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DRAFT REPORT ON THE
FOUNDATION OF "MENORES"

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INTRODUCTION

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It would appear superfluous to describe the so many problems existing in Brazil in 1970. They are well known and the last report of our area office in Rio for 1970 is particularly illuminating. However, some of them are directly related to the condition of children and youth and have to be recalled:

- the magnitude of the country, the difficulty of communications creating in the Unity of National Brazil a mosaic of regions different in their ecology and in their social and economic environment.
- The historical and still strong influence of the Brazilian Catholicism on the social development.
- The economic and social inequalities existing between the elite, the middle class and low class, between the population living in the cities, in the rural areas.
- The high birth rate (43%) and the relatively high infant mortality (estimated at 112 in 1965, but as the peak 400 in certain areas of the N.E.
- The rapid demographic expansion in overall growth and spatial distribution (2.4%) per year, (from less than 10 million in 1972 to 90/95 million in 1970).
- The rapid urbanization (31 cities of more than 100.000 inhabitants).
- The economic growth linked with inflation estimated in 1970 as 9% (The real growth has been estimated by the Fundação Getulio Vargas as 7.3 in 1961; 5.4 in 1962; 1.6 in 1963; 3.1 in 1964; 4.7 in 1965; 4.4 in 1966).

Many other features have been studied by sociologists, such as: "The oscillation of the opinion between national self-depreciation and self-confidence regarding Brazil capabilities⁽¹⁾: such as the wide gap existing between idealized institutions and models in one hand and actual practice in another hand⁽¹⁾."

Some features of the Federal and State organization

Despite the difficulties of the political life in Brazil in the past years, the consolidation of the central government has been always one goal of the federal government and, since 1964, has been one of the first objectives of the Presidents in order "to aggregate the necessary power to govern the fragmented pluralism of Brazil⁽¹⁾".

(1) A note on Brazil - East Coast South America by James W. Rowe, Vol. XIII, No 5, Brazil.

For example, in the field of health, policy planning, legislation, norms, supervision are in the federal ministry (which finances implementation for a percentage varying from one activity to another), but in fact most of these attributions are taken by the States and the municipalities.

In relation with education, the situation appears to be similar (except in high education), the largest part of the public expenses for primary and secondary school are supported by the State and by the municipalities.

Planning

At the Ministry of Planning (Sub-Secretário de Cooperação Econômica e Técnica Internacional) it was explained that the orientation remains Economic Development⁽²⁾, Economic expansion. However, the goals are to reduce as much as possible "the imbalance of the Brazilian economy both sectorial and regional as well as the bottle necks in the social infra-structure (education and health) and in the administration machinery. But social planning does not exist as such. Housing, water supplies and perhaps the only planned section.

We can summarize the situation as follows: The Government (The President) gives the political orientation and the guide lines. The ministries prepare the sectorial plans. The planning ministry prepares a mini plan in which the coordination of the sectorial plans is insured.

But, insofar, and despite an important international (and bilateral) cooperation, the actions have not been closely linked together. The Department of Human Resources in the Ministry of Planning has now better possibilities of coordination in such problems as education and employment, but, from the interview we had with Dr. Arlindo Lopes Correa, Secretário Executivo Departamento Recursos Humanos in the Instituto de Pesquisa Econômica Aplicada (IPEA) Ministry of Planning, we were told that they still have a long way to go in order to link problems, such as education and employment, in order to establish a reform of education. The plan he has in mind is certainly very good, when the new reform of education is undertaken. This plan consists of utilizing the drop-out in the primary school and in the secondary school in training of three categories of workers, semi-qualified workers, specialists, supervising and teachers.

(2) "Opting for Development" implies acceptance of the idea that it is more important to maximize the rate of Economic Development than to correct social inequalities.

Official coordination of all external assistance is insured by the Ministry of Foreign Affairs.

The difficulty of coordination is perhaps not only the consequence but also the cause of the existence of a very large number of agencies, governmental or private, created for sectorial or integrated action. The multiplicity of undertakings by Ministries, agencies, States, municipalities certainly complicates the planning of programmes and the implementation of projects.

Specific problems relating to children and youth

I can only summarize them since many factors are still unknown.

