

**AIRGRAM**

**INTERNATIONAL COOPERATION ADMINISTRATION**

*Hoecker*

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Attached is Terminal Report of Mr. Frederick Dale Hoecker, 75869 Extension Advisor Area, F&A Division.

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CONTAM

Attachments: Pages 2 through 9 of this airgram

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TERMINAL REPORT

F. Dale Specker: Extension Adviser - (Area) Recife  
June 22, 1958 to June 22, 1960

I - INTRODUCTIONA. Background and Qualifying Experiences

I was born and raised on a small Willamette Valley, Oregon diversified farm and participated actively in 4-H Club work and Vocational Agriculture work. I worked my way through Oregon State College, graduating in 1946. From June 1946 to December 1955 I worked as County Extension Agent in Clatsop County, Oregon handling the 4-H program and doing adult Extension work. In 1955 I attended the Extension Summer School at University of Wisconsin.

B. Arrival and Orientation to Brazil

This is my second tour of duty in Brazil and we were returning to a Post where we had already spent one year. Thus I was able to dig into the problems at hand immediately and execute activities planned immediately on arrival. Likewise, for the family, it was a relief to be home (Recife) after 2 1/2 months of suitcase-living, while on home leave.

C. Orientation to Job

There was no orientation since I was returning to the same position and post. Likewise the problem of language and orientation to the program did not exist.

II - ASSIGNMENT TO TASKA. Description of Organization, etc.

The objective of the Organization was to establish an Extension and Supervised Credit program among the small farmers in the Northeast of Brazil. The initial program started with a system not based on reality. It was a Regional program operated with minimum support or cooperation of State or County governments. The program was supposed to work with the lowest level farmers. Gradually, the program has been directed to working with the middle and upper level of the small farmers, but needless to say this change has not been without criticisms due to the political and human appeal to those who are "down and out". Generally the poor farmer is poor because of inadequate land and very arid conditions. No amount of educational or technical assistance can help him under these conditions. The other major error of the initial program was the regional approach without state or local cooperation,

At the close of the Advisor's first tour in 1957, the start of building State programs and State Extension Institutions were started. This has not been easy due to the peculiar initial organization which was through the Bank of the Northeast which had been set up by law as a Regional Development Bank for the Northeast and which was a principal backer and founder of the Extension program called "Association of the Northeast for Credit and Rural Assistance" (ANCAR). The policies of this organization dominated ANCAR, and in reality during the early years, ANCAR was an "arm" of the Bank working almost entirely with Supervised Credit and primarily with the almost hopeless small farmer. Two ICA Bolvas to the U.S. for Bank officers have resulted in policy changes.

It must be noted that ANCAR started in 1954 prior to when the USOM technical assistance program got underway in Brazil. This permitted them to start a program which in many ways did not fit the overall objectives of the joint Brazil-USOM Program of Esplanada Técnica de Agricultura (ETA). It was also unfortunate that relations between ANCAR and the first USOM Advisor were strained and incompatible. This aggravated the problem and meant that the project received practically no technical assistance during its first three years of operation.

Since the end of 1957 State Extension programs have been developed in each State. Personnel formerly working in the ANCAR Central Office in Recife have been transferred to the State programs as soon as State Governments were ready to assume these responsibilities. The final transfer of ANCAR field programs to State Programs was completed in November, 1959.

The program as of May 9, 1960 comprises five States of which four have State Extension Services. They include: Ceará, 10 local offices, 2 Regional and a State Office, 28 technicians; Rio G. do Norte, 7 local offices, 1 Regional Office and a State Office, 18 technicians; Paraíba, 9 local offices, 1 regional office and a State Office, 23 technicians; Pernambuco, 8 local Offices, 1 Regional and a State Office, 22 technicians; Alagoas, 1 local Office maintained by Pernambuco program, 2 technicians.

The ANCAR Central Office in Recife has two technicians and is currently studying ways to phase out and yet maintain the support politically and financial that have been created during its existence.

Principal problems are financial and a more effective field program. The financial problem hovers over all other problems and is a contributing factor to each.

The primary financial problem is the system in Brazil that payments of Federal Government are never paid on time and then only after a great amount of effort of "walking" each payment through the Government Bureaus.

Indications are that steps are being taken at high level to overcome this problem with UDOM-Mrazil projects, but this will not become effective until 1961. Thus, 1960 will be a difficult year since about 1/3 of the federal support for 1959 has not been received and prospects for immediate improvement are dim.

The field work of the agents has greatly improved as they have adapted the demonstration approach as basis. The primary problem is lack of research and practical results to demonstrate to the rural people. Much of the time they must do their own "Backyard" research. This delays application, but is helping to overcome this great deficiency. This problem of practical research is being helped by NTA Project 40 on research which is working closely with the Extension programs.

#### B. Means and objectives of project

The project (NTA project No. 2) is part of the overall Brazil program to establish rural assistance in farm areas.

The objective is to increase agriculture production, and provide improved rural family living and community life improvement.

