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FROM - Seoul

SUBJECT - End-of-Tour Report by Madison Broadnax,  
Team Leader and Agricultural Advisor

REFERENCE - AID/W Report Control No. U-513

As Mr. Broadnax has served slightly less than a year in his present post, an end-of-tour report is not required (see M.O. 326.3). He has used this occasion, nevertheless, to recount recent developments in the ORD and his observations concerning them.

His report is informative, and is therefore being duplicated to help keep the USOM Mission and AID/W advised of the progress and problems of an agency that has received substantial US-support over the years. It also is reflective of the tenor of the author's leadership in the evolution of research, rural guidance and in-service training sponsored by ORD.

As reported in other places, USOM/W is pleased with this employee's loyal and intelligent performance. We shall be glad to welcome Mr. and Mrs. Broadnax back to Korea upon termination of their home leave.

OTHER AGENCY

Rural Dev. Policy  
Planning & Survey  
489-11-110-594

BROWN

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END-OF-TOUR REPORT (Control No. U-513)

Name: Madison Broadnax Job Title: Team Leader and Agricultural Advisor  
Country of Assignment: Korea  
Tour of Duty Began: May 7, 1965 Prior Country Assignment: USAID/Sudan  
Tour of Duty Ended: May 1, 1966  
Project Activity : 489-11-110-594 Rural Development Policy Planning and Survey

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When the present tour ends May 1, 1966, the writer will have served eleven months and 22 days as agricultural advisor to USOM/Korea. Major duty has been Team Leader of the Rural Development Division Suwon Advisory Group encompassing administrative and technical details in support of rural development in Korea, under direction of the Chief of the Rural Development Division, United States Operation Mission to Korea.

I. Objectives and Goals:

A. General

1. Infuse into administrative circles at the Office of Rural Development (ORD) methodology and proper attitude for institutional building, utilizing indigenous talent.
2. Motivate coordination between bureaus, universities, ministries and private enterprise to obtain unified concentration in resolving agrarian problems.

3. Set forth managerial procedures necessary to develop research, guidance and training resources into productive catalysts for social and economic reforms.

4. Encourage government and business leaders to combine agricultural and business operations in such a fashion and on such terms that only high quality goods will be licensed for export.

5. Encourage ROKG to select for graduate level training an efficient cadre of young scientists who will be employed in research positions of the Office of Rural Development on a continuing civil servant tenure.

6. Assuage the increasing ambitions of youth, the font of Korean future statesmen, by providing stimuli for their fourfold development, e.g., "Head, Hand, Heart and Health."

B. Specific

1. Arrange, manage and expedite logistic support for RDD and UN personnel resident in the ORD compound, Suwon.

2. Supervise and coordinate activities of five RDD advisors, five assistants and one secretary, providing technical assistance in agricultural economic, extension, horticulture, research and training.

3. Coordinate visitor schedules and serve as liaison contact for US and other international figures frequenting the Office of Rural Development.

4. Advise the Director of the Office of Rural Development in the development and management of an agricultural institution capable of valid planning and implementation of research, guidance and training activities identifiable with fulfilling Korean social and economic needs.

5. Provide support to ancillary organizations through on-the-job visits, consultations and lectures.

6. Procure an ample quantity of grant-in-aid commodities to support technical competencies of RDD and ORD personnel attempting to resolve rural development problems.

7. Encourage, through technical analyses and managerial approaches, a syndrome for amalgamation of agricultural and business institutions in both the production and marketing of Korean products.

## II. Activities:

A. Supervised and coordinated duties of five US advisors and six Korean assistants, plus two drivers.

B. Inventoried vehicle needs for RDD/Suwon and reduced fleet by one, thereby realizing a reduction in salary and operational expenses.

C. Developed a favorable working relationship with ORD personnel and other institutions in the Suwon area.

D. Held frequent bilateral discussions with the ORD Director to expand the scope and to improve the image of the Office of Rural Development in promoting agricultural policies and plans.

E. Cooperated with university officials engaged in related rural development programs, both in Seoul and in Suwon.

F. Interviewed and counseled 19 foreign visitors to the Office of Rural Development.

G. Lectured to 39 different groups including youth, civil servants, lay leaders and business leaders in Suwon, Seoul, Pusan, Kwangju and Cheju.

