

REF  
HC  
60  
no. 48  
Hist  
Coll

CD # 46

ISN 92190

A. I. D.  
Development Information Center  
Room 165 SA-18  
Washington, D.C. 20528-1801

PCAAA 599

# Making Point Four Work

*A Report to Congress by* DR. RAYMOND W. MILLER

Visiting Lecturer at the Harvard Business School  
Public Relations Counsel, Technical Cooperation  
Administration, U. S. Department of State

A. I. D.  
HISTORICAL  
COLLECTION



REPRINTED FROM  
HARVARD BUSINESS SCHOOL BULLETIN  
WINTER 1954

## Best Available Copy

A. I. D.  
Reference Center  
Room 1656. NS

*What has the problem of a farmer in a foreign country to do with the Business School and its alumni? That's a fair question. And it popped up again and again in the discussions following the recent visits of Dr. Miller and Don Wright to many of the clubs throughout the country.*

*Most of the time the answer came from the floor, too. This is the way the reasoning went (after Dr. Miller had outlined his program for making Point 4 more effective): Help the backward farmer in foreign lands to improve his lot and you remove one of the causes of war. Remove one of the causes of war and you lessen the need for huge taxes for defence and military aid. In short, there's a definite dollars-and-cents relationship between making Point 4 work, and your present tax bill. At least that's the way the argument went. It makes sense to us—what do you think?*

## Making Point Four Work

A Report to Congress by Dr. Raymond W. Miller, Visiting Lecturer at the Business School and Public Relations Counsel, Technical Cooperation Administration, U. S. Department of State

### *Most of the World's Problems Are Rural*

The trouble spots on this planet are basically in those areas where primary producers of agricultural and fisheries products constitute from 75 to 95 per cent of the population. These humble people may really be termed the miserable folk of the earth. Most of the primary producers of food and fibre products never have enough food to sustain even a semblance of a decent caloric diet nor enough clothing to protect them from the weather, and they live in squalor that is hard to envision in our "modern" world.

And these poor, sick, hungry farmers and fishermen are pawns in the world's greatest battle of ideas and ideals and are right now being subjected to the most tremendous psychological pressures ever exerted against mankind. We are in the thick of the battle whether we like it or not. Every far-thinking statesman in America agrees we must solve the problem of how to win these "have-nots" as our friends. But we do not make friends when we attempt to influence these people with large gifts any more than we ourselves are influenced by gifts. Dollar gifts usually cause trouble, but when we help others to help themselves on a two-way, mutual basis, we have created a foundation of lasting friendship. We cannot rush in and by the mere payment of a check change the history of the world. We can only have the friendship of others by ourselves being a friend.