Health - Health system is poor in the rural areas, insufficiency of pre-natal care, delivery at home or with the aid of "curiosas", large infant mortality from 20 to 400 (153 Natal, 1968 - 246 Teresina, 1968 - 61 Brasilia, 1963):

- Important mortality between 1 and 4-years;
- Importance of malnutrition and particularly protein malnutrition and action of infectious diseases such as measles, giving a high mortality rate.
- 100% in the rural areas, of intestinal parasitoses.

Education - Large number of illiterates, despite matriculation in 1963 around 12 million in primary school, in 1969 13 million:

- Large number of children early school leavers;
- Large number of children repeating;
- Children not attending the school in certain areas;
- Inadaptation of the curriculum. In the secondary 3.000.000 in 1967 matriculated in the secondary with a little more than 400.000 terminating. In university the number of students was 227.000 in 1968, and are estimated at more than 400.000 in 1970.

Vocational training - Unfortunately in large part of Brazil there is no vocational training organized in a systematic way, this applies particularly to agriculture (poor agriculture practice).

Family - Very low income migration from the rural areas, creation of favelas, abandonment of children, etc.

Rural community - Lack of organization, lack of cooperatives for purchasing marketing, etc.

Policy for children and youth

In Brazil like in many other countries of the world, the different ministries are taking care of children and youth problems: Health, Education, Social

Affairs, Labour and Employment, Justice, etc. The Ministry of Planning has one Department of Human Resources but no particular planning relating to child and youth. The same situation exists at the regional level, for example Northeast or Amazonic regions and at the State level.

At the present stage a planning machinery does not exist for coordination of all the sectorial actions in a comprehensive way (health, education, employment etc.).

Until 1964 services for youth were under the responsibility of the Ministry of Justice and were centred mainly on treatment of offenders and institutional care. 1st December 1964 the Government created the National Child Welfare Foundation to define and to promote the national child welfare policy through "establishing basic norms, coordination of plans, financial aid or technical assistance to the agencies carrying out preventive programmes".

National Child Welfare Foundation - FNDEM

This Foundation presents the following organs:

- National Council, composed of 22 members, to which advisers of legal rights, administrative organs, human resources, are connected.

The goals are:

- To formulate and to implement a national policy for the welfare of the young (menores). For this purpose the Foundation is obliged to study the problem in its National and local aspects and plan the solution according to the social realities.

A large decentralization at the State and Municipal level for implementation of the policy, through agreements with local Governments or municipalities. Action oriented towards two different goals: Assistance and technical supervision.

The assistance given by the Foundation to "menores" has been a tremendous success. I have visited in Rio the Institute "Stella Maris", "Padre Severino", and in the suburbs of the city "Quintino". Institutions which are receiving "menores" from the streets, pre-delinquents, delinquents, prostitutes and abandoned children.

The magnificent work undertaken by the Foundation in these institutes has to be commended. The existing psychological climate, the gaiety of the young males and females, the training received by them in many different directions, is certainly for the Foundation a great pride. There are no more jails for children and youth but open institutions in which the young are prepared for a decent life.

Prevention - The prevention task is just at the beginning, but already undertaken in a very constructive way. It is clear that the prevention is one immense task, which touches most of the problems of the Social situation in Brazil.

Prevention can not start from the individual cases, but from economic and social reality.

Due to the fact that Brazil is a country of continental dimension, with so different cultures, social situations from one region to another, the problems involved are extraordinarily big.

We can take two or three examples:

- Despite the rate of growth of the PNB, around 9% in 1970, the economy of Brazil can not absorb all man power available in agriculture or industry. One million of new employments are necessary each year.

In the Northeast SUDENE region, where the standard of living is very poor the unemployment is extraordinarily high (partial or total). The demographic expansion is one of the highest in the world. The periodic droughts complicate such situation and create an enormous undisciplined urbanization around all urban centres, which have a rapid growth, leading often to the disruption of the community and to the break-down of the family. Even industrialization can increase such social problems. We have seen in Mossoró industrialization of salines, reducing the number of unemployments from 5.000 to 200 specialized workers. The roads created in Northeast ^{to} occupy non specialized workers, are absorbing only a fraction of the man power available.

The number of employments in SUDENE has given income to 1.500.000 persons during the past 10 years, when the growth of the population has been around 7.000.000.

