 14394: on the legal system in respect of minority, raising the minimum age at which a person is legally free to contract marriage, and on family welfare.

(b) It should be noted that, in order to protect the child and the mother, special agencies were established at a national level in the spheres of administration, health, education, vocational training and social adaptation.

The Maternal and Child Service was set up by Law 12341 in 1937 for the specific purpose of studying all aspects of social hygiene for children in Argentina - particularly in regard to eugenics and mortality - and of its dissemination, of creating and allocating all resources in respect of pre-natal care, confinements, etc.

Law 11933, on the protection of maternity had already been enacted in 1934, as amended by Law 12111 (1934) which established the system for maternity protection in the case of government employees and workers, and Law 12339 (1939) affording maternity protection for employees and workers in private enterprises.

(c) In 1963 regulations were issued in the field of social welfare and health, and the National Welfare Service and Social Service Institute came to form part of the National Welfare Council.

(d) In the educational sphere, the National Board of Education and the National Board of Technical Education handle all educational, vocational and technical training matters affecting minors.

(e) In connexion with the social adaptation of minors, orphans, the morally and materially destitute, minors in danger of moral degeneration, criminal offenders and crime victims, the Government has established special agencies for the administrative and legal protection of minors.

/In accordance

In accordance with Laws 1893 and 10903 the tutelage of minors is a right of judges at the national and provincial level and of the Public Ministry of Minors. In Buenos Aires and other parts of the country this right belongs to the judges who are concerned with questions related to minors (Law 10903, art. 4) and to the defenders and counsellors of minors.

At first the Minors' Department was a dependency of the General Welfare Service which later became the National Welfare Service under Law 13341. Decree-Law 5285/1957 established the National Minors' Council and Decree-Law 5286/1957 amended Laws 1893, 10903, 12952 and 14394.

In 1959 the National Council for the Protection of Minors was set up under Law 15244. It is responsible for the functions incumbent on the State in relation to the protection of minors, as provided for by the existing Law, irrespective of the powers enjoyed by the Judiciary in this field.

Argentina does not lack administrative bodies for the protection of the child and the family in Buenos Aires and other parts of the country, but rather they need to be remodelled and adjusted, and the efforts and services co-ordinated in the essential task of affording complete protection for the child, the adolescent, the minor and the family.

SUMMARY AND FINAL CONSIDERATIONS

The "policy and planning approaches to the needs of children and youth", in the words of the guidelines for preparing the present report, may be examined from the standpoint of short-term problems or long-term considerations. In the first place, account should be taken of the possible impact of development plans on minors and their families and, secondly, it should be determined how far young persons will be able to contribute, in the future, to the successful implementation of plans as and when they are integrated into active economic life.

In the particular case of Argentina, the short-term problems are related to the situations brought about by the economic and social development process that this country has been undergoing during the last few years and to its general characteristics.

In general, the problems of children are dependent upon the socio-economic indicators in the different areas. The scheme drawn up by Mardónez divides Argentina into two broad areas: (a) the Federal capital city and the Buenos Aires, Santa Fe, Córdoba and Mendoza Provinces, and (b) the rest of the country. In 30 per cent of the first area are to be found 70 per cent of Argentina's total population, 82 per cent of the manpower engaged in secondary activities, 90 per cent of its total bank deposits, 90 per cent of its taxpayers, nearly 90 per cent of its professionals and 88 per cent of its medical practitioners. Other indicators (illiteracy, infant mortality, public health resources, age structure of the population, etc.) show similar disparities, and this permits a tentative approach to the problems affecting children and young persons in the two areas. The infant mortality rate - one of the most reliable indicators - was 47 per mil in the first area as against nearly 80 per mil in the second, which is probably a conservative estimate since failure to record vital events is more marked in the second area. As regards mother care, suffice it to record that 75 per cent of the total number of obstetric beds are to be found in the first area, where 55 to 60 per cent of the total number of births take place.

