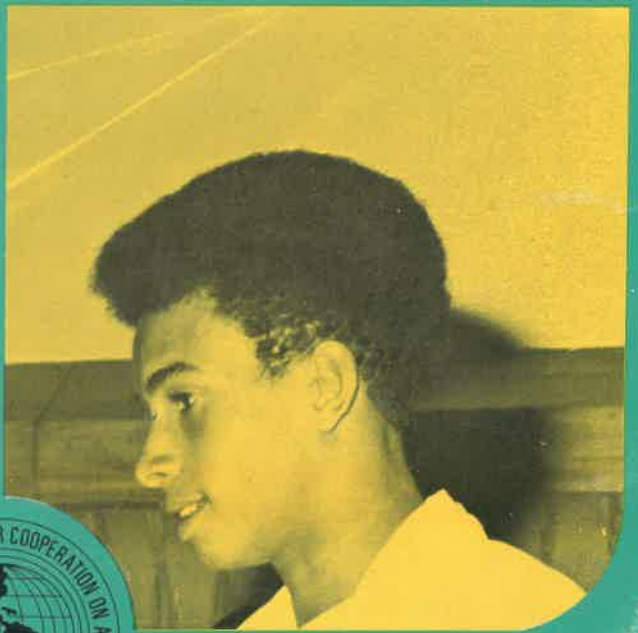


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FAO - IICA
Conceptual Framework for Orienting
Rural Youth Programmes in
Latin America and the Caribbean



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Foreword	3
IICA-FAO Documents	4
Resolutions	5
Introduction	7
I. Some Characteristics of the Under-Development/Development Process in Latin America and the Caribbean	9
II. Considerations on Rural Youth Throughout the Region	13
III. Frame of Reference for Rural Youth Programmes in Latin America and the Caribbean	17
IV. FAO/IICA Action Strategy	23

INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE
Inter-American Secretariat for Rural Youth

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FOREWORD

The Inter-American Institute for Cooperation on Agriculture is the specialised agency of the Inter-American System for encouraging, promoting and supporting the efforts of the countries in attaining their development and rural well-being. It is with special pleasure that IICA presents the publication of the "FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America" for the consideration of directors and technical personnel of national institutions working with rural youth.

IICA's Hemispheric and Humanistic Projection focuses on the rural family as the subject of the development processes. We believe that this concept of humanism finds its expression in the authentic participation of all sectors of the rural population in the social, economic and political institutions and in the true distribution of income and benefits. In this light, youth represent a vital force in the rural development processes.

In order to establish the basic concepts for work with rural youth, a group of experts from IICA and FAO met in Santiago, Chile in October 1973 to draw up the material for this document.

The "FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America" constitutes the basis for orienting our work with rural youth. It was accepted and supported by the delegates of the Seventh Inter-American Conference on Rural Youth held in Caracas, Venezuela in October, 1976. In August 1977, the governing bodies at FAO Headquarters in Rome and its Regional Representation in Latin America approved this document. In addition, the Ibero-American Rural Youth Advisory Council, at its meeting in Managua, Nicaragua in October 1979, approved the adoption of the FAO/IICA Frame of Reference on Rural Youth. Finally, in August 1981, the Director General of IICA officially released this document in a Resolution dated September 2, 1981.

I am very pleased to present the "FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America," in view of the fact that it represents a joint effort between two international agencies concerned with this area. It offers the countries of the region a new working approach to foster the conditions needed for upcoming generations to assume their rights and responsibilities as human beings, citizens and producers.



*José Emilio G. Araujo
Director General of IICA*

IICA - FAO DOCUMENTS

FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS



ORGANISATION DES NATIONS UNIES POUR
L'ALIMENTATION ET L'AGRICULTURE

ORGANIZACION DE LAS NACIONES UNIDAS PARA LA AGRICULTURA Y LA ALIMENTACION

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19 de agosto de 1977

Estimado José Emilio:

Tal como lo conversáramos durante tu pasada visita a Santiago, te adjunto el documento FAO/IICA "Marco de Referencia Conceptual para Programas con Juventudes Rurales en América Latina", el cual ha sido ya aprobado tanto por esta Oficina como por nuestra Sede en Roma. Estamos, pues, de acuerdo, para su publicación en esta versión revisada.