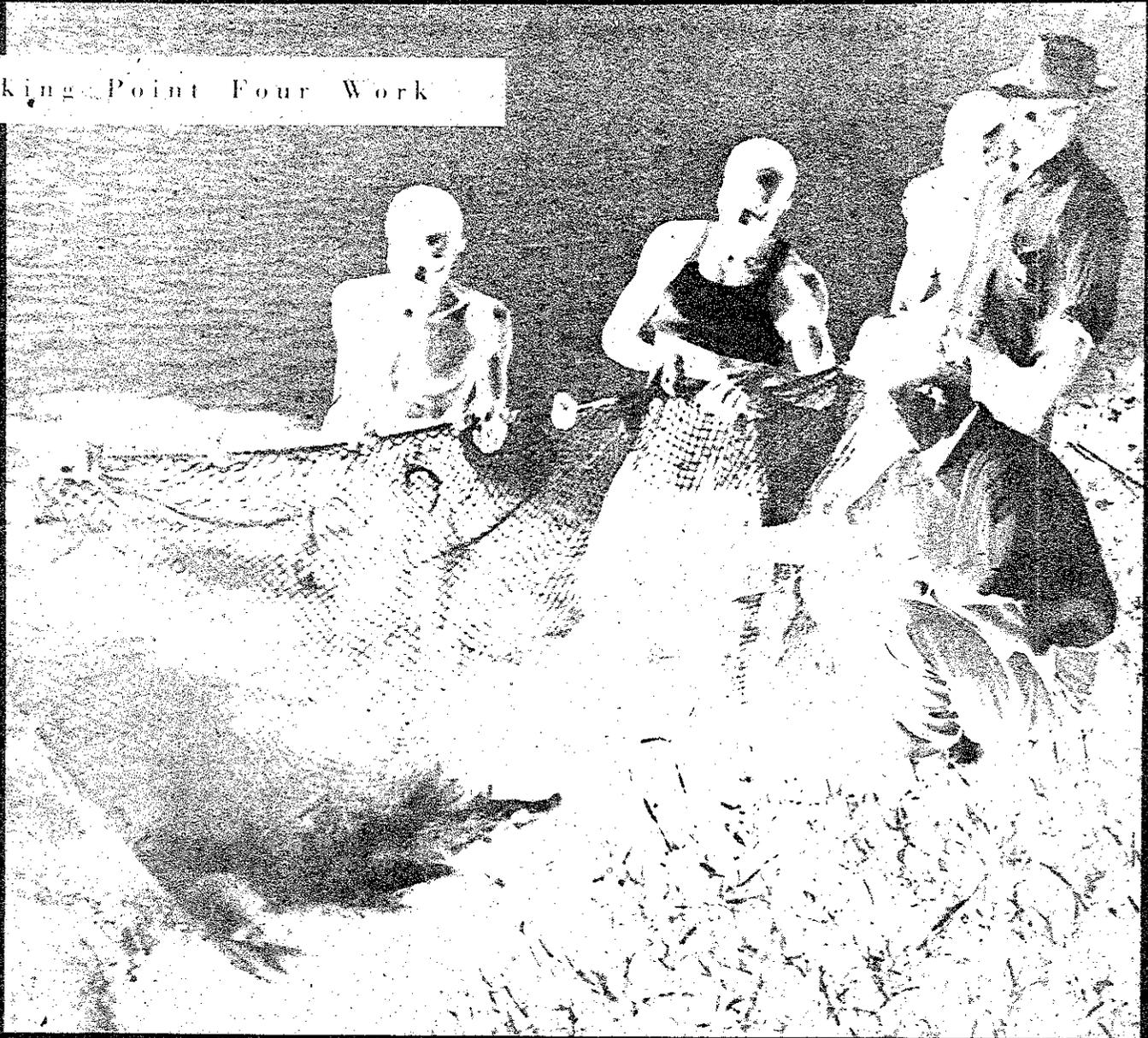
Many parts of the world offer potential opportunities for a

mutual exchange of goods and services to the end that there may be developed a pattern for peace. I take Latin America as a good case example. Only people can give value to material things; a world without people would be valueless. Latin America has approximately as many people as we have in the United States, and yet because they are poor we have often neglected a study of trade there.

I am firmly convinced that the average person in Latin America, as in other parts of the world, would like to have some of the nicer material things of life—not given to him, not sold to him in a way that he must buy what others select for him, but in a way that will let him help create the goods himself and have control over the design of them. If we could only duplicate one-fourth of the per capita exchange of goods and services with Latin America that we now have with Canada, there would be in the Western hemisphere no reason for discussion of recession in the next generation. American producers looking to do business in Latin America might well consider spending 10 per cent of their research and sales promotion budget in studying, not what they might sell to Latin America, but what Latin America wants and how these needs might be fulfilled.

The following condensed report attempts to establish from a public relations point of view, some bases for more sympathetic reception of our ideas (and aid!) in foreign countries, with Latin America as a specific example.

## Making Point Four Work



*Fish Farming in Haiti — Seven fish-breeding ponds have already been built and stocked in Haiti with FAO funds and technical assistance. Inland fish culture has many advantages: an increased food supply, rich in proteins; a continuous food supply without storage or refrigeration problems; and fish in ponds are easy to handle and crop.*

In November 1951, the late Dr. Henry C. Bennett, Administrator of the State Department's Technical Cooperation Administration,<sup>1</sup> (now the Foreign Operations Administration<sup>2</sup>), asked me to become a public relations consultant

for that agency. In this position I would be acting in much the same capacity as I had been for the Food and Agriculture Organization of the United Nations.<sup>3</sup> I suggested to Dr. Bennett that he discuss the matter with Mr. Norris E. Dodd,

Director-General of FAO, and if it were agreeable I would rearrange some commitments with other clients so as to carry on certain assignments for TCA.

