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FROM - SEOUL

SUBJECT - End-of-Tour Report, Lane E. Holdcroft,
Development Officer, Rural Development Division

REFERENCE - AID/W M.O. 325.1

The author of this report is completing his first tour as a direct-hire employee of AID, although counting work in other capacities, he is a veteran of seven years' service in Korea. His outstanding performance as a Provincial Advisor has been recognized officially by both the ROKG and this Agency. Recently Mr. Holdcroft was transferred from Taejon to Seoul and appointed Coordinator of all field activities of the Rural Development Division.

This paper reflects Mr. Holdcroft's intimate knowledge of local Korean institutions and will be used as briefing material for all present and new RDD staff members.

USOIN/K looks forward to the return of the Holdcroft family to Seoul following home leave.

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Rural Dev. Policy Planning + Summary

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End-of-Tour Report (Control No. U-513)

Name: Lane E. Holdcroft Job Title: Rural Development
Advisor/Trainer
 Country of Assignment: Korea
 Tour of Duty Began: November 11, 1963 Prior Country Assignment & Years: USOH/Korea Contractor, 4 years
 Tour of Duty Ended: November 12, 1965
 Project Activity (Name and No.): LS9-11-110-59, Rural Development Policy
Planning and Survey

The recommended format as outlined by the USOH Manual Order for End-of-Tour Reports does not lend itself well to covering the variety of activities and programs encompassed in the duties of a USOH/Korea provincial rural development advisor. None the less, I shall endeavor to follow generally the suggested format in preparing the following paper, dealing with the broad activities of the advisor rather than with details of specific projects that have been documented elsewhere.

A. SUMMARY

As the rural development advisor assigned for the past two years to the provinces of Chungchong Nando and Chungchong Pukto in Central Korea, I have had the opportunity to work closely with each Governor and his senior provincial staff in determining local rural development policy, and in the formulation, implementation, and evaluation of most rural development action and educational programs. Approximately 80 per cent of these programs were developed within the framework of national program instructions and directives using national funds, while some 20 per cent were developed and funded by the provincial level of government.

The sheer numbers of rural programs planned and implemented in each province precluded giving personal attention to each program and project from the planning stage through to completion. Therefore, primary attention was given to priority programs in the following categories:

1. National programs with direct USOM assistance designed to reach mutually acceptable goals in the total ROKG rural development effort; e.g., the upland development (bench terrace) training program and various PL 480 Title II - supported action projects including upland development, shellfish production, paddy land rearrangement, erosion control, and land improvement.

2. Programs to strengthen existing institutions working in rural development; namely, the Provincial Governments, Provincial Offices of Rural Development (PORD), and Provincial Branches of the National Agricultural Cooperatives Federation (NACF). Programs of this nature included the rural guidance lay leader training and field demonstration programs in each province, the improved public administration program in Chungchong Namdo, and the supervised village credit program at Haldha village near Taejon.

3. Pilot programs with little or no direct USOM support that show potential for more widespread application in the future. Programs in this category include increased ramie production, increased grape production, and expanded lime demonstration program.

In assisting the provincial governments with the above-mentioned types of programs, the role of this advisor was often that of a generalist who would call upon specialists in RDD, other elements of USOM, or national ROKG agencies to provide the required technical assistance. These specialists would sometimes

make national resources, including funds and trained personnel available for a particular program.

Other diverse activities over the course of this tour have included efforts to strengthen existing Provincial Rural Development Councils in order to improve inter-agency and inter-bureau cooperation in related program endeavors, assisting non-RDD Mission personnel in their varied activities in these provinces, and reporting local progress and conditions of interest to the Mission.

B. Existing differences between U.S. and local practices, and adaptations attempted

With a few exceptions, the basic principles employed and the objectives desired are shared by ROKG and U.S. personnel working with rural development institutions in Korea. The differences tend to arise in determining the approach or method most suitable for the attainment of mutually acceptable objectives. Most often these differences are in degree, not substance, and can be minimized in an environment of mutual respect and confidence. My experience would indicate that, on the whole, officials at all levels of provincial government are very receptive to the recommendations and suggestions of their U.S. advisors. None the less, working daily, as provincial advisors do, in a cross-cultural situation requires an immense reservoir of good will, even under the best of circumstances.