Te agradezco el interés que has puesto en este trabajo conjunto. Entiendo que el documento es una demostración más de lo que puede la cooperación entre nuestras Organizaciones.

Me valgo de esta oportunidad para saludarte con mi mayor consideración.

Pedro Moral López
Subdirector General
Representante Regional para América Latina

Señor
José Emilio Araujo
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El Director General, en uso de las facultades y responsabilidades que le conceden la Convención y el Artículo 6 del reglamento para el funcionamiento de la Dirección General del IICA, resuelve adoptar como documento oficial del IICA "El Marco FAO/IICA para la Orientación de Programas con Juventudes Rurales en América Latina" y los lineamientos conceptuales del mismo constituyen el marco de orientación para el trabajo con juventudes rurales que impulse el IICA como parte del Programa Familia Mujer y Juventud en el Desarrollo Rural, aprobado en la Primera Reunión Ordinaria de la Junta Interamericana de Agricultura.

José Emilio G. Araujo
Director General

San José, Costa Rica 2 de setiembre de 1981

El Instituto es el organismo especializado en agricultura del sistema interamericano. Fue establecido por los gobiernos americanos con los fines de estimular, promover y apoyar los esfuerzos de los Estados Miembros, para lograr su desarrollo agrícola y el bienestar de la población rural. El Instituto Interamericano de Ciencias Agrícolas, establecido el 7 de octubre de 1942, se reorganizó y pasó a denominarse Instituto Interamericano de Cooperación para la Agricultura por Convención abierta a la firma de los Estados Americanos el 6 de marzo de 1975 y que entró en vigencia en diciembre de 1980.

RESOLUTIONS

The Seventh Inter-American Conference on Rural Youth, held in Caracas, Venezuela in October 1976, accepted the FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America, and approved the following recommendation:

“THE SEVENTH INTER-AMERICAN CONFERENCE ON RURAL YOUTH

CONSIDERING:

1. That the FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America is the product of a lengthy and timely study and analysis on the problem of this sector of the population;
2. That this process has led to the conclusion that it is necessary to implement strategies and programmes on such a fundamental matter,

RECOMMENDS:

1. That the Governments reformulate their policies on Rural Youth within the FAO/IICA Conceptual Framework.
2. That the Director General of IICA make special efforts to have this document approved by IICA's Board of Directors so that the Governments can be urged to adopt the Conceptual Frame of Reference for use in formulating their Policies on Rural Youth.”

The Ibero-American Rural Youth Advisory Council (CAIJR), at its Third General Meeting held in Managua, Nicaragua on October 17, 1979, accepted the document “FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America,” and approved the following resolution:

“RESOLUTION No. 1

CONSIDERING:

1. That the “FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America” correctly lays the foundation for a new approach to working with the rural youth of the Americas, and embodies the commitment of two prestigious international agencies that serve the rural development of the Continent, to work with this important sector of the population;
2. That the delegates to the Seventh Inter-American Conference on Rural Youth, at their meeting in Caracas, Venezuela in October 1976, approved a resolution expressing their full support of the FAO/IICA Frame of Reference on Rural Youth,

RESOLVES:

1. To adopt the “FAO/IICA Conceptual Frame of Reference for Orienting Rural Youth Programmes in Latin America,” recognizing that it expresses the principles that inspired the creation of the Ibero-American Rural Youth Advisory Council.
2. That the Directors of the Ibero-American Rural Youth Advisory Council, CAIJR, commit themselves to supporting and promoting the inclusion of this important document when policies are formulated on rural youth in the Americas.”



INTRODUCTION

This document is a revised version of the one drawn up in 1973 with the same title, based on the discussions and conclusions of a meeting held in Santiago, Chile from September 27 to 30, 1971, by a number of the Food and Agriculture Organisation of the United Nations (FAO), the Inter-American Institute of Agricultural Sciences (IICA), and Inter-American Rural Youth Programme specialists. Their object was to establish the bases for orienting Rural Youth Programmes in the region.

The purpose of the document is to establish the conceptual framework and action strategy which FAO and IICA have adopted for their support of Rural Youth Programmes carried out in Latin America and the Caribbean.

The present stage of development varies from one country to another throughout the Hemisphere. Hence, this document's interpretation of reality may not be valid for all the countries of the region.