#### C. Technicians Plan of Action

The technician is an Advisor to the State Extension Program and incidentally to the Central Executive Director of ANCAR. The Advisor has not found a satisfactory way to provide the assistance that he would like to give due to the vastness of the area and the fact that each state program is separate, and with individual problems and programs.

The Advisor puts first preference on the following assistance to a State program:

1. Program Planning
2. In-Service-training-particularly in orientation staff responsible for training
3. Training and follow-through assistance on utilization of Extension Methods at field level as demonstration and training of staff.
4. Consultation with State Directors about program, problems and results.
5. Assist in Evaluation of activities and years work.

6. Trips to field to observe progress of work and keep in touch with situation and problems.

7. Assistance in preparation and application of research data.

The Advisor notes the lack of time to follow through with the State programs in carrying out activities and training planned. Due to their lack of experience and background, many times well planned and detailed "paper plans" are not executed fully for lack of participation of the Advisor at the proper time.

D. Evaluation of work.

1. State Support has developed to where it was possible to decentralize the ANCAR Regional Program into five separate State Extension Services. State financial assistance was increased from nothing to approximately 6 million cruzeiros (\$35,000.00 dollars) with agreements in all states providing yearly increases for program expansion. Cooperation between the agriculture University in Ceara and the Ceara Extension program has been started. The Advisor has been one of the cooperating "catalysts" to get elements in the Agriculture University in Pernambuco and the Extension program into a Cooperative program.

Each of the four States have a basic corps of trained staff based on the following plan: State Director, assistant in Agriculture and assistant in home economics. A regional agriculture and regional home economic supervisor for each five to seven local offices. Regional and assistants are temporarily handling functions of specialists.

2. The Advisor began his work more as a teacher but has gradually entered the field of a trainer.

Personnel responsible for training meetings are briefed and oriented and they present the discussions, subject matter or training. Demonstrations have been used extensively as teaching tools. Result demonstrations have been worked out for select/counties in each State which were used as on the spot training for a local county agent and his regional supervisor. They, then had the responsibility to train others. Likewise, other extension methods have been introduced to States by the same method. For example in introducing the campaign as an Extension Method, a campaign would be carried out in one County with the Advisor assisting in planning, execution and evaluation. Participating in each phase and learning would be the regional Supervisors and assistant State Director who become the trainer of the others.

3. The major problem that the Advisor has had and which all technicians have is the stigma of the "Estrangeiro". Too frequently we work with them on their "Sunday clothes" problems because we are seldom given the opportunities to see the "week day clothes" problems. It takes concentrated effort to get on the "week day work clothes" relationship.

It has been the Advisor's experience that his work only became effective when he knew as much or more about the field program as the administrators. Little progress can be made unless we can tie down our background, training and experiences to their situation. Too frequently our advice and consultation hits the "mental block" that what is done in the U.S. or another country won't work in Brazil because conditions are different.

This "mental block" is the same, in the experience of the Advisor, to that which a county agent experiences in getting a farmer to accept a new method. The old extension advice that "A county agent can only achieve success when he meets the farmer on his level" is just as applicable to the USOM Advisor.

#### E. Condition of work

Conditions under which the advisor must work in order to be effective are very unsatisfactory and hazardous. Life expectancy in the Northeast of Brazil is 29 years compared to 49 in S. Paulo and 55 in Rio Grande do Sul.

Several counties where the Advisor must overnight and eat have over 90% of the population infected with ankylostomiasis, amoeba is widespread which accounts for three treatments that the Advisor has had for this disease even though he has only drunk boiled or bottled mineral water, week periods are frequently passed without eating fruits, vegetables or milk products due to lack of these while traveling in interior areas; hotel and sanitary accommodations are such that 50% of time in interior travel is spent sleeping in hammock or on straw pads with bathing done in primitive fashion.

The Advisor has found it necessary to "put up" with these conditions and assume the risk of health in order to accomplish the desired changes in this growing Extension program.

#### F. Host countries acknowledgments: (Translation of letter to Minister Howard Cotton, Director USOM/Brazil, dated Recife, March 11, 1960 - O.F. DE-12/60)

"The Board of Directors of the Association of the Northeast of Credit and Rural Assistance in their meeting today learned of the action of the

superior Administration of the International Cooperation Administration - Point IV- in accord with policy regulations to transfer the competent and devoted technician Frederick Dale Hoecker designated by the office of Technical Agriculture (ETA) as Extension Advisor to ETA Project 2 - ANCAR.

The Board was informed by Dr. J. Moreira de Mello, Executive-Director-ANCAR of the excellent work of the Technical Advisor and that ANCAR and the State Extension Program in the States of Ceará, Rio Grande do Norte, Paraíba, Pernambuco, Bahia had profited greatly by his work and with splendid results.

This proclamation was unanimously seconded by the State Directors of the respective State programs.

After considering the reasons for the substitution of Mr. Fredrick Dale Hoecker, due to Administrative policies of the International Cooperation Administration, the Board felt itself duty-bound to express the great desire of the ANCAR Extension workers to sent to Your Excellency an earnest appeal to recommend to the Administrators of the International Cooperation Administration that action be stopped on transfer of this technician and that he be in reassigned for two more years.

