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FROM - SEUL

SUBJECT - End-of-Tour Report - Frank P. Schwencke,  
Rural Development Advisor

REFERENCE -

Mr. Frank P. Schwencke departed post September 15. He has performed very well as provincial advisor to the Governor of Chungchong-Pukto and his staff. At the Mission's request he will return to duty following home leave.

It should be noted that Mr. Schwencke is committed to a comprehensive program of development in the rural areas of Korea, which is very much in accordance with Mission policy. He also promotes a gradual decentralization of government administration, which we favor for reasons of efficiency, democratization and, to be more specific, Title IX. In the process of pursuing these initiatives, Mr. Schwencke has not avoided short-range, specific and high-return activities, as indicated in his report.

We commend his recommendations to the reader; in a very large measure they represent our total goals for rural development in this country.

Mr. Schwencke is never discouraged, he never loses his salty approach to problem situations and his return, therefore, will all the more be welcomed by USOM/K.

PORTER

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END-OF-TOUR-REPORT

Name: Frank P. Schweneke Job Title: Rural Development Advisor,  
Chungchong-Pukto  
Country of Assignment: Korea  
Tour of Duty Began: September 4, 1965 Prior Country Assignments: Ghana - 4 years  
Nigeria - 2 years  
Tour of Duty Ended: September 15, 1967  
Project Activity (Name and No.): 489-11-110-594 Rural Development  
Policy Planning and Survey

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I. Purpose of assignment:

The Rural Development Officer's 1966 performance evaluation report lists five major duties. These can be considered the purpose of the writer's assignment. They are:

- A. Serves as senior advisor to the Governor, his staff and other provincial agency staff on all matters relevant to rural development.
- B. Provides advisory services to all levels of provincial government and agencies in the planning, execution and evaluation of rural development programs.
- C. Reports and makes recommendations to the Mission on agricultural conditions in his assigned province, collects information and prepares special studies for Mission use in evaluating rural development programs in Korea.
- D. Insures that AID support for rural development entrusted to his assigned province is used according to mutually agreed terms and conditions, and at all times reflects the policies of the Mission regarding rural development.
- E. As senior permanent UCOI representative in his province, the provincial rural development officer provides liaison with provincial government and agencies and helps the Mission to assure coordination of its activities within the province.

This report will deal mainly with the first two items.

## II. Methods of operation:

The Rural Development Officer (RDO) position is multi-faceted. It requires him to be part-administrator, technician, diplomat, psychologist, public relations man, promoter, teacher, student, friend, laborer and playboy. All of these are put together in various amounts at different times to try to create changes the RDO thinks will improve the developmental progress of the province.

At first the RDO must learn the what, where, when, why and how of present development and future plans. This job never ceases.

Technically he must work with the action people to convince them of the benefits of any changes he proposes. When this is done, and it may take a long time, it is easier to get administrators to give orders to initiate this change. Administrators very often have little or no technical knowledge and so will check with technically trained subordinates for their ideas on the proposed change. If they find they agree with your ideas, acceptance and action are usually certain.

Some projects or ideas can be promoted continually, others require intermittent pressure from many different angles on people over a long period of time before acceptance. Some never move. One develops a "feeling" when projects should be temporarily dropped or approached through other channels.

If there are nine ways to skin a cat, there are probably ninety-nine ways to approach a single problem in the province.

Situations needing improvement are widespread. Most have to be approached gradually in many areas and in many ways to create an awareness of need to change. Occasionally opportunity knocks. This usually occurs in discussions with upper-level officials expressing dissatisfaction or concern over certain aspects of a program or procedure. This is the time for the RDO to jump in with both feet to make suggestions, if he has any, on possible courses of action to improve the situation. If the official reaction is even slightly favorable, he should be aggressive in promoting change. Later, he may have to reduce his efforts, but meanwhile many good ideas for improvement can be planted in the fertile ground of discontent.