We have also seen Petrolina and the irrigation perimeter, in which selected families are cultivating, in excellent conditions, new pieces of land. But such colonization is still only a demonstration for the future. Few families are living here, more will move in during the next decade since the perimeter will be increased to a very large extent, but still out of proportion with the existing unemployment.

New settlements around the big road Brasília/Belen have shown that official colonization is not always a success but, at the same time, spontaneous settlements have created new communities and a new welfare.

We hope sincerely that the Transamazonic revolutionary adventure will give proper possibilities of living to a large proportion of the Northeast population, but that is for tomorrow.

In this social prevention the Foundation has not the intention nor the right to interfere in the field reserved to the Federal Government, such as policy

of health, policy of education, but the Foundation can be the catalyst of policy for the community and the families in many aspects of the welfare of the children and youth. The Federation can also include children and youth in common programme of Development in the net-work organized by the administration, federal or state, where a no man's land exists. For example the health system is efficient in the cities, efficient against endemic diseases, but poor in the rural areas of the Northeast and in many other states where the infra-structure are not sufficient to attend efficiently the rural population.

The same can be said of the Education system in many rural areas, poor in quality, poor in quantity. A large number of children have only two or three years of primary education. The teachers of the primary school often only have four years of primary education. The pre-vocational and vocational training are very rare in agriculture.

The participation of volunteers, in order to improve such basic conditions, have been demonstrated to us in certain experimental projects organized by the Foundation in liaison with AECAR and can be very important assets in the implementation of a policy for youth welfare and for preparation for life.

All these aspects are "prevention". The Foundation with other organizations, such as AECAR, is endeavouring to complete the rural network of basic services and creating a new mentality in the communities. Such policy, which has been remarkably expressed by the President of the Foundation, is in line with the view of the Government and, particularly, of the President of the Republic. In a recent allocution the Chief of State gave due importance to the problems of children and youth: "We have to denounce the criminal irresponsibility in the period preceding the revolution ... My Government has a full conscience of the problem of children. We do not want only assistance but a process of cultural transformation, based on our major values of civilization. The policy of the welfare of children has to be harmonized in the field of Health education, social security, housing, work, in a climate of love and understanding. We are thinking of a policy of Health with Mother Clubs, better nutrition of pregnant mother and at the same time, we want to coordinate the entities already existing to avoid the distortion of aid, the lack of efficiency of individualism in order to dynamize a better assistance to lactating mothers, children of pre-school age.

In the educational field we want a development of a new mentality, with qualified trainers, in order to integrate the "manor" in the community within the aspect of regional particularities.

For this purpose, I am considering opportune to direct a meeting, with all

governors, who will be elected in 1971, in order to apply the experience of the Foundation.

This statement of the higher authority in Brazil, is highly encouraging for the Foundation and gives to the Council and to the President the authority to continue to implement, on a larger scale, a National policy for "manores" through studies on the problem, planning, orientation, coordination and financing of the bodies which are executing the programmes.

Methods

Excellent features have been introduced by the Foundation:

Elaboration of the policy and norms at the central level.

Mobilization of the public opinion on the problems of children and youth.

Programmes formulated toward priority problems as typical problems.

Integration of all sectorial actions.

Decentralization of action at the local level for a close contact with the reality.

Execution by existing or to be created local organisms.

Utilization of all local possibilities resources, such as administration, universities, agencies (with particular emphasis on justices).

Creation of a community spirit throughout all existing services, ~~by training~~ in agriculture, education, justice, etc.

Participation of the youth (secondary schools and universities) in the work in close contact with the community and, particularly, with the poorest communities, in order to create a feeling of solidarity.

Technical and financial assistance given by the Foundation, when needed and more important than anything else, large priority given to training, training of the trainers and in a second step training of the personnel in contact with the community.

Realization

The first phase has been an extraordinary demonstration by the Foundation of the efficiency of the methods adopted for rehabilitation of the "manores" and the creation of model institutions for demonstration and training, such as Quintino in Rio.

The second phase Prevention, is just at the beginning, but the results already achieved in few centres are demonstrating how efficient the programme is, in relation with the new mentality created in the community and with the large participation of young people. I have not the possibility to describe all activities I

have seen in Maricá, Patos, Petrolina, Messoró, during this trip of two weeks and I will only summarize my impressions.