I was fortunate in having been associated with Dr. Bennett since 1937 in several endeavors having to do with community development and self-help projects. When we first met in the diffi-

<sup>1</sup> Hereinafter referred to as "TCA"

<sup>2</sup> Hereinafter referred to as "FOA"

<sup>3</sup> Hereinafter referred to as "FAO of the UN"

cult dust bowl days in Oklahoma we helped attack the then almost hopeless problems of rural youth, he working through Oklahoma A. & M. College and I for private clients, through Agricultural Trade Relations, Inc., of which I was President. Later, when I was President and General Counsel of the American Institute of Cooperation, Dr. Bennett was one of the mainstays of that organization. His principle of helping people to help themselves was inspirational, for he was one of those rare spirits whom the Lord permits to live among men of lesser vision in order that their horizons may be lifted.

In December 1951, in company with Mr. Donald Wright of the Faculty of the Harvard Graduate School of Business Administration, I saw Dr. Bennett in Minneapolis. At that time we worked out a plan whereby, on January 1, 1952, I would undertake to begin a series of trips, eventually visiting all countries in which TCA (now FOA) is operating, after first attending a meeting of the Institute of Rural Life at Home and Overseas in London. Dr. Bennett informed me that he had discussed my appointment with some members of the Foreign Relations and Foreign Affairs Committees of Congress, and with Mr. James Webb, then Under Secretary of State.

Later that month Dr. Bennett was killed in a plane crash while on a trip to the Near East. Before this fatal trip he had had a conference with Mr. Dodd in Rome at which agreement was reached on the division of my assignments.

When Stanley Andrews took charge of TCA (now FOA) he immediately confirmed the prior arrangements. What neither of us knew at the time was that Dr. Bennett had promised the Inter-American Study Mission of the House Foreign Affairs Committee that an American citizen would soon start on a roving assignment to a number of Latin American countries where he would endeavor to improve the public relations of the technical cooperation services. Late in the spring of 1952, Congressman John Phillips of California drew my attention to House Report

No. 1454 submitted by the Inter-American Study Mission, in which mention was made of this. Mr. Andrews' office checked and found that it was considered that I was to be the roving "public relations evaluator."

The matter of the public relations survey was discussed with the Board of Consultants and with Mr. Andrews, Mr. Whipple and other TCA officers, and I was authorized to carry out the assignment in accordance with the arrangements made on my behalf by the late Dr. Bennett, as though he were himself still alive and guiding the work.

Through the Institute of Inter-American Affairs,<sup>4</sup> aided particularly by Kenneth Iverson (now of the Ford Foundation) and Rey Hill, and with the further assistance of Fred Rossiter of the Department of Agriculture's Office of Foreign Agricultural Relations, now reorganized as the Foreign Agricultural Service,<sup>5</sup> I began a study of the workings of the technical cooperation program in Latin America from the standpoint of public relations.

This public relations audit has been made by me as an individual and not in my capacity as President of Public Relations Research Corporation.

Two trips have been made to Latin America since May 1952, with total travel time of approximately two months. The countries visited were Mexico, Honduras, Nicaragua, Costa Rica, Panama, Venezuela, Colombia, Peru, Brazil, Haiti, and the Commonwealth of Puerto Rico.

House Report No. 1454, referred to previously, is very comprehensive and there is no need to repeat here its observations and conclusions, with which I am in agreement. I am finding the report a valuable reference. The Congress is to be complimented on the presentation of a word picture of such scope and accuracy. It indicates that during the relatively short time consumed by the survey, the members of the Inter-American Study Mission did not follow the "route of the cocktail party" but

<sup>4</sup> Hereinafter referred to as "IIAA"

<sup>5</sup> Hereinafter referred to as "FAS"

got out where the people live and work.

No attempt has been made to provide a country-by-country evaluation. That would be too voluminous and repetitious.

