

PD-APD-884 *made up*

# AIRGRAM

# INTERNATIONAL COOPERATION ADMINISTRATION

IT 24 (1) *Extension*

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FROM · RIO DE JANEIRO *ISN 76071*

SUBJECT · Terminal Report, Theodore M. Hyman

REFERENCE · *512-11-110-096*

(Check one before each address)

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Attached is the Terminal Report prepared by Mr. Hyman prior to his departure and separation from the service due to his resignation. The report reflects his difficulty in adjusting to his assignment and his inability to function as a member of the team.

In general his recommendations are useful and the Mission concurs. However, with the limited resources, human and financial, available in the IC program in Brazil they could not be fully achieved. A primary objective of the program has been the training of technical personnel and ~~although~~ many have had various types of training in information techniques. It is planned that the training of personnel be expanded as much as possible and that agriculture colleges be encouraged to establish courses in agriculture information.

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TERMINAL REPORT

Theodore M. Hyman

I. General Objectives & Specific Goals

The broad objective of my work during the past two years has been to stimulate and create an interest in the development of radio communications within the Brazilian Cooperative Rural Extension System as a means of disseminating information among the people. Coupled with this objective, I have attempted to introduce the skills and techniques necessary for the effective use of radio by Extension workers.

To accomplish this broad and basic objective, the following specific goals were projected.

1. To provide technical assistance to the Brazilian Cooperative Rural Extension System in developing radio as a means of disseminating information among the people.
2. Train Brazilian counterpart personnel in the information sections of ETA and ABCAR in the theory and application of agricultural broadcasting through Extension.
3. To advise in the procurement and installation of radio studio and tape duplicating equipment in the central offices of the State Extension Services in Minas Gerais and Rio Grande do Sul, and to provide technical assistance in the establishment and operation of tape recording services to local radio stations in these states.
4. To give technical assistance in radio programming when and as requested by Brazilian organizations working in the field of agricultural development and rural living.
5. To cooperate with and assist other ETA and ICA technicians in accomplishing their objectives when technical assistance and information on farm broadcasting is needed and requested.

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## II. Problems Facing the Technician

Since this report is a personal evaluation of the work done during this first tour of duty, it offers a unique opportunity for analytical reflection on the tour as a whole. While evaluation of the results of activities is stated in Part V, the question of "problems faced" is of paramount importance as it relates to results.

The first problem faced concerned the objectives, goals, and description of the job to be performed during the present tour of duty. With the title of Extension Information Advisor (Radio) and 11 years of professional experience as an Extension Information specialist, it was logical to presume that the advisor's work would tie-in closely with the total Extension advisory program of USOM/F&A, and that his efforts in developing radio education would be channelled principally through Brazilian Extension organizations. In April, 1960, following language training, he joined the agricultural information section of the Extension branch of USOM/F&A. At that time, the six Brazilian agricultural information specialists were members of an ETA-ABCAR information team. (In this report, ETA refers to Escritorio Tecnico de Agricultura, the joint U.S. Brazilian service operating the USOM technical assistance program in agriculture; and ABCAR to Associação Brasileira de Credito e Assistencia Rural, the national agricultural extension organization). These men were located in a separate downtown office building which housed the ETA-ABCAR Information Unit with its printing shop and editorial office. The team was set up to service the informational needs of ABCAR and the 12 state extension services. Prior to his arrival in Brazil, the chief of the ETA-ABCAR Information Team (while on a scholarship in the U.S.) informed the USOM advisor that he would work principally with Mr. Wilson C. Alves, a member of the team, in the field of Extension Radio. However, in May, 1960, the ETA-ABCAR Information Team was disbanded and Mr. Alves returned to the ABCAR central office where he joined the Training Division. One member of the team remained in charge of the print shop while the other four members returned to ETA. In July, 1960, at the time of his first evaluation rating, the advisor was presented with a "job description" of the work to be done during his tour of duty by his rating officer, who was chief of the agricultural information section of the Extension Branch of USOM/F&A Division. This job description stated the following objectives:

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1. To counsel members of the ETA Information Section in improving their training with the several ETA projects, as well as, specifically, providing technical assistance in the development of a national program of in-service training in farm radio information for agricultural and home economics extension workers.
2. Provide technical assistance and guidance required for the proper establishment of radio extension departments, including training facilities and tape distribution services, in the several state extension services.
3. Providing the appropriate technical assistance to the Agricultural Information Service of the Federal Ministry of Agriculture.
4. Aid in the development and improvement of commercial farm radio programming.
5. Assist carrying out the general agricultural information program of the USOM.