The provincial rural development advisory activity is designed to bring more effectively the resources of the Mission in general, and RDD in particular, to the assistance of the ROKG in its total rural development effort. In the development and implementation of programs, the provincial advisor must operate at all levels of provincial government, providing advice and technical assistance.

Outside of his own technical area of competence and where Korean technical resources are unavailable, he can and must draw upon specialists in USOM. In program areas that should cut across artificial inter-agency lines of function (e.g., upland development), the provincial advisor can be instrumental in involving different agency personnel in joint programs.

The major organizations and institutions operating in the provincial rural development activity are the Construction and Industry Bureaus of the Provincial Government, the Provincial Branch of the MACF, POED, and in some areas, Branches of the Union of Land Improvement Associations. Each organization formulates nationally-funded programs in accordance with national instructions and directives, in addition to local programs developed and funded by the provincial government.

Program problems may arise from changes in national policy, an apparent lack of coordination or cooperation between central government ministries engaged in similar or complementary programs, and the non-delegation of authority commensurate with responsibility to the provinces. Coordination at all levels of the ROK Government is one of the most important keys to the attainment of goals in rural development. From the U.S. military occupation period until about 1962 the overlapping and duplication of rural programs by weak national organizations, operating rather independently at the provincial and gun (county) levels, was widespread. Gradually since the military revolution, governors and gun chiefs have been given more authority to coordinate provincial rural development activities. Some have used this authority more effectively than others.

In an effort to improve coordination and cooperation in the two Chungchong Provinces, I have encouraged the activation of Provincial Rural Development Councils, composed of the senior person from each rural organization in the province, as well as prominent non-government rural leaders. The Council in Chungchong Pukto has been most successful in working out cooperative programs, but in Chungchong Namdo this Council does not yet exert any great influence on provincial programming.

At the village level, in recent years the ROKG has realized the important role of village organizations in contributing to national development and in gaining political support. Thus a number of government agencies have fostered village organizations and model village programs. Among these, the former community development pilot village program gave ample evidence that when villagers have their own councils and make their own plans, they are motivated to carry out many self-help activities with a minimum of outside assistance. Today each Ri (administrative sub-division of the myon or township) has from ten to 20 clubs, councils or committees. The proliferation of these village organizations, most of which are inactive, has sometimes confused the villager, and the organizations are largely ineffective. Inter-agency rivalry and the lack of cooperation has contributed to the Government's difficulty in successfully involving villagers in these programs.

The need for some national reorganization at the village level to utilize the traditional tendency for village people to organize cooperatively has been realized by many senior officials these past few months. There have been various efforts to "unify" rural village programs. The Ministry of Home Affairs and Ministry of Government Administration are presently working out reorganization plans to bridge the gap between local government and the people.

Village organization is not a panacea that precludes the need for sound rural development policy, programming, and program implementation, but there is a definite need for a better mechanism whereby:

1. The villager becomes involved in cooperatively planning and working to improve his immediate community.
2. The villager has the opportunity to elect democratically his immediate community leaders.
3. ROKG agencies are made to work through and support one village council rather than independently sponsoring new village organizations.

Although in general the trained manpower outlook in Korea is promising, there are real problems in developing technicians in agriculture. Presently, agricultural colleges do not produce graduates with the skills and knowledge needed in rural development. Examinations now used for hiring new ORD rural guidance workers make little provision for competence in the skills and knowledge required to perform properly rural guidance duties. Also there is little or no contact between ORD and college staff members engaged in teaching or doing research in the same or related disciplines. All types of training in technical agriculture stress subject matter with little emphasis on teaching methods, and nearly no incentive is provided to encourage self-study and a sense of professionalism among rural development personnel. The attitude of those in leadership positions in rural agencies may discourage resourcefulness and initiative on the part of their younger, better trained, subordinates. Once a regular appointment is obtained, the technician feels assured of a job for life.