The international technical assistance agencies which have subscribed to this document have done so in the expectation that it will constitute the needed thrust for developing actions which can be modified according to the national reality in each country.

The document deals successively with the following topics:

- I. Some characteristics of the under-development/development process in Latin America and the Caribbean.
- II. Considerations on rural youth throughout the region.
- III. An orienting frame of reference for rural youth programmes in the region.
- IV. The FAO/IICA action strategy.



I. SOME CHARACTERISTICS OF THE UNDER-DEVELOPMENT/DEVELOPMENT PROCESS IN LATIN AMERICA AND THE CARIBBEAN

Rural youth, like all human beings, are the product of the society in which they live. Thus, all aspects of their life —particularly of a social, economic, political or cultural nature— reflect to some degree the principal characteristics of their society. Among these under-development and its maze of conditioning factors are predominant.

Under-development is not just a matter of technological and economic backwardness as compared to developed countries. Rather, it is an historic process of economic, social and political stagnation caused by two closely related factors: external dependence and internal domination. Both are characterised by the concentration and control of production factors in the hands of industrialised countries or local, dominant minorities.

Rural under-development is conditioned by a double dependency: that of agriculture vis-a-vis the other sectors of the national economy, and that of production oriented toward export markets from which high priced, sophisticated inputs and technology are imported, causing a situation of diminishing returns in terms of exchange (balance of payments). Both dependencies are also linked with the existing agrarian structure. Internal dependence is also established as a result of the latifundia/minifundia relationship which should not be defined only on the basis of the relative size of property (land tenure system) but rather as the whole socio-economic complex. The latifundia, minifundia and Indian-held lands constitute opposite poles of the same social structure shaped by the following characteristics:

1. The wealth generated by those who participate in the production process does not provide everyone with the same benefits such as education, health care, housing, social security, etc.
2. As a result two social groups are created: those in possession of the means of production and those with no access to these means. At the same time these two large groups are further divided into the following general categories:
 - a. Large landowners
 - b. Renters — large holdings
 - c. Medium-sized landowners and renters

- d. Small landowners
- e. Minifundia owners and tenant farmers
- f. Renters – small holdings
- g. Part-time and full-time day labourers

The different categories are determined by the relationship between ownership and control of the means of production. The first three constitute the wealthy minority.

3. Representatives of the groups in control of the means of production have their own established concepts and values that constitute a system of ideas which fundamentally expresses the interests of their group. These values are transmitted by social institutions such as school and family, which assume the role of slowly and systematically moulding personalities.

Given the above, it is evident that development cannot be limited merely to economic growth. Development must have two dimensions: the economic, determined by the continuous growth of goods and services; and the social, determined by the number of people who benefit from that growth, and the way in which they benefit. In this respect technology, although necessary, is never sufficient to achieve development. Thus, a redistribution of the productive resources is essential for the following reasons: to assure that wages are commensurate with the worker's relative participation in the formation of goods and services; and to prevent the hegemonic control by minorities over production incentives such as marketing, technical assistance and credit.

In this sense development means that all physical, human, political, economic and social resources are at the service of all. This concept has been specifically expressed by the Governments of the Americas on two occasions:

“Development, as a process, is not just growth with the limited objective of increasing production. The United Nations has repeatedly accepted a much broader definition of development. This implies the redistribution of wealth and productive resources, and the increased participation of all sectors of the population in their social and political institutions. The development of Latin America and the Caribbean should be considered a process of structural change which implies institutional modifications and the creative participation of the entire populace, not only increased production. . . Strategies which only modernize technology without structural change limit the concept of development to just one dimension, thereby diminishing their effectiveness and bringing even technological change to a standstill. If technological modernisation is not accompanied by essential social transformation, they can actually become negative factors within the development process”*.

* Resolution adopted at the XI FAO Regional Conference for Latin America, in Caracas, Venezuela, October 12 to 20, 1970; and at the VI Inter-American Conference of Ministers of Agriculture, Lima, Peru, May 5 to 16, 1971.