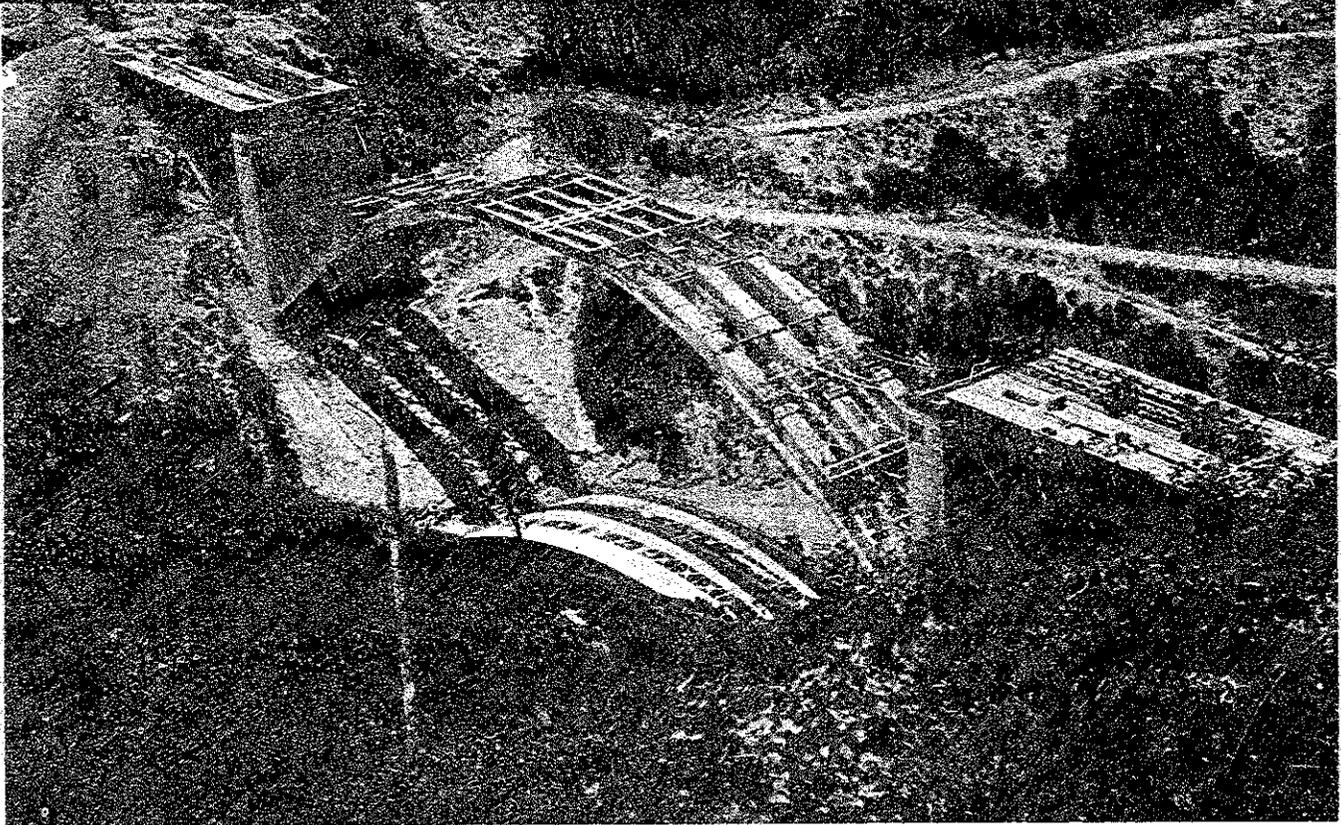
Public relations is the art of combining the science of the slide rule with the spiritual concept of the Golden Rule. I am attempting in this human relations audit to evaluate the operation of our technical cooperation program and related activities in the particular fields with which I am concerned, in terms of their impact on the people of Latin America. I have tried to keep my recommendations in line with the *felt needs* of the human beings who make up the populations of our sister republics to the south, rather than with what we in North America might wish to *think* is good for them. These people are not objects of charity, nor do they wish to be considered so. They are our proud, self-respecting neighbors.