Besides the reasons, above, the Executive Director and State Supervisors wish to justify this appeal and to emphasize the unquestionable professional capacity, a singular dedication to duty and the personal value as Extension Advisor of Mr. Frederick Dale Hoecker to ANCAR.

To these professional qualities we wish to add the moral value of this technician. Now, he is of more valuable and expressive because of his great knowledge of our work and of the conditions in the field. These factors are important and deserve attention in effective collaborating for the real development of our Country.

Because of these conditions we trust Your Excellency will consider our request.

We are exceptionally grateful and give our sincere votes for personal prosperity to Your Excellency and for the growing results of the "Programa de Cooperaçao Técnica Brasil-Estados Unidos" and we reaffirm, Your Excellency, the security of our high appreciation and distinct regards."

### III. CONTACT WITH OTHERS.

The Advisor has had the opportunity to meet and work with many people in Brazil. It is impossible and not pertinent to list all. Only those which have had influence on the objectives of the USOM program are listed.

**A. Brazilian Institutions:**

1. State Governors and Secretaries of Agriculture;
2. Various State Senators and representatives;
3. County governing officers;
4. State and Federal Experiment Stations;
5. SESP (Health and Sanitation program)
6. Bank of the Northeast;
7. SUDENE;
8. Agriculture Universities
9. Various Agricultural Industrial companies

**B. Other agencies**

1. FAO and UNICAF - UNICAF is cooperating with garden and home poultry flock program with Extension Service in Rio Grande do Norte
2. American International Association - has helped finance result demonstration program needs in all ANCAR State programs
3. Presbyterian Mission program assisted in providing Extension personnel to teach and orient in their training schools and courses.
4. SAR - Catholic Service Assistance Rural

**C. Coordination and Cooperative with other USOM Programs**

Close cooperation has been maintained with other USOM technicians and programs in the area. A very close association and working relationship on other agricultural projects/activities has been maintained with STA Project 40 and STA Project 20. Joint work has also been carried out with STA Project 31 in Rio Grande do Norte and with SESP (Health and Sanitation).

**D. Contacts made on trips with family**

The Advisor and family have made trips into all the States where Extension programs are organized. We have visited with the State Directors families and have been guest to more than half of the local County offices. This has created a bond between our family and the field personnel that more than compensated for the inconveniences and hardships that we experienced.

Likewise, the opportunity for people in small interior city to have contact with "an American family" has been invaluable in being accept from the ANCAR Extension Agents to influential interior politicians. Needless to say

these trips and experiences have provided our family a truer appreciative and understanding of Brazilians and Brazilian life.

#### IV. RECOMMENDATIONS

##### A. For continuation of Project

The project should be continued with emphasis on more direct technical assistance to each of the State programs.

##### B. For more effective use of Advisor

More effective use of the Advisor's skills and abilities would be possible by dividing the Northeast area into two divisions with an Extension Advisor assigned to each area. The continued decentralization and phasing out of the Regional ANCAR office makes this more advisable. This is particularly advantageous with the assigning of Lowell Reed as a second Agriculture Extension Advisor to ANCAR. (The division of the area is planned for FY 1961).

One area would comprise the states of Paraiba, Pernambuco and Alagoas (program planned for 1961) with the advisor living in Recife, Pernambuco, the other area would be Rio Grande do Norte, Ceara and Piaui (program planned for 1961) with the advisor living in Fortaleza, Ceara. This division is geographically advantageous and would provide a much better operating program and assistance to the growing State programs. The four States which presently have State programs are in the process of "institutionalization" and need more assistance than has been given or could be given under the present situation.

Both Ceara and Pernambuco are in the phase of integrating by law the ANCAR program into an Extension Service with an official State agency. In Ceara it is with the University of Ceara and in Pernambuco, with the State Secretary of Agriculture. Both of these situations are creating new possibilities for Expansion of the Service as well as more secure financial support and the "Institutional Approach".

Likewise, the above division would provide the Advisors a much better home, family and social life since travel would be greatly reduced and periods of time away from home would be shortened.

##### C. For more effective implementation of the project.

1. Study of and new approach to function of Regional Supervisors in the State Extension Programs.
2. More direct technical assistance that will involve assistance in planning, execution and evaluation of extension methods used in developing County programs and work activities.

3. Need to work with local, State, Federal and private research Agencies to get new and better methods for the County Agents and home agents to teach.
4. Need to create and expand a phase of "backyard", or "Campos de experiencia" to overcome the lack of practical research.

D. Extension of tour or reassignment.

The Advisor would like to return to continue the development of Extension Programs in the Northeast of Brazil for the following reasons:

1. The Brazilians have confidence in the Advisor;
2. The Advisor has confidence in the people he has been working with;
3. The newly developed State programs are at a stage when they need continued assistance. The advisors feels that he can best give that assistance because of ability of language and understanding of the situation and problems.
4. The Advisor continues to place one personal problem above all other interests. The problem is educational opportunities of his four children. Both the present post at Recife or the proposed post at Fortaleza have schools in the English language, thus he would accept reassignment to either Post.

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