H. Cooperated with RDD Provincial Advisors by arranging bi-monthly conferences with ORD and PORD personnel in Suwon.

I. Finalized all requests for program documentation necessary in the RDD/Suwon operation.

J. Compiled monthly, quarterly and special reports, manifesting results of managerial, technical and operational procedures required for agrarian development in Korea.

K. Assisted administrators and technicians in making current their inventory records, including all USOM-procured equipment and materials.

L. Chaired the USOM Agri-business Committee which serves as the catalytic organ for export promotion of marine, sericulture, viticulture, food processing and livestock products.

### III. Favorable and Unfavorable Factors:

An outstanding factor helpful to the Team Leader's program for assisting ORD Administrators in developing a viable rural development institution has been the free line of communication maintained with the Director and his subordinates in the Office of Rural Development. As a result, there has been closer coordination in planning programs of mutual interest and benefit for rural development. Weekly conferences with the Director, Office of Rural Development, have been of considerable assistance in unravelling many administrative, as well as technical problems.

This, coupled with the sustained support and backstopping by the Chief and Deputy Chief of the Rural Development Division and AD/II, has made it expedient to plan activities and resolve inherent problems with minimum difficulty.

The ability of Bureau Chiefs, together with their subordinates, in planning and implementing programs is another factor contributing to the success of the writer's role in institutional development. Their acceptance of suggestions for up-grading the quality of performance has been gratifying. Their studious approach and open-mindedness have proved to be assets which broaden the capabilities of most of the young scientists and technicians.

On the Korean side, unfavorable factors have been: Dearth of highly trained research scientists; inability on the part of Korean associates to comprehend in English; inconsistency in assignment and salary scales, based upon equitable technical competence; lack of positive policy to make in-service training dynamic and problem-oriented; acquiescence to inter-agency duplication; and, limitation of effectiveness of officials due to inadequate travel allowances.

A pillar for institutional development is sufficient number of highly trained administrators, scientists and technicians. The greatest weakness in the Office of Rural Development is the shortage of qualified scientists to fill available research positions. A related factor is the inability of young, promising scientists to understand English, which is increasingly essential to advanced training in scientific fields.

Institutional development is further impeded by assignment of personnel to positions for which they have not been trained. Too often is the case of section heads with less experience and training than those whom they supervise. Such alignment breeds inferior results and circumvents development in an orderly sequence.

The Office of Rural Development should assigned personnel to positions for which they are technically qualified. A policy to end the present practice will alleviate many of the morale problems, and will motivate those yearning to exhibit their technical know-how.

Many employees serving at the training institute feel their professional careers are at an end. This is unfounded and lacks the backing of the ORD administrator. But, rightly or wrongly judged, some remedial steps are needed to rectify the situations stalemating a coherent in-service training program.

#### IV. Evaluation of Results:

##### A. Administration

Generally speaking, the administration of programs within the Office of Rural Development has shown steady improvement, especially at the directorate and bureau levels where policy and plans are fitted into the heirarchy of the ORD structure for maximum output of the professional force. Through conferences, meetings, symposia, an amiable atmosphere assuring greater coordination has been created. Fiscal requirements were made in accordance with the assessment of needs for personal services, supplies and equipment.

Subordinate personnel are growing more confident in their assignments and becoming more objective in implementing programs agreed upon in the seven year development plan.

The existing disparity between certain groups of employees is recognized and given study, so as to provide amenities and/or fringe benefits equally.

The ORD organization has shown a marked degree of insight for logistic support and of understanding the importance of meeting the objectives set forth in short and longterm development plans.

B. Research

Agricultural research projects during the past year have shown considerable progress. The Suwon component of RDD provided expert assistance to the agronomy, horticulture and agricultural economics sections in the research bureau. Each USOM/K-RDD Advisor provided the stimulus for research discoveries and aided in the expansion of knowledge boundaries in their respective fields.

Tangible agronomic results have been obtained. Corn yields increased 40 to 100 per cent over local varieties; ramie, flax and kenaf fibers were demonstrated and proved to have a high potential economically; grain sorghum was tested in two separate provinces giving considerable promise as a source of feed for Korean livestock; two varieties of hairy vetch, a legume, was introduced from Nebraska and one showed great promise as a winter cover crop for barren rice paddies.

