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Attached is the End-of-Tour Report of Mr. Lester E. Clapp who has been Chief Extension Advisor in Brazil for seven years. It provides an accurate appraisal of the problems encountered in the Brazilian Extension Program, as well as some adjustments that remain to be effected.

The ABCAR Program is an important element in Brazil's economic development and this report will be a useful guide to future strengthening and improvement of agricultural extension.

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END OF TOUR REPORT

Lester E. Clapp, Extension Advisor

(Period Covered July 11, 1960 - July 24, 1962)

The employee has completed his third tour in Brazil. Information regarding previous tours can be obtained from TOICA A-609 and 1212. He has served as Chief Extension Advisor during the period of this report. His last month was spent as Acting Deputy Chief of Party.

1. General Objectives and Specific Goals of Assigned Duties

The general objectives have been to aid the Brazilian National Extension Service - Associação Brasileira de Credito e Assistencia Rural (ABCAR) and its 12 state affiliates in the organization and operation of their program, which includes agriculture, home economics and rural youth, with the necessary information program.

Activities have been carried on through the Escritório Técnico de Agricultura Brasil-Estados Unidos (ETA) within ETA Project no. 31 as agreed to by ABCAR. The employee as Chief Extension Advisor had the responsibility of supervising and coordinating the activities within Extension of 15 USAID personnel (5 area Extension advisors, 4 home economics advisors, 1 rural youth advisor, 3 Extension information advisors, 1 Extension agricultural engineer and 1 Extension training advisor). The entire USAID Extension Staff has had close working relationships with the personnel of ABCAR and/or the 12 state Extension Services and with all Food and Agriculture USAID and Brazilian personnel working with ETA. The employee has also had the responsibility of coordinating the technical activities of the ETA Brazilian and American technicians with ABCAR and its affiliates.

Specific goals have been to advise in the development and implementation of a national agricultural and home economics Extension Service which includes:

a) A national Extension office (ABCAR) with an adequate staff of administrative, supervisory, specialist and information personnel to serve Brazilian Extension Services and to work with other agencies and organizations on a national level;

b) State Extension Services with an adequate staff of administrative, supervisory, specialist and information personnel to serve county Extension offices as fast as the demand was made for them, providing funds and personnel were available;

c) Developing and carrying out Extension programs and activities;

d) Training personnel for all levels;

e) Acquiring office materials and equipment;

f) Arranging for U.S. and/or third country scholarships for additional training in various phases of Extension work.

2. Problems and Difficulties

Unfulfilled promises of Brazilian financial aid to ANCAR and its affiliates on both national and state levels caused considerable unrest among Extension employees and practically stopped all expansion plans during 1961 and early 1962. Some states even had to close offices due to lack of funds. Budgets were further upset due to inflation. Some county Extension personnel left for better paying jobs. This entire situation left some Brazilian counterpart positions unfilled leaving USAID personnel unable to function effectively.

The original Extension program started in 1949 put such great emphasis on supervised credit that relatively little was accomplished in educating the borrowers to improve their farming and home conditions. Local Extension workers were limited to working with about 40 farm families per year. This situation has changed. Emphasis now is on Extension type work where guidance is given the people in the use of credit and where it can be obtained.

Too much thought continues to be evident that the Extension workers should work largely with the poorest of farmers who are located in low crop-producing areas.

Execution of extension work in the field with farmers has not been given the importance it should have.

The Recife training center - One of three - has had much difficulty due to lack of adequate housing, teaching personnel and funds. Also the Pelotas training center has been handicapped by changes in administrators.

Lack of basic research materials constitutes a serious problem for Extension workers in their every day contacts with farm people. Only a few states have Extension specialists to help fill this gap.

Likewise there is the lack of close relationships of the Extension Services with the agricultural universities. While this has improved during the past 5 years much remains to be done in the integration of Extension and research within the universities in the 12 states that have such universities and with the Ministry of Agriculture.

Extension workers have had to win the confidence of the farm people who many times are suspicious of all governmental workers. Too much change in personnel in county offices has aggravated this situation.

The holding of an adequate number of conferences of USAID/B Extension advisors was hampered by changes in personnel, home leaves, governmental changes in Brazil, changing USAID programs and administrative decisions.

Last but probably most important is the shortage of personnel needed to staff the Extension Services.