II. CONSIDERATIONS ON RURAL YOUTH THROUGHOUT THE REGION

Rural youth* comprise between 50 and 70 percent of the total youth population in Latin America and the Caribbean. Their situation can be generalised as follows: totally inadequate living conditions; malnourished; without any real access to the basic elements of education or culture; often deprived of parental protection because of the lack of sufficient means to support a whole family; and without access to the services and benefits of society to which they have in inalienable right.

The causes of this situation are the same as those of economic and social under-development in the region as well as of the cultural and economic dependency associated with under-development. This means there is only a very slow increase in job opportunities; insignificant improvements in productivity with resulting uneven income distribution; little or no dynamism in the agricultural sector in fulfillment of its main function for economic development; expensive and inefficient industrial production earmarked to satisfy middle and upper class needs; a disproportionate geographic concentration of economic activity in violation of an efficient utilisation of natural resources and pronounced growth of the services sector. In addition to these factors inherent in under-development there is an accelerated demographic growth rate which translates into a majority population of young people, many of whom are forced to migrate toward urban areas; a traditional system of values which, even in rural areas, discriminates against female wage earners, scorns manual labour and rewards intellectual effort; highly deficient labour markets; and lastly, obsolete educational systems which continue as apparently irremovable anachronisms, even within a framework of national societies in the process of rapid change and modernisation.

An appropriate definition of youth as participants in the development process should take into due account the several roles played by youth regardless of age. For purposes of this document the combination of roles fulfilled by these young persons have been classified into three categories: Youth as Human Being, Youth as a producer and Youth as a citizen.

Youth as a Human Being

In most cases the objectives of traditional education have not been formation of human being – understood as a conscious being oriented toward creativity and the transformation of its environment. Rather, the object has been to mould a self-centered human being, giving him a minimum amount of irrelevant knowledge. This is transmitted

* Especially those of the last four categories listed under No. 2 on page 2.

in a way which provides little chance to discover the real world in which he lives. Schools only serve to reinforce an authoritarian tendency which the existing social structure has moulded into the student's personality.

The pedagogy still used in much of the region tends to emphasise memorisation with almost no place given to critical and constructive work the develop creativity and the personality.

The concept of youth as human being also implies that non-formal education should contribute toward overcoming the traditional influence of other social institutions including the family, the traditional school system and job relations which may have affected the normal development of his personality.

Youth as citizens

To be a citizen it is not enough just to know the constitution and present laws or be permitted to vote. One must also know how the government functions at all levels, the structure of political power, and be knowledgeable about all the parties operating in the country. It is just as important to participate consciously, critically and in an organized manner in the selection of leaders and in controlling them through local grass-roots organisations.

This critical social conscience with results from an overall perception of the real world stimulates the active participation of youth in the development process. The experience allows young people to later join and participate in other organisations such as unions, cooperatives, leagues, federations, local governments systems, sports centers, neighbourhood councils, health centres and others.



Youth as a Producer

Due to the low income levels of rural families, children and youth frequently constitute an additional labour force to help alleviate family poverty.

As potential participants in the development process youth have two basic alternatives in agriculture: to become producers, thereby increasing the supply, or to train themselves to more effectively enter the existing social system in general terms and more specifically the production process. In the latter case, they will continue to be mere production factors. In order for rural youth to be fulfilled as active participants in the development process they must first prepare themselves to participate in transforming the agrarian structure and the production relations this will generate.

Since existing controls and services (credit, technical assistance, marketing, infrastructure and others) have a direct bearing on present agrarian structure it is essential that the youth of today sense the urgency for transforming them. It is very important for youth to conscientiously realize that without those structural changes agriculture will continue to stagnate, the speed and volume of rural/urban migration will increase and urban unemployment will worsen.

Moreover, given the limitations of productive employment in agriculture and the vocational inclinations of youth, it is essential that rural young people be informed about and trained in different occupational alternatives. These could include agro-industry, industrial technology, and basic services including administration, accounting and cooperatives.

Similarly, the creation of new job opportunities for young women in the field of technical training will permit their inclusion in the economic and social process of national development. This active participation of young women can be achieved as an integrated process through the implementation of production enterprises in such areas as arts and crafts or agro-industries where the economic, social and cultural aspects will complement one another.