President James Monroe was the chief actor in the first scene of the drama which constitutes the relationship between the English-speaking American and his Spanish- or Portuguese-speaking neighbors. While some aspirants for votes or political power in Latin America decry the Monroe Doctrine as the beginning of so-called "Yankee Imperialism," this does not reflect the feelings of the rank and file. Most thoughtful Central and South Americans believe that the Doctrine has preserved their liberty from foreign conquerors.

The next act of hemispheric importance relating to Latin America was Herbert Hoover's announcement of the Good Neighbor Policy. This appealed to the Latin American people, to whom the word "neighbor" has a particularly friendly connotation. In their villages they have learned to use the term as a verb as well as a noun. One neighbors his neighbor!

In the years that followed, Rockefeller-sponsored groups began taking some of the developments of the 20th century into Latin America. They have experienced both success and failure, and much can be learned from their operations. The work that has been and

## Making Point Four Work



*Pre-stressed Concrete Bridge in Venezuela — This special-design bridge, being built by the Venezuelan Government, forms part of a super-highway planned to eliminate 18 miles of the present mountain roads. The bridge, largest of its kind in the world, is being constructed by French engineers using new methods. Concrete is poured over steel which is under tremendous strain; this makes less concrete necessary, but strengthens the structure measurably.*

is being done is a serious attempt to establish a pattern through which others may carry on.

By Act of July 30, 1941, Congress established the Office of Coordinator of Inter-American Affairs, thus giving birth to the IIAA. The present IIAA, formerly established as a Delaware corporation (March 31, 1942), was chartered by Congress as a wholly-owned Government corporation in an act approved on August 5, 1947. The Institute has now completed more than ten years

of cooperative technical assistance in the fields of health, sanitation, agriculture and education, in cooperation with eighteen Latin American countries.

In January 1949, in the fourth point of his Inaugural Address, President Truman announced his program for helping people in underdeveloped countries to help themselves. The press promptly picked it up as "Point Four" and it will become as famous as the Monroe Doctrine. It is, in fact, one of the best known American pronounce-

ments of the past century, and is probably better known by people all over the world today than any other non-military act or undertaking of this country except Abraham Lincoln's Emancipation Proclamation.

The Congress of the United States has implemented these acts and pronouncements and has made appropriations to be spent in furthering the expressed purpose of helping other peoples through a friendly, "neighborly" approach. No reasonable proposal for

appropriations has been rejected, and approval has been largely on a bipartisan basis. The Good Neighbor and Point Four policies are neither Democratic nor Republican but *American*. The principle is not a new one—Christian missionaries of all faiths for many years have carried technical knowledge, especially in agriculture, out to the people of other lands to whom they ministered.

The Point Four, or technical cooperation program, when operated on a simple, grass-roots village basis, provides the United States with an opportunity to work with the countries of Latin America in raising their standards of living and creating a better life for themselves and their children. In thus fulfilling our duty to our neighbors we can make the story of the Good Samaritan come gloriously alive in the mid-twentieth century. There can be no higher objective.

While this report is a public relations evaluation primarily with respect to our relations with Latin America and certain portions of it apply specifically to that area, I consider that most of its recommendations are applicable, in principle, on a world-wide basis, and I have so told the House Foreign Affairs Committee.<sup>6</sup>

1.

*A technical cooperation program should stand on its own feet and not be linked to political or military aspects of foreign strategy.*

The eminent historian, Arnold Toynbee, has said that the 20th century will be remembered as the first age in history in which people have thought it practical to make the benefits of civilization available to all mankind. I agree, but in dealing with sovereign nations in matters having to do with such things as technical aid, land reform, rural credit, etc., the United States is faced with the dilemma of trying to teach new methods and bring about reform without interfering with, or having the appearance of trying to influence the in-

ternal affairs of the particular country. This is, in fact, one of the biggest problems facing the administrators of the technical cooperation program. The real difficulty lies in the field of human relations, and not in the technological aspects of the work. The technician has most of the scientific knowledge he needs, or can secure it from the laboratory or experiment station. The task is to take the information successfully to those to whom it can be beneficial. Anything that serves to hinder the free flow of the information and advice is a hurdle in the pathway to lasting peace and security in the world.