Results in horticulture have been of greater prominence. Western vegetables were propagated successfully; new varieties of apples, grapes, peaches, pears, and persimmons were introduced and successfully propagated; a careful viticulture study opened a new horizon for commercialization of the Korean grape industry; and, an experiment for production of a certified variety of seed potatoes in Korea was planned.

During the latter part of 1965, work in ORD farm management research was expanded to include improved household management; cost analyses; comparative incomes from farm enterprises; utilization of farm land area; and a study of the total marketing procedure for major agricultural products.

To meet the growing demand and the objectives delineated for farm management to achieve, two decisions have to be made. The first concerns designation of personnel to execute present and anticipated responsibilities; whereas, the second inevitably extends sectional functions beyond the farm management field into broader aspects of agricultural economics. Once the decisions are made, they will pinpoint the scope of agricultural economics research in Korea. In some areas the research program is weak and fragmented, but this can be overcome through training and shifts in personnel and program emphasis.

### C. Rural Guidance

The Guidance Bureau has capable leadership and equal USOM advisory support. Noteworthy progress has been made in planning, supervision, rural youth, result demonstrations, communications and home improvement projects.

A USOM EDD Advisor has been constantly involved in the successful implementation of rural guidance work. Like other Team Advisors, his technical counsel has been in steady demand and appreciated by his Korean counterparts. His ideas, for improving the effectiveness of the Rural Guidance Bureau, are accepted and included in annual work programs.

A glaring weakness of the Guidance Bureau is inexperienced personnel who fail to grasp problems underlying realistic village development and are inept in cultivating the confidence of farm people.

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Low morale is manifest because of inequity in salary and fringe benefits, comparable with that of their colleagues employed in the research bureau and NACF. Thus, employees seek jobs in other agencies where conditions are more palatable to their personal desires.

D. Technical Training

In-service training is provided for rural development employees at the National Training Institute. A full time staff of 12 civil servants is engaged to coordinate training programs which include the major subject matter fields. On a year-round schedule, more than 6,000 senior and junior level officers and lay leaders enroll in courses ranging from one day to four weeks' duration.

Instructors for these courses are recruited from the two bureaus, the Agricultural College of Seoul National University, research stations and, occasionally, USOM advisors. A USOM RDD/Suwon advisor is assigned to the institute and imparts regular tutorship to staff and technical assistance to the Director at the Training Institute. With this level of assistance, curricula, teaching methods, and manuscripts are kept current and meet some of the demands for regular and emergency training requirements.

V. Recommendations For the Future:

A. That USOM assist the ROKG with selection and training of seventy(70) qualified young agricultural scientists for employment in the Office of Rural Development.

B. That RDD, in cooperation with other appropriate divisions, make a study of the ROKG civil service law to insure that its terms of employment

and salaries are equalized between government agencies and commensurate with private institutions.

C. That USOM continue to support the Office of Rural Development by placing high priority on institutional development inevitably bringing about self sufficiency in crop production and agricultural export market outlets.

D. That USOM assist MAF in up-grading the National Training Institute by appointing a qualified permanent staff, providing each qualified teacher ample funds to conduct research studies applicable to personnel development in ORD.

E. That USOM, through the RDD Advisory Team in Suwon, assist the ROKG in broadening the present Farm Management and Horticulture Sections in order to support the development trends in the respective fields.

F. That a cadre of subject-matter specialists be trained and assigned to the respective experiment stations for backstopping the Rural Guidance Bureau in its implementation of rural development programs at Myon and Ri-Dong levels.

G. That USOM invite the acceptance of agri-business concepts by ROKG and business leaders, and that a Farm Production Association be promoted as an institution owned and operated by farmers engaged in the production of agri-business commodities, e.g., marine products, sericulture, viticulture, food processing (mushrooms, asparagus, sweet potatoes, vegetables), and livestock.

This endeavor should be supported on the following terms:

1. Commodities have an export demand,
2. Commodities meet export standards,
3. Commodities are labor intensive, and
4. Commodities show a reasonable margin of return on investment to producers.

In promoting the above commodities for quality production and export, USOM should provide dollar and won funding as necessary.

H. That USOM encourage ROKG to make commodity-outlook appraisal as a support for price stability rather than sole dependence on parliamentary fiat. An annual conference on commodity outlook should be established, in cooperation with competent specialists, to study prospects for Korean goods in international markets.