In July, 1960, the advisor submitted detailed comments on the above job description to the chief of the USOM/F&A Division. In summary, the essential problem faced had the following components:

1. The advisor did not have an opportunity to participate in preparing the statement of his objectives, goals, and work to be performed, hence he labored under a misunderstanding as to the true nature of his assignment.
2. The advisor was assigned to work as a counterpart team with Mr. Guilherme Kos, of the ETA Information Section, in developing, he presumed, extension radio work in Brazil. The fact developed that this Brazilian technician had recently returned from the United States on a scholarship where he had studied photography and visual aids, and further had expressed no interest in radio work, nor had he any experience in this field. In addition there was no commitment to continue this work following the advisor's departure.

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3. In three pre-service information courses for extension workers which the advisor attended in Recife, Fazenda Ipanema, and Vigosa, the advisor's counterpart did not handle any of the radio instruction assignments.
4. No in-service radio training courses for extension workers were held in Brazil during 1960.
5. For a period of one year following the disbandment of ETA-ABCAR Information Team in May, 1960, there was no clearly defined division of labor and responsibility among the Brazilian and U.S. staff members of the ETA Information Section.
6. It was reported to the ETA Co-Directors that the ETA Information Section had "phased out" the Extension portion of its information work and henceforth extension information would become the exclusive responsibility of ABCAR, who at that time had one full-time professional worker and one part-time.
7. The ETA Information Section had very little contact with the principal Extension advisory program then being conducted by ETA/USOM through the Extension Branch.

In facing the problem of objectives, goals, and job description, the advisor cannot fail to report that a serious personnel problem existed between himself and the chief of the agricultural information section of the Extension Branch of USOM/ETA Division. There was a profoundly fundamental and basic difference of opinion as to the objectives to be set forth relative to his assignment. A complicating factor was the conflicting information he had received as to whom would be his supervisor. ICA/W had evidently given incorrect information leading to a situation that was not rectified until ten months after the advisor had arrived at the post when the division chief clearly outlined the supervisory organization table. Following this notification, the advisor definitely understood that he had three USOM supervisors in the ETA Division. In March 1960, a change in supervisors took place with the chief of the Extension Branch of the ETA Division becoming the new immediate supervisor. At that time, this advisor was removed from the ETA Information section and placed with the USOM technicians in the Extension Branch.

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The second major problem faced concerned the possibility of effectively providing technical assistance to the Brazilian Cooperative Rural Extension System in view of a very difficult relationship problem between the ETA Information Section and the ABCAR Division of Information. Since ETA had "phased out" its information work in Extension, the responsibility for developing this work lay with ABCAR. However, ABCAR did not have the minimum personnel necessary to carry on this work effectively. Since he was designated to advise in the area of radio development in the Extension System, the principal avenue through which he could fulfill his assignment was working with the ABCAR Division of Information.

The advisor's usefulness depended to a large extent upon the possibility of his rendering technical assistance to the national extension organization (ABCAR) since they were directly responsible for the development of this work within the state affiliates. However, ABCAR had no radio specialist or counterpart to whom he could advise, and they expressly stated that they did not intend to employ such an individual in the near future. (Apparently including the period of his tour of duty). This organizational problem was further complicated when, in January, 1961, all state extension projects of ETA were merged into one project (ETA Project 31) wherein all technical assistance to Extension programs in Brazil would henceforth be channeled through ABCAR. In July, 1961, ABCAR requested that ETA assign this advisor to work exclusively as an advisor to their Division of Information during the final six months of his tour of duty. Their request for his assistance was in accord with the conditions of Project 31 in which USOM advisors provide technical assistance to ABCAR. This request was denied.

Fortunately, the one favorable aspect of this problem lay in the planning and organization of ACAR, the State Extension Service in Minas Gerais. Mr. Luiz Fonseca, the head of the Division of Information for ACAR (to whom the advisor had given four weeks of training in the U.S.) had included in his 1960 plan of work the establishment of a radio section within the Information Division. In addition to employing a radio specialist, ACAR had planned to conduct a series of in-service radio training courses for local shortage of funds forced ACAR to postpone these courses until March, 1961. The advisor was subsequently requested by ACAR to advise them in the formation and development of its radio services.