Farmers in Korea are, by and large, receptive to the adoption of an improved agricultural practice if the practice is demonstrated to increase net income. Custom and tradition in rural Korea only rarely impede the adoption of new agricultural practices. However, the Korean farmer has learned over the years to be cautious; not to gamble with his meager resources on the advice of an outsider. The need for rural workers equipped with skills and knowledge to teach farmers is apparent. Yet today the quality of work being performed by rural guidance workers may not be adequate to the task at hand.

Gradually, the material input picture for agriculture has improved. Nationwide total fertilizer input per chongbo has risen from 69.5 kilograms in 1955 to 118.9 in 1964, with the phosphate and potash input increasing some four-fold during that period. The lime program has increased in size from a 100,000 metric ton program in 1963 to a 500,000 metric ton program in 1965. In each province, I have given considerable attention to programs designed to encourage the increased application of lime to uplands. In Chungchong Pukto, the first provincially funded, comprehensive soil acidity testing program was launched, several thousand samples have been tested, and recommendations made to farmers. In Chungchong Namdo, provincial funds were made available for a special upland lime demonstration plot program. In the fall of 1963 a 362-plot program was launched and last year increased to 905 plots. This fall plans are for a 915-plot program. Irrigation facilities are being improved and the percentage of non-irrigated paddies is gradually decreasing. A new irrigation program plan is being drafted by the Ministry of Agriculture and Forestry (MAF) as a by-product of the drought this past summer. The Korean Union of Land Improvement Associations (KULIA) is the

quasi-government agency most responsible for the construction and management of irrigation facilities. My contact with the KULLIA Provincial Branches have been limited to periodic meetings with the Branch Chiefs at various meetings of provincial leaders.

Pesticides are available in adequate amounts both through NACF and commercial channels, although the prices vary considerably with seasonal demand.

Funds for action and educational programs in rural development--national, provincial, and local--are available in increasing amounts and appear to be nearly adequate to reach the objectives envisioned by the central government planners in the NAF and the Economic Planning Board (EPB).

It would seem that increased farm credit is sorely needed if agricultural productivity is to be substantially increased. In these two provinces, it is estimated that some 60 per cent of the credit being used by farmers is again being supplied by private money lenders at exorbitant interest rates. The extension of "supervised" credit by NACF, in a setting where the local NACF worker and ORD guidance worker operate as a team at the village level, has great potential as a widespread approach. A pilot supervised village credit program was launched near Taajon last spring, wherein the local NACF worker provides assistance in farm management and the ORD worker assistance in technical agriculture to the village members of the local cooperative. Indications are that this small program will bear watching and the lessons learned there used elsewhere.

C. Future measures and directions for U.S. activities

For at least the next three to five years, the provincial rural development advisor will be in a position to affect significantly the course of rural development programs in the province to which he is assigned. It is probable that as the ROK economy gains momentum, ROKG officials gain confidence, and the magnitude of the U.S. aid program decreases, the opportunities for provincial advisors to have a noticeable impact on provincial rural development endeavors will diminish.

To-date, the provincial advisor's time and attention has been spread too ~~thinly~~ over a multitude of programs, generally in two or three provinces. The assistant rural development officers ~~assigned~~ for provincial assignment next year should be a real asset to rural development advisory operations. A continuing problem, however, is the lack of Korean Mission employees required to support the provincial advisory activity. Competent drivers, assistants and typists would greatly increase the advisors' effectiveness.

The Mission and RDD are presently staffed with capable specialists who work with various national level agencies in formulating realistic objectives and programs to meet these objectives. With the variety of aid "tools" and their ability as individuals to work in cross-cultural situations, supplemented by rural development advisors operating at provincial level where programs are executed, USOM's rural development effort is well designed to complement the total ROKG rural development endeavor.