Further examination shows that in the area where conditions are more favourable the infant mortality rate is somewhat higher than might be expected considering the economic indicators concerned, and this fact may also be observed in many important provincial cities in the second area. The urbanization process, which in the past fifteen to eighteen years has carried large contingents of families from the country and small towns to the major cities, is clearly responsible for these social problems. The emergency population centres that have grown up to encircle the major cities reflect the transition from a pre-industrial society to an up-to-date type of industrial society, and it seems obvious that the characteristics of this process should be studied inasmuch as it has already been described by economists, sociologists, educators, public health officers, etc.

/There is

There is no doubt that immediate measures must be taken to protect children in such circumstances, and this would constitute the short-term stage alluded to above. Immediate steps should be taken to mitigate in part the serious effects of urbanization - apparently an inevitable component of industrialization and development in present times - on family life. In some degree, the proposed activities resemble medical care services, in that they merely correct a process whose roots strike far deeper. Nurseries for children of working mothers, tuberculosis inoculations for school children who are constantly exposed to infection, and health education in an environment without sanitation can do only so much to remedy the unfavourable impact of these circumstances - which are similar to those prevailing in Europe and the United States after the industrial revolution - on children and young persons.

Given the palliatory nature of these measures, it is nevertheless impossible to ignore the above circumstances and the need for investment, primarily in social projects, in order to do everything possible to mitigate the adverse effect of the urbanization process on children and young persons. To some extent, these are factors for correcting maladjustment to the environment and the community, designed to prevent future restlessness and resentment. This means that although only short-term objectives, these concepts forge a link with the long-term aim, and it must be reaffirmed that these short-term plans form (or should form) a single whole with the long-term investment projects.

Much the same problems emerge from consideration of the problems of children and young persons in the manifestly under-populated rural areas, i.e., the shift of the young economically active population with no chance of being educated to rise above the circumstances of their environment and become a dynamic factor of change - thereby altering the trend noted in these areas for many years - a shift which has the effect of depopulating the countryside and polarizing the population.

The following is a brief review of the context and distinguishing features of the problems of children and young persons in Argentina. The predominating factors are undoubtedly the size and geography of the country which impose on it not only many of its visible characteristics (type of production, communications, regionalism, etc.), but also, in conjunction with historical factors, its organization as a federal State. The economic regions are shown on the map contained in the annex. As regards the economic side of the picture, the gross product rose at an average annual rate of 2 per cent between 1950 and 1963, albeit irregularly, with periods of faster and slower growth. A recognized reason for this is the persistence of a productive type of structure aggravated by a weakening of the economic and social infrastructure.

For purposes of this report, a marked incompatibility is noted between the expansion of exports necessary for obtaining the foreign exchange to invest in development projects, and the increase in the

/consumption of

consumption of foodstuffs, clothing, etc., which means a higher level of living for the population.

There are also regional disparities which indicate widely differing levels of consumption and are in line with completely different socio-economic and cultural structures, as may be noted from the relevant indicators.

Some general features from a demographic standpoint are the low population density, its concentration primarily in urban areas, growing urbanization, and the relatively slow growth of the birth rate which is the same as that of the developed countries.

The classification of Argentina's problems according to population characteristics into expanding, declining, stationary and borderline areas would seem to be a highly useful analytical device, which could be used even more extensively inasmuch as it permits the interrelationship of all factors and their inter-action, including a relationship between economic and social factors. From a pragmatic point of view, it facilitates forecasting on the basis of the projected trends imposed by the conditioning factors if the present policy is maintained, thus making it possible to allocate investment in line with priorities based on a diagnosis of the situation and with the targets chosen. In a word - and this point will be reverted to later - it precludes the possibility of conflict or competition between investment in different sectors or between sectoral investment and over-all plans.

From the standpoint of health, the average infant mortality rate for the whole country is 60 per mil, with disparities between the various areas and a relatively high rate for infants under twelve months, which is the reflection of adverse environmental factors. Above that age, the rates are fairly reasonable, although the protection of pre-school-age children must not be neglected, particularly in regard to food. The rates for older children indicate a satisfactory adaptation to the environment.

As regards education, while the infrastructure would appear to be adequate, there is a high proportion of dropping out. The efficiency of the education system can be measured by the percentage of the population incorporated therein, that is, the percentage of children of a given age group enrolled in the appropriate course of studies.