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It must be noted here that only two state extension services (ACAR=Minas Gerais, and ASCAR = Rio Grande do Sul) provided any live option for developing radio services within their organization during the years 1960 and 1961. Of these two, only ACAR in Minas Gerais had progressed to the point where it was ready to devote sufficient time, funds, and personnel for the development of radio as a primary extension communications medium. However, the problem of providing technical assistance in radio development to ACAR involved the inability to spend sufficient time in Minas Gerais for advising their normal routine operations. Occasional trips to Minas Gerais were insufficient to give this project in radio development proper attention for the best results. Of 49 days spent working with ACAR, Minas Gerais in 1961, 33 days were spent at formal information training courses while 16 days were devoted to technical assistance.

In concluding this section, the advisor points to one significant problem that he faced in providing technical assistance in agricultural information to the various ETA projects. It concerns the technical orientation of Brazilian agricultural information specialists and the resulting attitudes and concepts of the role of information in an agricultural educational program.

The idea has been implanted among these specialists that agricultural information or communications consists essentially of assembling a wide variety (principally imported) of duplicating and audio-visual equipment in a central place and subsequently becoming proficient in the use of this equipment. Very little emphasis has been given to the creative, journalistic or reportorial function of information work. The subject matter (principally in agriculture and home economics) and its treatment for use in the various information media have been almost wholly overlooked. This basic distortion of the technical function of information in an agricultural program has presented a most difficult problem in technically orienting Brazilian Information personnel.

### III. Summary of Technician's Activities

#### A. Special Activities

1. The advisor, in company with Mr. Kos, visited several key sources of information on Brazilian broadcasting, in Rio and São Paulo, to collect

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and analyze Brazilian radio regulations, codes, standards, programming, etc.

2. Development of a survey questionnaire to obtain necessary information on radio listening habits of Brazilian farm families. This was designed to serve as a basis for radio programming by Brazilian Extension agents.
3. The principal activity occupying the time of this advisor during this tour of duty has been the development of radio as an integral part of the total information program within ACAR, the State Extension Service of Minas Gerais. The head of the ACAR Division of Information, with whom he planned and worked most fruitfully was the most capable and professionally trained Brazilian information specialist. As a result of his plan to set up a radio section within his division and to train all ACAR personnel in the effective use of radio, the USOM advisor was able to help introduce the concept of extension radio methods in this country. However, it was difficult to do this most effectively while being permanently located in Rio de Janeiro. The original plans for radio training in ACAR called for a series of one-week courses in radio for extension agents in each of the nine Extension districts of ACAR, to begin in October, 1960, due to lack of finances by the state government. ACAR was forced to postpone these courses for a period of six months. In the interval plans were made for the employment of a radio specialist in ACAR and orders were completed for the purchase of a complete radio recording studio with tape duplicating equipment for installation in ACAR. Of special significance in preparing the establishment of a radio section in ACAR was a comprehensive survey made the Head of the Information Division to ascertain the current status (equipment, programs, sponsors, etc.) of each radio station in Minas Gerais and its willingness to broadcast ACAR programs. In February, 1961,

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the executive director of ACAR appointed a part-time radio specialist, who subsequently worked full-time in radio and in September, 1961 replaced the Head of the Information Division, who resigned. The employment of this specialist, Mr. Rodrigo Pires do Rio Neto, proved to be a crucial turning point since this man became the first individual in any Brazilian Extension organization designated to devote his efforts toward the development of Extension radio work. It was indeed fortunate that his ACAR specialist was eminently qualified to pursue this work and displayed a high degree of receptivity to technical assistance from this advisor. Actually he proved to be the only effective counterpart through whom this advisor was able to achieve his primary specific goals.

