



END-OF-TOUR REPORT

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Kwangju  
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A. Summary of Report

As a Rural Development Officer, I was assigned to the provinces of Cholla-Pukto and Cholla-Namdo and stationed in Kwangju, Cholla-Namdo, in southwest Korea on my arrival in April 1964. During July 1965 another Rural Development Officer was assigned to Cholla-Pukto releasing me of any further responsibility for that province.

After serving eight years as a community development advisor in Pakistan, Iraq and Iran, and one year as a rural development officer in Iran before coming to Korea, it was refreshing to find such a high percentage of capable and dedicated officials working for the improvement and development of their country. The speed with which programs could be developed and implemented down to the village level was something that I had not heretofore experienced. Perhaps because of this I was a little daunted, so it took a while to see where I could apply my efforts to the best advantage. On becoming acquainted with the provincial programs, it became apparent where assistance could be given and programs strengthened.

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I have had an opportunity to work closely with the governors and their senior staff members in the area of rural development, assisting in the preparation, implementation and evaluation of their action and educational programs as well as assisting in determining rural development policy. Considerable time was spent in the field working with the gun (county) and myon (township) officials, observing programs and making suggestions.

An RDC does his most effective work with section and subsection chiefs and gun officials; however the confidence and respect of the governor, deputy governor and bureau chiefs must first be earned and their support and backing given.

The provincial programs are based mainly on the national programs and the supporting budget with some programs developed and funded at the provincial level. The guns base their programs on those funded and handed down from above (national and provincial) although they do have some leeway in developing local programs using gun funds. In general, the programs are planned at the top and funneled down to the provinces, guns, myons and ri-dongs (villages). The farther down the line one goes, the less voice is permitted the villagers.

With the many programs in operation it was impossible to give the attention necessary to each of these from the planning through to completion. My attention was given mainly to:

1. National programs supported by USOM such as upland reclamation (bench terracing) including the training of the upland workers, the various PL 480 Title II-supported projects including upland development, tideland reclamation, paddy rearrangement, shellfish culture, flood control and land development projects.

2. Programs to improve the institutions working in rural development such as the provincial government and its bureaus, the ~~pro~~ Provincial Office of Rural Development (PCRD), the provincial branches of National Agricultural Cooperative Federation (NACF) and Central Federation of Fishery Cooperatives (CFFC). Programs of this type include lay leader training, training of newly hired workers, in-service training, 4-H Club work and the Economic Farm Unit credit program.

3. Other programs having the potential of future development which are of interest to, or sponsored by RDD Advisors in Seoul or Suwon include agri-business and the increasing of new or speciality crops such as grapes, asparagus, ramie and mushrooms. Also included are programs in which I have been able to ~~assist~~ develop interest such as contour farming, conservation practices for the watershed areas of the small irrigation reservoirs being constructed, village improved seed committees, and with the Chon Nam University College of Agriculture to: (a) coordinate research programs with PCRD and (b) improve the curriculum to provide more suitable and practically trained graduates to work as guidance workers (PCRD) or as pioneer workers (NACF).

As the above-mentioned programs cover a very broad field of endeavor, it was necessary to work as a generalist, calling on specialists from RDD, other USOM divisions or ~~from~~ ROKG agencies as needed. By my working through USOM channels and the provincial officials working through their channels, assistance could often be obtained more rapidly than by each working alone.

At times assistance was given to USOM officials from other branches while visiting the provinces. Local progress and conditions of interest to the Mission as well as special information as requested, were reported.

B. Existing Differences Between U.S. and Local Practices, and Adaptations Attempted

This report will reflect mainly my activities in Cholla-Nando even though I was also the RDO for Cholla-Pukto for 14 months. Many of the comments made regarding Cholla-Nando are pertinent to Cholla-Pukto.

My being here as an RDO is the first time the province has had an advisor working with the governor, his bureau chiefs, section chiefs, gunsus and other officials on all phases of rural development. The former advisors stationed here under a Near East Foundation (NEF) contract worked with the provincial government as community development advisors and later as rural development advisors, primarily with the FORD.

The existing differences between United States and Korean practices are numerous, but not all of the latter are necessarily unsuited to Korea under the existing conditions and culture. Decisions and policies as well as programs are developed at the top and are handed on down the line. Different priorities and technical considerations are given to programs and to the solution of problems than we would give. My efforts have been based upon my findings and observations and to raise questions and make suggestions. Sometimes there is acceptance, other times the "seed" has been planted and awaits the proper climate for germination.