In primary education the coefficient is 88 per cent and in secondary education 28.44 per cent, which means that out of a hundred Argentine children between the ages of 13 and 18 years, 28 attend secondary school. This indicates a deficit if it is recalled that the developed countries are imposing compulsory secondary education for the whole population in view of the demand for skilled labour entailed by development. In

/university training

university training the coefficient is 10 per cent, which is satisfactory, although both university and secondary education will have to be reoriented and attuned to the country's needs, with a view to encouraging those careers which have become of strategic importance for development (agricultural engineering, mining, the physical and chemical sciences, etc.) and curbing those that have predominated in the past, (medicine, the law, teaching, etc.). These concepts are not intended to imply contempt for the humanities nor to propose large-scale technical training, but rather to demand a balance which Argentina needs for its economic development, since the present imbalance is in favour of the professions carrying least weight in the development process.

Child protection, in so far as health is concerned, is basically the responsibility of specific national, provincial and municipal health services operating through hospitals and maternal and child care centres. The tendency is to co-ordinate all existing institutions of, whatever service, in order to make the best possible use of available resources.

The National Social Welfare Council does important work in the protection of children and families with the idea of integrating the family in community life. There are also a large number of well-organized public welfare institutions, both State subsidized and privately sponsored, which are concerned in one way or another with child welfare.

In rural areas, the National Institute of Agricultural Technology (Instituto Nacional de Tecnología Agropecuaria - INTA) does a great deal to promote the rural household through its 4-A Clubs and its own manifold activities, raising the level of living in areas which are of particular importance as far as national development plans are concerned, in the light of agriculture's fundamental role in the national economy.

/Final considerations

Final considerations

The problems involved in the protection of children and young persons in national development and the part such activities are called upon to play may be approached from different standpoints with differing results according to the point of departure.

As against the traditional approaches which usually start off with the request that development plans should give special consideration and priority to children's needs, an approach more closely in line with the whole set of development problems and with the main criteria now influencing the allocation of investment is now believed to be more realistic.

Although there can be no question that child welfare is one of the highest aims of any policy, it is equally true that immediate steps to safeguard the welfare of children through investment in social projects would make it necessary to divert funds from long-term investment designed to ensure development, with the result that the future growth rate would be slowed down and the resources invested in the social sector would, in their turn, diminish. In essence, the questions at issue are balanced development and the choice of investment, always a painful issue because the finest human feelings are involved.

Attention should be focused on simple concepts, such as, the fact that infant mortality is in relation to income at both the individual and the community level; therefore, could there be a more practical way of improving children's health than by promoting the growth of a country's gross product? It is difficult to deny the validity of this query, particularly in the light of recent experience in several countries, where it was proved that health activities are not enough to maintain specific health standards if social and economic conditions deteriorate. In simplified terms, the disjunctive is as follows: which investment is best for the welfare of future generations, that designed to improve their lot as children or that ensuring a demand for manpower when they are ready to join the labour force?

Moreover, to narrow down the time element, the following question might be asked: what does most promote child welfare, a demand for manpower which provides the assurance of steady work and an adequate income for their fathers, or welfare centres designed to deal with the distortions caused by a low level of living?

This criterion, emerging from the application of the methodology for development programming, leads to the conclusion that the basic problem is to identify the sectors, whether economic or social, in which investment is urgently needed in order to increase the gross product.

For this purpose, the first step is to abandon the traditional practice of considering economic and social investment as separate and conflicting projects, and to divide the funds between the two sectors as compatible with efficiency, on the basis of the policy adopted and of a given strategy for accomplishing its aims.

/Such issues

Such issues should be considered exhaustively by the Conference, specific points should be elucidated and the items for discussion should embrace the concepts for directing future policy illustrated in this study. In the case of Argentina, attention will be confined here to certain points which cannot be neglected.

The starting-point is the affirmation contained in the National Development Plan 1965-69 to the effect that it will be carried out within a federal and democratic system, i.e., that the community must play an active and deliberate part in its implementation. This same point of departure highlights the importance of the social sector, inasmuch as social projects - in view of their impact - must necessarily become strategic factors in promoting the community. Investments must therefore be chosen so as to bring the maximum benefit to the national community, whatever the type of investment and whatever the administrative jurisdiction considered. That is how the situation is envisaged in the National Development Plan, which sets the essential targets in the various sectors (steel-making, energy, the petrochemical industry, transport, etc.) and allocates the appropriate investment funds.