Having worked for nine months intimately with the ACAR radio specialist, this advisor is highly gratified that ACAR has a coherent, well planned program for its new radio section. Full credit is given to his Brazilian counterpart for his initiative and foresight in developing the radio section of ACAR. The new plan calls for 1) a regular weekly, 15 minute program over Radio Inconfidencia, 50,000 watt station operated by the State Secretariat of Agriculture in Belo Horizonte; 2) setting up a radio tape network consisting of radio stations in ACAR's work area; 3) specially taped program for Radio Aparecida and Radio Nacional de Sao Paulo, which have large rural audiences in Minas Gerais; 4) program planning with ACAR department heads for the preparation and presentation of radio programs; 5) intensive training in the use of tape recorders for ACAR supervisors; 6) contacts with all local offices having radio programs; and 7) radio training aids to be printed and sent to ACAR personnel.

4. Planned the procurement and installation of radio studio and tape duplicating equipment in ACAR, Minas Gerais and ASCAR, Rio Grande do Sul. The procurement of this ~~new~~ equipment was an extremely difficult task for the advisor, especially since this was his first tour of duty and he was not well acquainted with the procedures for importing U.S. equipment.

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The advisor checked carefully in ETA with his supervisor concerning the processing of this equipment order and was unable to ascertain the facts concerning its dispensation. When the facts finally came to light in February, 1961, the advisor discovered that he had been misinformed by his supervisor and had been allowed to notify the Brazilian director of ETA Project 9 that the equipment had already been shipped from the U.S. while in reality the order had never been signed by the appropriate authorizing officer in the division. A delay of nearly 14 months was incurred in placing the order with U.S. suppliers. As a result, the equipment arrived in Brazil shortly before the termination of the advisor's tour, leaving little time for assistance on the installation of this equipment. ACAR has retained the services of a commercial radio engineer, who with the chief engineer from USIS in Rio handled the technical phases of the installation. ASCAR received its equipment in their central office in October, 1961; however, only very limited assistance could be given by the advisor due to the lack of time prior to his departure.

5. Prepared course material for series of radio training course expressly designed for Extension agents. This material was offered in a one-week presentation to the professional staff of the Division of Information in ACAR. Additional time was spent in personal orientation of the ACAR radio specialist on the basic subject matter for radio training in Extension. The advisor joined members of the ACAR Information Division team as an advisor and instructor at the series of regional radio training courses held in eight of the nine ACAR extension districts.
6. Advisor's first contact with Extension work in Brazil was a two-week visit with members of the ASCAR (Rio Grande do Sul) staff in August, 1960. He observed a small and inadequate Division of Information, which at that time had no plans to implement its work by developing radio as an extension tool. A cursory observation of six

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local ASCAR extension offices was made to determine the extent and manner in which radio was being utilized by the local supervisors. Several of the agents radio programs were observed and the advisor was favorably impressed with the opportunity to develop this phase of the ASCAR information program. Nineteen out of 26 local ASCAR offices were using radio regularly in their program and this seemed a logical beginning for radio training in Extension. Regrettably, this ~~only~~ observation trip was made early in the tour of duty before the advisor was able to size up the over-all situation and influence effectively a plan of action for radio development in ASCAR. He did, however, report his observations and evaluation to the Director of ASCAR, awaiting a request for technical assistance which was forthcoming one year later. In December, 1961, the advisor and Mr. Boggiss of the ETA Information Section held the first radio training courses in ASCAR; one for local supervisors in one extension district, and a one-week course for regional supervisors and specialists in the central office.

7. Attended conferences with members of the information staffs of ETA and ABCAR during the eight month period between August, 1960 and March 1961 where lengthy discussions were held concerning the relationship roles of ETA/USOM and ABCAR information workers and plans for the development of an agricultural information program. Although nothing conclusive was established, the advisor strongly urged the six original members of the ETA-ABCAR Information Team to again work closely together especially on the Extension phases of the program. The problem of personality conflicts was apparent, however, the USOM advisor seriously attempted to draw attention to the professional responsibilities involved and the need for teamwork in planning extension information programs.

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8. Pre-service information training courses for new Extension workers were attended in Recife, Fazenda Ipanema, and Viçosa by the advisor. These courses provided an opportunity to analyze the content of the radio material being presented and offer technical advice on its improvement.
9. Prepared a five-year plan on "Brazil's Agricultural Development Needs in the Field of Extension Information Through Radio". This projection of a plan for Extension radio development was subsequently translated into Portuguese for use by the AECAR Division of Information.