With the general high degree of competence of the officials with whom I have worked, as compared with other countries where I have been before, it has been necessary for me to work at a higher degree of efficiency and competence, but at the same time to be understanding of the problems encountered and the system under which Koreans have to function in carrying out programs.

The administrative set-up of the provinces is much different than that I have encountered in other countries, especially regarding the Ministry of Agriculture and Forestry (MAF) at the provincial level. Most of the Korean Ministries are represented at the provincial level by bureaus, such as the Bureau of Home Affairs, Bureau of Health and Social Affairs, Bureau of Police and Bureau of Information. There is no Bureau of Agriculture as such, but it is represented by the Industry Bureau, Construction Bureau which are in-line agencies, and by the Provincial Office of Rural Development, National Agricultural Cooperative Federation, Central Federation of Fisheries Cooperatives and the Union of Land Improvement Associations, all of which are involved in carrying out MAF policies and programs as well as the provincial and gun programs. In carrying out programs such as the Seven Year Increased Food Production Program, usually two or three bureaus or departments are involved, each having assigned area responsibilities.

The need for coordination and cooperation between the various bureaus and the semi-government agencies, is a must if the targets are to be reached. I have been attending coordinating meetings of the bureau chiefs and subsection chiefs during the past year. These meetings help to a great extent, but often cooperation means not objecting to, but putting a stamp of approval on a program developed by another bureau or section - not really working out the plans together. Some progress has been made during the time I have been attending the meetings.

In working with the officials it is necessary that we advisors realize that they do not define or understand a term the same as we do - nor does it have the same meaning to them as it does to us. For example, as mentioned above, "cooperation" is such a term; others would be workshops, agricultural demonstrations, seminars and

evaluations. Another point that has been hard for my Korean counterparts to understand is that as an advisor I am willing to sit down with any person at any level to assist in working out the details of a program. It has taken a while for them to realize that I would be willing to help develop the program from the start, and that it is better to do it that way rather than bringing a program to me for my comments that has already been developed, approved and signed by the necessary officials.

Soil erosion is a serious problem in Korea and in this province. Although there is a national policy concerning erosion on forest land, practically nothing has been done regarding erosion of cropland except in a limited way by bench terracing. My interest is to have the officials from the governor on down look at the eroding lands through my eyes, see the same things I see and have the same concern that I have.

After observing some seriously eroded cropland over a year ago, I asked PCRD who was responsible for doing something about it - that is to get the farmers to change their farming methods (to use more contour farming). They said they were not responsible, but it was the up to the Farmland Improvement Section of the Construction Bureau. The Farmland Improvement Section said, "no," it wasn't their problem. Since that time some progress has been made in that the PCRD will include more on soil conservation in their Lay Leader E Training program and the Farmland Improvement Section will require that newly reclaimed land not being benched will follow the contour farming method which I have been recommending. It is hoped that the PCRD will some day feel that it is just as important that their guidance worker

tell the farmer about the necessity of conserving his soil as it is to tell him to adopt other improved farming practices, such as spraying to control insects and diseases, using improved varieties and applying proper amounts of fertilizer.

The bench terracing program has grown by leaps and bounds during the last three years, emerging from a USOM-supported pilot program in 1963 with one bench terrace built in each province, in 1964 with a bench terrace in each gun and enlarged MAF with enough subsidy to build four bench terraces in each myon, and in 1965 to a full-fledged operation with the hiring of over 1,700 upland workers and supported with 25,000 metric tons of PL 480 Title II commodities.

The expanded program necessitated training of new workers last year, with additional training given this year. In general the training in this province has been effective, but has the same failings of most training programs involving the teaching skills, e.g., too little time was allocated to practical work and that the classes were too large.

The Myon Upland Subsection in this province is building on experience gained last year. Its staff realizes that the quality of the terraces must be improved, that guidance must also be given to the farmers who terrace their land without food subsidy, and that more supervision by the provincial officials to the guns and by the gun officials to the myon workers is needed. In addition to terracing land between 10 per cent and 35 per cent slope, land under 10 per cent was reclaimed by normal reclamation. I have assisted them in developing a contour farming system which will be used on all uplands under 10 per cent.

PL 480 Title II food made possible the expanded program last year. In this province about 5,000 hectares were reclaimed with 5,600 metric tons of food. Beaching was done on 60 per cent of the land and normal reclamation was carried out on 40 per cent.