IICA



III. FRAME OF REFERENCE FOR RURAL YOUTH PROGRAMMES IN LATIN AMERICA AND THE CARIBBEAN

1. The Relationship of Youth and the Different Social Strata

To assure the active participation of rural youth in the development process — from a methodological view point — this segment of society must be dealt with as a special group when planning the development process. This is justified since:

- a. The largest demand for services (particularly education, housing, health and social security) is from the youth segment of the rural population.
- b. This segment is also the largest group within the rural population affected by unemployment and under-employment, migration and income distribution problems.
- c. The participation of youth in all stages of development is the key to assuring needed changes in the nature and content of this process.

In focusing on youth as a specific group for methodology purposes, this approach must also take into account that there are marked differences between sub-groups depending on social extraction, whether from urban or rural areas, differences of sex, and their place within the productive structure. Other differentiations will be based on the countries themselves, the regions within a country, types and areas of crops cultivated, types of social organization, etc.

This focus has the following characteristics:

- 1) Harmony between the general development objectives and the more specific objectives established for youth groups within a given rural population is assured.

This is essential since rural youth is a social group based on age rather than on the different social strata or classes (campesino, labourer, middle-class, etc.). Therefore, it should be considered within an overall context of the major groups that make up a given social reality.

- j. The programmes should promote youth organisations that provide opportunities for active participation in their own groups. This is essential if the youth are to participate with self-critical attitudes in organisations such as cooperatives, unions, political parties, local governments, etc.
- k. For rural youth programmes to comply with the conditions outlined above, it is absolutely essential that special attention is paid to personnel training.

3. Some Specific Aspects about Youth Programmes

a. Protection and Improvement of Family Life

The aim of this field of action is to care for youth at the two extremes of their generation and to provide the support needed to help them enter the adult working world. On the one hand, efforts should be made to rehabilitate youth – both physically and spiritually – from unhappy or abnormal family and/or school situations. On the other, help is needed to obtain the means of subsistence and the services that will promote the proper development of young, newly married couples. Every effort should be made to increase the volume and quality of available services in the areas described earlier and to substantially reduce their cost so as to assure these services reach the largest majority.

b. Educational Reform

Efforts should be made to correct the more serious deficiencies and errors of the educational system in rural zones. It is immediately evident that the educational problem is more than one of quantitative extension, although this is also important.

The very content and social function of the traditional educational system ought to be reviewed. The old system hinders substantive changes from coming forth which would prepare today's youth to take their place in the working world and society.

Nearly all of the existing educational systems are organised in such a manner that from the very beginning they are oriented toward directing the individuals, almost exclusively, toward attaining higher levels of education. Thus, all those that abandon the system, no matter at what level without obtaining a university degree, are made to feel that they are not adequately trained nor possess the minimum elements necessary to enter the working world under acceptable conditions.

c. The organisation of development as a function of employment, spatial distribution of population and income distribution.

Next, one must list the main objectives concerning employment and the labour force, income distribution, rural-urban balance and internal migration in each national situation. These objectives should be included

in all development models, adapting them to the specific conditions of each. A good way to initiate this task – for which there are already innumerable models – is to begin with the new job openings on the labour market and with the youth who have recently entered this market.

On analysing the list of objectives it will be noted that the most necessary actions are those concerning the creation or strengthening of institutions and the obtainment of better information on national realities.