**B. General Activities Related to Routine Work**

1. Consultation and advice offered to the Paraíba Valley Service (ETA Proj. 4) for the improvement of its radio service. This involved several discussions with the management of Radio Difusora Taubaté, 50,000 watt station located adjacent to the project headquarters in Taubaté.
2. Consultation to Rádio Nacional de São Paulo and its 45-minute daily agricultural program, "Sociedade Amigos do Interior", generally recognized as the outstanding farm radio program in Brazil. Secured technical information on agricultural subjects for this program from ACAR. A visit to this program was included in the orientation program given to the ACAR radio specialist.
3. Participation in planning sessions on development of agricultural information programs with staff personnel of the American International Association.
4. Consultation with the Rádio Division of the Agricultural Information Service of the Federal Ministry of Agriculture. This division received programming advice and the advisor served for a short time on a committee to make recommendations for improving the SIA radio service.

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The head of SIA's radio division offered a regular weekly program to ETA, which would have provided valuable on-the-air broadcasting experience to my former counterpart. The offer was not accepted.

5. Program planning with USOM/CMO in preparation for basic course in communications of agricultural workers.
6. Assisted officials of ETA Project 60 Vocational Agricultural School at Apucarana, State of Parana, in development of their weekly radio program.
7. Assistance to the National Campaign in Rural Education Center in Salvador, Bahia in developing its radio literacy course.
8. Assistance to USOM/F&A technicians in preparation of program review material for submission to USOM.
9. Program planning and consultation in development of a new Department of Information at the Rural University of Minas Gerais at Viçosa.

IV. Cooperation with Brazilian and International Agencies

While the achievement of technical assistance objective did not require frequent contact with these agencies, there was always freely given cooperation when the occasion arose.

Two members of the staff of the American International Association were extremely helpful and cooperative during the course of the advisor's work with ACAR. Mr. Walter Crawford and Mr. Santiago Apodaca gave freely of their time to acquaint the advisor with essential information concerning early developments in ACAR that had a bearing on the development of information work.

The advisor has cooperated with the Inter-American Institute of Agricultural Sciences at Turrialba, Costa Rica, particularly their Scientific Communications Service. Through personal contact and correspondence with the chief of this service, information was exchanged and Brazilian Information personnel were recommended for advanced training.

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Other agencies assisted included:

Serviço do Vale do Paraíba (SVP)  
Secretaria de Educação, State of Bahia  
Secretaria de Agricultura, State of São Paulo

#### V. Evaluation of Results of Activities

As indicated in Part II, any evaluation of the results must be considered in the light of the problems faced. In a bureaucracy one is tempted to claim more progress than the situation merits. In the case of this advisor it must be frankly stated that the objectives, once clarified, were only partially fulfilled.

The basic objectives called for technical assistance in the development of radio throughout the Brazilian Cooperative Rural Extension System. Since this system is coordinated by ABCAR, the national extension organization, one might have expected this to be the avenue through which such development in radio information would be channelled. Similarly, one might also have expected the ETA Information Section to provide the means through which extension radio work could be developed in Brazil. An examination of the results show that the advisor's professional competence to provide technical assistance in his specialty was utilized principally by one State Extension Service rather than by ETA or ABCAR Information personnel as was originally planned.

It is a fact that in ACAR, Minas Gerais there is today the first functioning radio section within a Brazilian extension organization. This work is conducted by the first radio specialist to be employed ~~by~~ by an extension organization. This individual is well trained and must be considered a key man in the future development of radio throughout the national extension system. This fact has been recognized by ABCAR since they plan to bring new extension information trainees to ACAR for the radio portion of their training. ACAR is also inaugurating the first agricultural radio tape service in this country and its progress will bear watching by other extension organizations. Considering the limitations of time and location, this advisor is of the opinion that the results of his efforts in ACAR, Minas Gerais have provided the Brazilian extension system with a demonstration of how an extension organization may systematically develop the use of radio as a principal resource in informing its rural constituents.

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No evaluation of the results of the activities of this advisor can be complete without an observation of the working conditions under which he carried on his activities. As a new technician in overseas work, the advisor was not adequately prepared to meet the extremely difficult (for him) problems of organization and supervision. Entering this work accustomed to cohesive efforts and teamwork in his former employment at a state university, the advisor experienced a sense of working alone. Most people like to know how they are getting along in a new operation. In view of the crucial personnel situation in which he was involved, the advisor looked for a resolution of the problem in the interests of the USOM program.