During 1965, I was not involved much with the planning of Food for Peace program for the province except for the part involving reclamation. However, as result of continuing discussions with the governor and other officials regarding the need for a Provincial Food for Peace Committee, the governor approved organizing such a committee several months before official instructions were issued by the National Food for Peace Committee.

Giving the provinces the authority to develop their own comprehensive plan and dividing up the provincial allocation as they see fit is a step in the right direction. However, guidelines should be developed for CY 67 to make certain that more consideration be given to economically productive projects. With the experience gained this year, it is expected that the PFFPC will develop a more suitable plan for CY 67. Food administration this year has improved.

The farmers of Korea do accept change, perhaps not always because they are convinced that it is best to do so, but farmers generally do what they are told to do. The government sets up targets to be met and with the urging of the provincial, gun and myon officials, by one means or another, the targets are usually met. As has been my experience in other countries, the older farmers are more resistant to change than the younger ones.

The FORC with its guidance and Lay Leader Training programs has been an important influence in this province in effecting change. This province is fortunate

in that in every gun as well as at the provincial level, there are training facilities (class rooms, dormitory and dining hall). The trainees are provided room and board. PCRD needs to have smaller classes and to make its training more practical with more of the training based upon farm problems. By improving the quality of training they can attract into the classes more of the true village leaders rather than the younger villagers who have little managerial authority on their parents' farms. This past year in-service training has been given to the teachers, which has helped to upgrade the training.

The research arm of PCRD is instructed by the National Office of Rural Development as to the type of research to be done, thus allowing little room for developing locally needed research on practical problems. There is also need for more coordination between PCRD research and the Chon Nam Agriculture College research programs. Some discussions have been held with the ~~gunax~~ governor and the officials involved, all of whom have indicated interest in holding further discussions.

There needs to be more development of programs at the grass roots level. Officials in this province are starting to see the value of involving villagers more and more in program building, instead of merely telling them what to do. Provincial officials complain that they are not given enough authority to develop their own programs - that they are instructed as to what to do - but at the same time they are reluctant to give those below them the same privileges they are asking for. It has been my observation, whether in the U.S. or in other countries where I have worked, that when privileges are given to people, whether villagers, bureaus or sections, they in turn become more responsible and are more concerned in the

outcome of their plans and actions. I will continue to discuss these ideas and encourage more solutions of problems locally and more grass roots planning.

An example of a gun recently starting to solve a problem is as follows. In Hmasun Gun the average farmland holdings per household is 7.3 tanbo (1.8 acres) as compared to the provincial average of 8.6 tanbo (2.15 acres). The Gun Chief has launched a program to increase the size of farm holdings, whereby without subsidy bench terracing will be done on whole hillsides rather than carrying out many small projects. I have maintained all along, in my discussions with officials, that there has been too much dependence on subsidy, either cash or Title II food, and that ~~at~~ villagers given the opportunity and under capable leadership will do more to help themselves.

C. Future Measures and Directions for U.S. Activities

Provincial Rural Development Officers and the Assistant Rural Development Officers will continue to play an important role in the provinces for at least the next five years. As changes have been made in governors recently, the policy has been to appoint younger, more energetic and capable governors (as was done in my province), and the Rural Development Officers will have even a greater opportunity <sup>at</sup> to assist/all levels within the provincial government.

In the past my efforts have been spread thinly over a wide area. However with the assigning of a Rural Development Officer and an Assistant Rural Development Officer to each province, more attention can be paid to significant details. Coupled with the capable specialists in the USOM Mission and RDD, we should be able

to provide more effective help to ROKG in its rural development efforts. The provincial two-man staff should be properly supported with Korean drivers, able assistants and an office secretary.

The limited decentralization of government now underway of giving more authority to the provinces should continue to have USOM involvement. As the local officials gain in their ability to prepare suitable plans locally and to assume more responsibility, we should give them our support, advice and assistance.

The provincial governments need to strengthen their own planning ability, upgrading the quality of the planners and economists in the Office of Planning and Inspection. Too often, plans are not always based on reality, nor are the necessary economic factors considered.

I wish to express my thanks to the many Korean officials and USOM staff members with whom I have worked during the past two years. Without their support and cooperation little would have been accomplished. I have served in no post where the technical and administrative support from Headquarters has been given as wholeheartedly as it has been given here. It is with great pleasure that I look forward to returning to post after home leave.