The surest way to defeat the purpose of technical assistance is for us to link it in any way with political or military strategy. Many thoughtful Latin Americans, as well as some of our own people in the field, have asked me just what we have in mind in this regard—what are the motivating forces behind our technical aid to other countries. From a public relations point of view it is very necessary that technical cooperation stand on its own feet and be purely and simply an attempt to assist in the implementation of the announced policy of the United States to help other peoples to help themselves, even as we have been assisted in the past by knowledge and advice from other countries.

2.

*Technical assistance should be financed as largely as possible by host country; development of local leadership should be urged.*

United States policy in regard to financing technical assistance abroad should be similar to that of FAO of the UN. That policy is to foster maximum financing by the participating nation. The Latin American countries are not pauper nations. They are independent, self-governing units with the resources and native intelligence to pull themselves up by their own bootstraps, so to speak, if we will but help them adjust the boots.

Our best assistance is rendered through projects in which local participation and eventual leadership are made conditions. Self-help and co-

operative enterprise are the route to progress everywhere. The *servicio*<sup>7</sup> is well fitted for this and it should be made an integral part of country operations *when requested and the need demonstrated*.

3.

*Care should be taken in administering a bilateral program; we should strive for full cooperation with international agencies.*

One latent danger in much of the technical cooperation which the United States is sponsoring in Latin America is that the operation may become competitive with, or overshadow the government department or ministry which has jurisdiction over the particular type of work that is being done. We must be careful to see that this does not happen. A *servicio*, for instance, should be absorbed into the local government structure as rapidly as possible.

4.

*High degree of culture of Latin American peoples should be recognized; their languages should be learned by our field personnel.*

Too often travelers from the United States go south of the border believing that all culture ends at the Rio Grande. They overlook the fact that the people of the Latin American nations have largely come from the same race strains that developed some of the great civilizations of the past.

Among advanced nations, the United States is one of the least "educated" in terms of knowledge of languages other than its own. We are certainly prone to forget that there are about as many

<sup>6</sup> Hearings on Mutual Security Act Extension, June 2, 1953, Page 880.

<sup>7</sup> The *servicio*, or cooperative service, as defined in House Report No. 1454: "A unique feature of the Institute's operations. . . . A tailor-made organization to handle a particular program in a particular country. . . . the *servicio* is organized as an integral part of the Ministry. The director of the *servicio* is usually the chief of the field party. He serves simultaneously as Director of the *servicio*, answerable to the Minister, and as chief of field party, answerable to the President of the Institute. The *servicio* is financed from a joint fund made up of an appropriation made by the legislature of the host republic and a contribution made by the Institute. . . ."

## Making Point Four Work



**County Agent and Haitian Farmers**—The county agent travels the countryside, instructs local farmers in how to improve their land and crops. One such farmer reported to Dr. Miller that before the agent's time he owned but one pair of ragged pants. Now he could afford a good pair to wear to meetings!

people speaking a Latin tongue in the lands to the south as there are speaking English in the northern continent. Their language is as precious to them as ours is to us, and they are proud of it. At the same time they are interested in learning English, and those who attempt it do a good job. Unfortunately, there does not seem to be the same desire among North Americans to learn Spanish or Portuguese. Some of our people working in the field take the attitude that it is quite up to the Latin Americans to learn English. However, the

United States technician who does take the trouble to learn and speak their language almost invariably gets along well, and when his family also speaks it, it is a great advantage indeed. *Our lack of knowledge and understanding of the language and culture of the people among whom we work abroad often succeeds in nullifying much of the good work accomplished through the technical cooperation program.*

5.

*Technicians should be separated, as*

*far as practicable, from the embassy orbit.*

Unfortunately, the work of both IIAA and OFAR is too much a part of the United States Embassy function in the countries of Latin America. We have a good team of ambassadors in these countries, but their contacts, in general, are not with the people with whom the technical services should work. The technicians, under the present set-up, are automatically a part of the embassy group and spend too much time "keeping up with the Joneses." The more

they become involved in the round of diplomatic functions and parties of the capital city, the more they are shut off from the people with whom they are supposed to work.