3. Summary of Activities

These Extension activities as reported are the accomplishments of the combined efforts of the Brazilian and American extension staffs.

a. The Brazilian Extension Service - ABCAR and its 13 affiliates or States - has largely been developed during the past seven years. Well over 700 people have been recruited, trained and are operating on local, state and national levels. Advising guiding and assisting them have been a group of USICA/USAID extension, home economics and rural youth advisors working at state and national levels. The Brazilian workers have made known to them individually and collectively their appreciation of this assistance.

b. Outstanding in these efforts was the development by ABCAR of a 5-year program for the Brazilian Extension Service. This program was recognized both by the GOB and USAID as a guide for much of the development of the Extension part of the Alliance for Progress.

c. ABCAR was helped out of its extremely difficult financial situation by USAID under the Alliance for Progress by the signing of a project agreement whereby Cr$ 750,000,000 in PL-480 funds were granted to ABCAR. These cruzeiro funds are being used for expenses of the existing Extension system and that portion of the 5-year expansion program to take place before December 31, 1963. This amount is part of the total cost for the 1962-66 period.

d. Under the Alliance for Progress a project has been proposed by ABCAR and approved by the GOB for a request for funds to operate the Extension program for 1962-66. Estimated cost is Cr$ 22,315,000,000 of which one-half is requested by ABCAR from international sources. This amount will include the Cr$ 750,000,000 mentioned in the previous paragraph.

e. All ETA projects with state Extension Services were cancelled December 31, 1960 and placed under ETA project no. 31 with ABCAR. This recognizes ABCAR in its rightful place as leader of the Brazilian Extension Service. The ETA Co-Directors, "recognizing the close cooperation between agencies and the necessity to avoid duplication of effort, agreed to concentrate technical assistance in agricultural Extension through ABCAR". The writer was named Coordinator of Technical Programs.

f. The present Extension program places the matter of credit in proper relation to other objectives. Especially in the ANCAR programs in the Northeast has this change been effected. The Extension programs now help farmers analyze their needs and fulfill them through credit if credit is needed.

g. A new training center was established with the Escola Superior de Agricultura Eliseu Maciel and the Instituto Agronomico do Sul at Pelotas.

h. An extension evaluation workshop was held for Brazilian state and national workers. States are doing effective follow-up work in periodic evaluations.

i. After prolonged discussions, some states are now employing agro-technicians (equivalent of high school graduates) as county agents instead of limiting candidates for these positions to university graduates who are not available in sufficient numbers to meet expansion needs.

j. This period has seen many changes in USAID Extension personnel and much time has been given by the writer to their orientation.

k. As in the past the Chief Extension Advisor has found it necessary to spend much of his time as Advisor to the Chief of Party, to the Brazilian ETA-Co-Director, and to the Executive Director of ANCAR and as supervisor of the 15 USAID Extension personnel.

4. Cooperation with Brazilian and International Agencies

Excellent cooperation has prevailed with Brazilian Extension workers on all levels as well as with other personnel in ETA.

Likewise good relationships have prevailed with members of the American International Association located in Rio.

5. Evaluation of Results

The results obtained during this particular tour of duty were not as great as were anticipated due to the chaotic financial conditions under which the Brazilian Extension Service had to operate in 1961. The writer returned for a third term at the request of the Brazilian Extension Service because of the important stage of development that the Service was in and because of the large turnover of USAID Extension staff that was coming up.

However conditions have so improved during the past 5 months that the Extension Services should make up for lost time quite rapidly.

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In retrospect not only of this tour but of the previous two tours, it must be recognized that the Extension Service has made sound and significant progress in its development. Many refinements must still be made. Staffs must be enlarged; more printed materials for people with limited education is needed; more extension methods must be used, more work must be done with group so as to reach more people and more non-university graduates must be employed to staff local offices.

Unfortunately, due to the weakened financial situation of the country and a rapidly increasing inflation resulting in undertain and lowpaid employment, a number of participants previously sent to the States for additional training have taken better jobs with more security. This situation should change with the financial improvement of ABCAR through the assistance of the Alliance for Progress.