1. The participation of the community in this pioneering effort is tremendous. The community spirit exists and youth of all conditions are closely working together.

2. The participation of the universities (in Messoró particularly) of the normal schools, of the secondary schools, boys and girls, towards the welfare of the community, is one of the biggest success of the programme.

3. The work done in the slum areas seems to have a particular influence on this "marginal" population - psychologically and socially.

4. The courses organized in the different sectors of activities represent a very large spectrum including many aspects of pre-vocational training and education.

I will quote particularly dress-making, hygiene, sanitation, health education, nutrition, puericulture, carpentry, masonry, poultry, horticulture, small animal raising, etc.

5. I am considering however, that perhaps too much emphasis is being given to activities such as broderie, artificial flowers, which are not necessary in the modern world and would be a good preparation for an active life, ^{and would be interesting} only if a market exists for such goods.

6. Not enough emphasis is being given to aspects of puericulture as such as nutrition which are not taught enough in relation with the crude reality (confusion between cooking and nutrition).

7. It would appear that the training of the leaders has to be reoriented in such aspects.

Recommendations

The work undertaken now by the Foundation is of such quality that I am hesitating to present recommendations, but, perhaps a few suggestions may be useful for the future orientation of the work.

1. Research - The new approach in the Foundation's work requires socio-economic studies of the problem of the children and youth in the different areas of Brazil.

A change in perspective would be considered, since the Foundation will not have to start research from individual cases, but from community studies selected in different areas, either on statistical random basis, or on pre-selected regions in which the new approach would be undertaken.

Such studies will require, among many other factors of economic and social nature, the following research:

Demographic data -

Mortality rate 0-1, 1/5

Causes of mortality

Sociological data

Situation of families

Distribution

Number of abandoned children in the community

Cause of disruption of abandonment, etc.

Ecological data

Health problems

Their relation with the environment and sanitation - housing

Mal-nutrition

Lack of education, etc.

Psychological data

Aspiration - motivation of youth

Unrelation with family

Employment, etc.

Economic data

Education

System of education prevailing

Repeating

Relation between education, vocational training and sources of employment

Levels of living

Part of the income reserved for food, housing, clothing, etc.

Documentation

Many monographies exist already which are giving the economic data but in general they have to be completed in the social-economic sector and particularly in relation to children's problems.

It seems that an office of Documentation is needed to collect and utilize all the data for planning and implementation of action.

Planning

It seems that a closer coordination of the planning in the Foundation with development agencies at the central, at the regional and at the state level will permit to "sensibilise" the public opinion, and the planners on the children problem.

This point has been emphasized in the Conference made before the Escola Superior de Guerra by Dr. Mario Altenfelder, in June 1970: "We emphasize the

necessity of including programs of promotion of family and youth in the development plans".

Center of studies of the young

More importance is to be given to the care of children, particularly to the problems relating to puericulture and to nutrition. With the new training center created by the Foundation in Recife, the difficulties of the first years will disappear, since more coordination in the training, with universities, health personnel, nutrition institutes, will certainly improve the quality of the training.

But the same problem exists with the rural health in which AECAR is involved, and perhaps such problems have to be considered for all the training centers organized by AECAR in order to reinforce the participation of nutrition experts and to reinforce the puericulture programmes, as already done in Vig, oca with the assistance of FAO, WHO and UNICEF.

In order to permit an important impact in the community, supplies by UNICEF have to be re-examined in order to introduce the basic elements of Pediatric and nutrition education, and to supply certain items of pre-vocational training in relation with the local conditions.

Conclusion

The Foundation, has one eminent role to play in Brazil.

The Foundation is preparing public opinion for an overall study of the problems of children and youth, for the elaboration of one comprehensive policy for children and youth including health, nutrition, education, preparation for employment, with the necessary adaptations to the situation existing in Brazil. Already, with the work planned and undertaken for rehabilitation of minors, for prevention, the Foundation has demonstrated the possibility of having a better care of children and youth in the overall social and economic "context" of the country.

This experimental work is preparing an extrapolation of these activities in the less developed parts of the country at the Municipio level, at the village level, with a large participation of youth in order to prevent "marginalization".

The Foundation, which has the confidence of the Government and of the public, is really a key stone in the building up of the future of the nation.

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