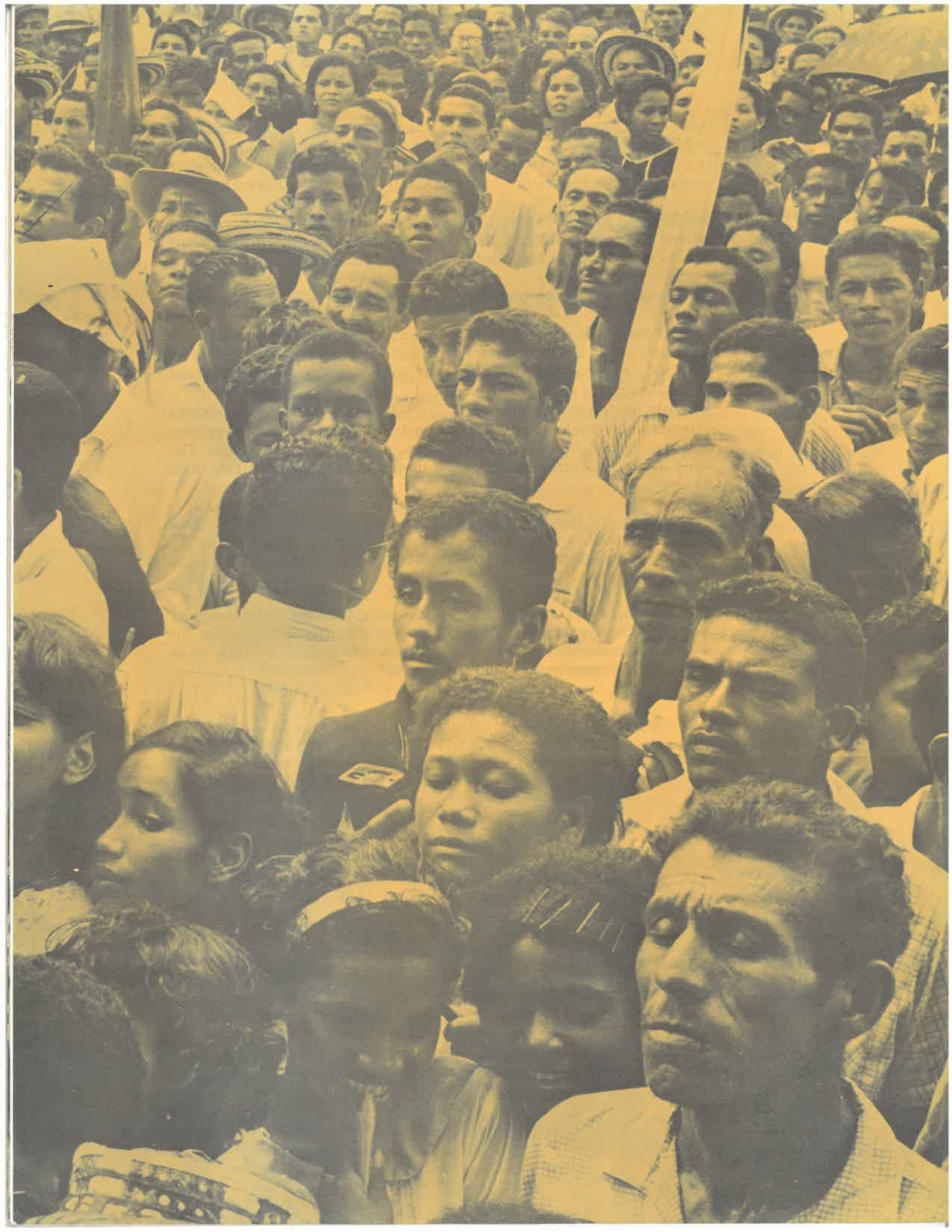
d. The reorganisation and structure of labour markets.

In most cases it is not enough to improve income levels and access to job opportunities. It is also necessary to design the operational machinery at the local, regional and national levels so as to structure the rational functioning of the rural labour market.

Similarly, it is felt that since certain credit and marketing mechanisms determine the development of cottage industries, the measures taken here can have a great impact on the creation of new job opportunities. The stand taken by rural youth on this matter is important for two main reasons:

- 1) Historically this is the group of greatest geographic mobility. This means they could constitute a basic element in a policy for the spatial redistribution of the population according to existing job opportunities.
- 2) It is the youth segment which suffers most from unemployment and underemployment. Therefore, they are the natural customers for programmes of this nature but they must be trained and their needs taken into account.





IV. FAO/IICA ACTION STRATEGY

In the field of rural youth FAO and IICA will work in member countries in line with the following strategy:

1. To identify the problem areas in each country which are hindering the integral development of rural youth, such as agrarian structure, educational and training systems, job opportunities, etc.
2. To identify the national agencies in charge of rural youth programmes and to establish their relationship and linkage with the problem areas detected above.
3. To identify those factors which hinder or restrict these agencies from attaining adequate coherence between the identified problems and the actions taken (organisation, training, physical resources and others).
4. Based on the above, to decide on the degree of emphasis to be given by FAO and IICA in each country on:
 - a. The promotion of the conceptual framework.
 - b. The provision of advisory services to the administrators of rural youth programmes.
 - c. The training of technical personnel for these programmes in both conceptual as well as methodological aspects.