6. Recommendations for the Future

These recommendations are submitted with the idea that they may be of help to the Brazilian Extension program and to the USAID Extension personnel who are advisors to the Service.

a. Closer working relations between ABCAR and the Ministry of Agriculture should be effected.

b. State Extension staffs should better understand the assistance a federal office can be to them.

c. In states where agricultural universities are located, a much closer working relationship, if not a complete integration, should be effected between the university and the state Extension Service. Extension and experiment stations should be similarly integrated.

d. More research information is needed for Extension use. Likewise Extension should be informing research stations of information needed.

e. To bridge this gap between Extension and Research, states should enlarge their state specialist staffs as rapidly as possible. ABCAR should employ a small but effective technical staff to work with but not supplant state specialists. Each must understand the assistance the others can give.

f. The training program both pre-service and in-service should be reviewed and improved. Too many trainers are being used in the pre-service work who do not have enough background and experience to be effective teachers. These training centers constitute an important but weak link in the present program.

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g. Changing administrations and poor facilities are detrimental to the effectiveness of training centers. A more permanent staff should be employed in some way to give better guidance.

h. State Extension directors should delegate more responsibility to their staffs. Likewise all state staff members should travel periodically and sufficiently to keep themselves throughly acquainted with field activities problems and results. It is also a great morale builder to county staff members located in difficult areas.

i. Regional supervisors should assist and train the county Extension workers in every way possible. Short day visits to a local office do not permit sufficient time to give this type of help but usually ends up in superficial meetings with little accomplished.

j. Results demonstrations are one of the most effective teaching methods yet relatively few are being used. State directors should determine the reason for this small number.

k. At one time county programs contained far more things to do than were physically possible to accomplish in a year. This has improved. Refinements should continue.

l. Some states are doing excelent jobs in developing leaders. This should be done in order to reach more people faster. The same applies to working with group instead of individuals whenever possible.

m. Extension work has been carried on too much with people of very little economic importance in areas where little is produced. This is not minimizing the need for helping them or saying that extension should only work with large landowners. The purpose here is to point out that work should be done with people who have the interest, ability and desire to do something for themselves and their neighbors. This will demonstrate more effectively the value of extension to an uninformed people and thus gain more support for this new type program and constitute more effective use of limited funds.

n. Extension Services should not be in the credit or loan business, but should be able to inform and guide farm people in the use of credit and of credit sources where loans may be obtained when needed.

o. Radios in rural areas are increasing. Extension workers in county offices should be aided in their development of radio programs with all radio stations. This is one of the most effective ways of reaching farm people with the extension story, using media already established and maintained without Extension funds.

p. While the 4-S program has gotten off to a good start, it should be expanded much more rapidly. Every local office should have at least one club, and more as fast as possible, using local leaders to help start them.

q. The home economics extension program is making a valuable contribution to the improvement of farm home conditions. This work should be evaluated and strengthened limiting the work to home economics work and greatly reducing the time given to social development and gadget-making activities.

r. After 6 years of discussion regarding the use of non-agriculture university graduates as county agents some of the states are beginning to employ these high-school equivalent graduates. Realities must be faced: with but some 330 men being graduated per year from the 12 agronomy universities there just are not enough to go around for the expanded program planned by ABCAR.

The USAID Extension staff should be evaluated with the objective of improving the effectiveness of its assistance.

a. The USAID Rio Extension staff should be housed with the ABCAR staff and the latter should be enlarged so all USAID staff have effective working counterparts.

b. If the northeast Brazilian Extension program is enlarged ABCAR should consider having an ABCAR sub-office there in which are located such USAID Extension personnel as are mutually agreed upon.

c. USAID Extension are advisors working as they are on a general advisory basis, should be replaced eventually with such USAID technical staff as agreed upon with the state directors. For example, Rio Grande do Sul, Santa Catarina, Espirito Santo and Ceará should be considered first in this group. The USAID advisors there should be transferred within the next 2 or 3 years to such states as Parana, Goias or to other states which start new programs.

d. If the training centers are to be more effective at least one team of USAID advisors-in-training-a man and a woman - should be employed to work full-time with them.

e. The Extension advisors position should be continued and filled by an individual with considerable U.S. State level experience, because the Brazilian program is far advanced in its development.

Finally the writer gives full recognition to the entire Brazilian extension staff for the dedication which they have given to their work throughout very difficult times. The capacity of these people to lead is still great and sometimes untried. They are implementing a program that is functioning where the farm problems are located. The demands for their services through an educational program are rapidly increasing.

This Chief Extension Advisor feels that it has been a rare priviligo to have worked with the Brazilian people during the past 6 3/4 years.