In the countries visited, several members of the families of embassy staff people, and others, spoke of their concern over a situation in which the social activity is on a level that prohibits the participation of many people with whom they would really like to associate. *One of the worst possible situations, public relations-wise, arise when the "humble people" cannot be entertained because they cannot reciprocate.*

6.

*Field personnel should be more carefully selected.*

Aside from the consideration of a man's capabilities and character in assigning him to a position abroad, thought should be given to the attitudes of his family if he expects to have them with him on his assignment. They should understand that they are to be part of an adventure in human relations and that life in the country to which they are going will necessarily be different from life at home.

Unfortunately, there are some cases of women who will not adjust properly to life away from the United States. These often demand extravagant living quarters which are quite out of line with the positions their husbands occupy, or with the spirit of the technical cooperation program. This condition is responsible for much criticism of United States nationals by the citizens of other countries abroad and by the local people themselves. American business firms with personnel in Latin American countries also might well examine their policies in regard to the matter discussed above.

8.

*United States citizens of all racial backgrounds should be considered for employment; full integration policy should be adopted.*

"Man in Our Changing World" is the title of a current popular exhibit at the Los Angeles County Museum, the theme

of which is: "Race Differences are Unimportant Bodily Variations—All People are Fundamentally Alike."

Included in the field personnel of the technical cooperation program whom I met in Latin America were a Japanese and a Mexican—both United States nationals. Aside from their technical competence, which we will assume is adequate, the fact that they are Americans of non-European ancestry is a matter of great interest to the people in the area in which they work, resulting in beneficial public relations.

Here in the United States we have in our universities in the extension service, and in the fields of research and vocational agriculture many capable people of Indian, Mexican, African and Asiatic stock. This group should be combed to find qualified men who have the urge to lend their talents in the effort to help our neighbors to help themselves to a better life. *Assuming that they are adequately qualified, there should be no restriction of any kind.*

Spanish-speaking, Mexican-American technicians would surely be valuable additions to our field staffs in Latin America. And what could be better than to have North American Indians as technicians<sup>8</sup> in a country such as Peru or Bolivia, where the Indian is just beginning to look toward the light of a new day when he will emerge from the morass of poverty, disease and illiteracy?

11.

*Participation in cooperative enterprises, such as farm machinery pools, should be re-examined.*

As consultants to people in other lands who can use their advice and assistance, American technicians can literally move mountains. But if the United States goes in and attempts to be a principal in the drama, so to speak, the situation is very different. Latin Americans do not enjoy submitting to direction from the outside. We would react in the same way ourselves. The use of the finest technical knowledge in

<sup>8</sup> FAO at one time successfully employed an American Sioux Indian on one of its projects in Latin America.

the world can boomerang unless it is administered with due regard to the fact that men everywhere are governed more by emotion than by material considerations.

Because we are in a hurry to get things done, we have sometimes proceeded too fast in developing farm machinery pools and other material enterprises. Cooperatives which evolved in the United States in the wake of the extension agent and the vocational agriculture teacher (Smith-Hughes), and which have helped to make the American farmer the envy of the world, did not spring to life full grown. It was a gradual process. *We do not help the Latin American farmer to help himself by providing him with such things as farm machinery pools which he had no part in building up himself.*

12.

*Greater emphasis should be placed on the formation of farmer cooperatives.*

Farmer cooperatives have helped to lead the farmers of the United States and of many other countries to prosperity. They have shown that voluntary cooperative effort promotes the general welfare.

More emphasis should be placed on assisting the rural people of Latin America to organize cooperative associations. The little farmer, left alone, even with a good crop, is something of an economic derelict. *But farmers working together along cooperative lines become a force for the creation of a better life for themselves and their families.*

13.

*Establishment of thrift-loan associations of the credit union type should be urged.*

Part of the work of technical assistance in economic matters is to give people ideas and incentive to get needed capital for themselves, preferably in the form of loans or investments. This is accomplished by showing them how to use their own resources or the established private and governmental loan facilities. In special cases

grants for a project may be necessary and desirable, but too great a readiness in providing funds through grants from outside weakens the effects of the technical assistance program.