Realizing that change comes slowly and results are seldom dramatic, tangible, or immediate, the advisor is definitely encouraged that a beginning has been made in developing the use of radio as an important method of extension education in Brazil. Of similar importance ~~has~~ been the effort made by the advisor to clarify and encourage the acceptance of extension information work as a true professional calling requiring close integration with the over-all extension program.

VI. Technician's Recommendations

1. Technical assistance to the Brazilian Cooperative Rural Extension Program in the development of radio should continue but on a different basis. An Extension Information Advisor in Radio would be considerably more effective if he were located in the state extension office in either Minas Gerais (ACAR) or Rio Grande do Sul (ASCAR). Since these two state extension services are already taking the lead in developing this special phase of the extension program, the advisor could devote sufficient time to the project and allow it to serve a pilot demonstration for all other extension services. In a country the size of Brazil, it is extremely difficult to provide assistance to a state extension organization when the advisor is located at the national capital far removed from the scene. This is especially true in giving technical assistance to an extension information project, which requires an intimate knowledge of the personnel and activities of the entire organization.

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2. Having served in the Information Section in ETA, the advisor believes there is a need to establish an order of priority to serve the technical assistance needs in agricultural information in Brazil. The very nature of Information work is such that nearly every organization is interested in receiving aid and assistance in this area. However, the material and human resources of the USOM/ETA Information staff cannot be committed haphazardly to any and all programs that come along. The size of the program is less important than its quality and continuity. The development of extension information work deserves a priority.
3. The most urgent need in the development of information work in the extension system in Brazil is for trained professional personnel. Every effort should be made by ETA and ABCAR to plan for an implement the employment and training of additional information specialists.
4. A re-direction of the true role and significance of agricultural information is strongly recommended. There must be a shift away from considering information work as merely the assembling of mechanical equipment for the reproduction of messages. Instead, the emphasis should be placed upon the journalistic, creative, and reportorial elements of information work. Unless this occurs, agricultural information will not acquire the professional status that alone can make it useful as an adjunct to an on-going total agricultural development program.
5. A greater degree of open communication between the leadership within the Mission and the several levels of technicians is recommended. The technician must have a feeling of "belonging" if he is to function effectively and have pride in his organization. The improvement of internal communications will do much to sharpen the interest of the technician in his job, in its importance, and in improving his performance on the job. No opportunity should be missed to keep the technician fully informed. More frequent use

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of meetings or conferences would allow the technician to express his opinions and receive a hearing for the ideas he may wish to exchange. Technicians should be free to disagree on points or problems of professional interest without jeopardy to their careers in the foreign aid program. A publicly-supported program involving U.S. technical assistance abroad should create an atmosphere in which, internally at least, freedom of inquiry and expression is encouraged among technicians (within limits of propriety) avoiding always a rigid conformism which can only blunt the effectiveness and sap the vitality of the individual technician.

Brazil

SUBJECT Terminal Report Theodore M. Hyman

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ALD/Washington TOAID A 533

Last sentence of paragraph 1 of referenced airgram cover state-  
ment not in accord with my ideas. The statement was sent without my  
seeing it (which is in accord with procedure though it was well  
known that I had raised serious questions on the handling of the re-  
port by the Food and Agriculture Division.

I believe a fairer statement would be that there was a serious  
personnel problem involving Mr. Hyman and the Food and Agriculture  
Division. It is not mandatory that a person adjust himself or function  
as a team member under any circumstances. I believe the responsibility  
was definitely that of management and though the differences may never  
have been reconciled, I am sure that the Food and Agriculture Division  
could have done better.

Mr. Hyman's terminal report was a subject of much disagreement  
between Mr. Tyson and Mr. Hyman, which resulted in Mr. Hyman's belief  
that the Mission was intent on censoring his report.

A local American columnist (Paul Van Orden Shaw, the Brazil  
Herald) was approached by Mr. Hyman and was about to publish a damage-  
ing column on censorship in the Point IV program. He was kind enough  
to see me first, at which time I persuaded him that it was not Mission  
policy to censor technician's reports and that Mr. Hyman's report had  
been sent to Washington as he wrote it.

It is likely that Mr. Hyman will carry his story to the Hill.

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