Viewed from this angle, the need for common objectives referred to in the following terms by the Federal Investment Council becomes an all-important issue: "The position can be summed up as follows: there are twenty-five public decision-making centres (one at the national and the rest at the local level); each centre has its own set of economic policy instruments that it can use independently... and each has its own objectives... which often overlap or conflict. Moreover, ignorance of the existence of certain common objectives precludes concerted action to accomplish them".

Investment in the social sector should therefore be envisaged as part of this whole instead of as isolated projects within the precepts of traditional social welfare and investment therein. It should be selected in accordance with the priority imposed by its contribution to development, on the one hand, and by its importance as a starting-point for development programmes and community organization, on the other.

There is one basic concept, however, which cannot be ignored under any circumstances, and that is that all development plans and the growth of income deriving therefrom are merely instruments for attaining objectives which go very much further, since they involve the most transcendental values of mankind. In all the assertions made here this fundamental principle is borne in mind.

"Lastly, it must be clearly established that implementation of the Plan should not be based on statistics alone. It is common knowledge that problems at the social and human level may arise in the implementation of development plans and that the neglect of these problems, which is so characteristic of totalitarian planning, might seriously injure social groups, local cultures, community feeling, etc." (National Development Plan, 1965-69).

/It is

It is essential for those responsible for channelling sectoral investment to have a clear insight into the set of problems involved in a country's economic and social development and to handle the resources of the pertinent sectors in a manner compatible with approved policy. This will prevent instances - often recurring in the Latin American countries - of investment which, though successful, contributes nothing to the Development Plan: technical schools in areas where it is impossible to establish efficient industries; population stabilization programmes (housing, medical centres, etc.) in areas whose development is impracticable; population control programmes in places where it is important to form a domestic market, etc.

An essential point which should never be lost sight of is that a child is not an isolated human being but a member of a family, and this in turn forms part of a community. In the first place, therefore, any attempted approach to the problems of children and young persons should be made through the family as the basic unit.

Thus, investment promoting the family economy, integration and well-being must appreciably outweigh that concentrating on the individual child. The foregoing observation is particularly applicable to rapid urbanization areas where the traditional family is gradually transformed into the modern family.

In this context, the disjunctive does not lie, therefore, between investment benefiting children and investment not benefiting them or even neglecting them as such; rather it is a question of what investment - whether specifically benefiting children or benefiting them indirectly through the family or the regional or national community - helps to promote, over the medium or the long term, economic and social conditions that will make for higher income levels and thereby benefit future generations.

The problems of children in development and the role they must play therein may well become a focal point of interest and a powerful lever during the course of the process. It is a well-known fact that internal saving constitutes a basic factor of the domestic capital formation needed for development projects, and that the consumption of luxury goods is what conspires against such capital formation. A national community may be persuaded to make long-term investments if it is made to see that they are really an investment in children, since it is they who will benefit in the medium and long run. This may well be a major, if not the most important role to be played by children and young persons in development; the emotional response evoked in society by everything relating to children might induce parents to make a sacrifice for the sake of their children's welfare and avoid consuming unnecessary items, a course which would help to accelerate the growth rate.

In conclusion, attention should be paid to the moral values which, though imponderable, play a fundamental part in democratic planning, as established in Argentina's Development Plan. Such values involve the need

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to infuse into children and young persons hope and confidence in their own and in their country's future, and to promote a knowledge of their homeland as a means of strengthening the national spirit and awakening them to the lofty potentialities of mankind.

Lastly, something should be done in the region as a whole to foster a belief in Latin American unity, as yet another directive for the education of Latin American children and young people; the Latin American common market, besides being vital to the Latin American economies requiring supra-national markets, is also an imperative need arising out of the best regional traditions.

Not only should young people receive the technical training consistent with development needs, but they should be educated to think and feel as Latin Americans, so that they will seek a common welfare along the forceful lines envisaged by the countries' founders after independence was won, and in harmony with the region's moral and cultural traditions.