14.

*Development of voluntary community organization should be fostered.*

Many elements and factors have helped to make the United States a great nation. Not the least of these is our use of voluntary organizations. We have the habit of organizing groups for every imaginable purpose at the slightest need or provocation, and this is one of the best democratic ideas that we can export to the countries of Latin America where, with a few exceptions, voluntary organizations are little used.

The farm organizations in the United States, such as the National Grange, the American Farm Bureau Federation, and the Farmers Union, have made a great contribution to the building of America. Not the least of their accom-

plishments has been the creation of thousands of local discussion groups wherein democracy has worked at the grass-roots village level. No area of the world could use this idea better than Latin America.

Our people abroad should be imbued with the idea that they are not merely dispensers of material information. *They are witnesses for America and for the American ideal.*

\*

There is one reaction that is quite common to people everywhere, regardless of country or background: they do not like to take *direction* from "foreigners." This was put into words for me by a Latin American who was educated in this country and can be classed as a friend of the United States. Speaking for the people of his own country, he said: "We are a sovereign people, and while we appreciate the advice and assistance of the United States, we do

not want you to do our thinking for us. To the extent that you direct us and make decisions for us we become economic pawns, and from this relationship neither lasting benefit nor enduring friendship results."

During the next century North and South America will develop hemispheric friendship and prosperity in direct proportion to the success that is achieved in solving the problems of human relations existing between the two continents and among the various countries. We are neighbors through geographical placement, and God has bestowed on the hemisphere tremendous natural and human resources. It is up to all of us to work together cooperatively to utilize these resources and make the Americas—North, Central and South—a pattern for world peace and friendship and prosperity. The technical cooperation program, operating at the grass-roots village level, may well be a key factor in establishing this pattern.

## Making Point Four Work: 27 Recommendations

*The Bulletin story contains selected portions of Dr. Miller's report to Congress. Here is the complete list of recommendations:*

1. A technical cooperation program should stand on its own feet and not be linked to political or military aspects of foreign strategy.
2. Technical assistance should be financed as largely as possible by host country; development of local leadership should be urged.
3. Care should be taken in administering a bilateral program; we should strive for full cooperation with international agencies.
4. High degree of culture of Latin American peoples should be recognized; their languages should be learned by our field personnel.
5. Technicians should be separated, as far as practicable, from the embassy orbit.
6. Field personnel should be more carefully selected.
7. Semantics should be considered in establishing titles of positions and operations.
8. United States citizens of all racial backgrounds should be considered for employment; full integration policy should be adopted.
9. Offices should be so located and furnished as to invite rather than intimidate people.
10. Review of IIAA and OFAR programs should be made to eliminate areas of conflict.
11. Participation in operative enterprises, such as farm machinery pools, should be re-examined.
12. Greater emphasis should be placed on the formation of farmer cooperatives.
13. Establishment of thrift-loan associations of the credit union type should be urged.
14. Development of voluntary community organizations should be fostered.
15. Promotion of strong, democratic, voluntary-membership labor unions should be encouraged.
16. Greater contact should be made with missionaries and church leaders in Latin America.
17. Increased attention should be given to the need for transportation and communication facilities.
18. Extension services and vocational education should be fostered, and rural youth groups encouraged.
19. Home demonstration work should be developed.
20. Land-grant colleges should be encouraged to participate in technical assistance; closer cooperation with Latin American agricultural institutions should be urged.
21. More attention should be given to selection of exchange students and contact maintained with them after their return home.
22. Means should be found to awaken an interest in modern mass distribution methods.
23. Greater attention should be given to developing two-way commerce.
24. Policies of United States business firms in Latin America should be examined from the standpoint of public relations.
25. Puerto Rico should be used as a "briefing station" and case study.
26. Beneficial results of international conferences on rural problems should be studied with a view to holding others.
27. Official travelers in Latin American countries should not confine their visits to the capital city or a few large centers of population; increased congressional travel in rural areas of Latin America should be urged.