The RDO should never summarily refuse a request for assistance or advice. If he knows assistance is impossible through USOM channels, it should be referred or taken to the most appropriate ROK Government unit. Assistance from USOM divisions, other than RDD, should be asked for when requests fall in their specialized fields. Every request should receive an answer.

The RDO many times appears to be running from fire to fire as he responds to requests from all segments of provincial officialdom. Underlying this activity is the main stream of influence that moves steadily on, generally unnoticed, until enough accumulates to create a significant change in policy or procedure.

### III. Accomplishments:

Accomplishments are difficult to measure when working in an advisory capacity. Many times one never knows if suggestions are accepted or rejected as the time interval between planting and harvesting of ideas varies tremendously.

The RDO is primarily an instrument of change. The following two lists are, in my opinion, changes due in part to the RDO's influence, that have taken place since his arrival in Chungchong-Pukto. The first shows changes where the RDO exerted major influence and the second, considerable influence to effect change. Minor influence, or at least creation of awareness of many other problems or situations that could be improved, reaches many phases of provincial affairs.

#### A. Major influence :

1. Initiation of complete soil and water conservation practices in the watershed of every water reservoir in the province.
2. Introduction of soil and water conservation teaching in all provincial primary schools.
3. Additional training for all technicians working on the upland development program. Training was on comprehensive upland development and soil and water conservation.
4. A forest fuel conservation project was started. This is the installation of sixty 'methane burner' demonstrations throughout the province. These burners use animal manures and night soil to produce gas for cooking and heating purposes.
5. Establishment of Food for Peace (FFP) education teams in both Chungchong-Pukto and Chungchong-Namdo. These teams visit FFP projects regularly to improve or correct administrative and technical procedures.
6. Initiation and completion of a cost-of-milk production and milk-consumer survey in Chongju.
7. Acceptance of the comprehensive development idea is now an established fact throughout the province. A long-range plan for provincial upland development has been implemented and the first comprehensive project is half completed. Upland development consists of, in Korean terminology, development of uncultivated upland.
8. Completion of a plan for comprehensive conservation of cultivated uplands, including demonstrations, educational process, inter-agency cooperation, pilot township, voluntary conservation, etc. Funds for implementation will be included in the next budget to start this long-range plan.

9. A bench terrace survey was made in 1967 on 100 terraces completed in 1964. The survey covered crops planted, crop yields and income by crop and area.

10. Initiation of the first training school on how to teach, organize and use visual aids for Provincial Office of Rural Development guidance workers to teach in county farmer-training centers.

11. Inclusion of businessmen on provincial committee on small and medium industry guidance; previously it was only government officials.

12. A National Assemblyman from Chungchong-Pukto will introduce a bill in the legislature to enable the 37th ROKA Reserve Division to expand its agricultural training program.

#### B. Considerable influence

1. The industrial capacity of the province has been surveyed. This has enabled officials to do a better job of planning industrial expansion.

2. Major changes in direction have been made in the 1967 programs of the Livestock, Sericulture and Farmland Improvement Sections.

3. Provincial officials are much more aware of the economic approach to all projects. There is still much work to be done in this area.

4. There has been increased cooperation between various government agencies, quasi-government agencies and others on many projects and programs.

5. Peace Corps volunteers in Chungchong-Pukto are now able to do educational and development work outside the school system. At first they were restricted only to school activities.

6. There has been increased understanding of the need for improved livestock feed and feeding program by provincial officials, dairy and beef farmers.

7. The 37th ROK Army Reserve Division's agricultural training has been tailored to fit provincial needs.

8. New geological and mining surveys have been initiated in Kossan County for coal and in Tanyang County for Iron.

#### IV. Recommendations:

The following areas, in the writer's opinion, need emphasis by the Chung Puk RDO in the future:

A. Follow-up and improve on existing comprehensive soil and water development plans.

- B. More education on a broad base and at all levels on soil and water conservation.
- C. Program evaluation in all phases of provincial programs.
- D. A personnel evaluation system.
- E. Use of FPP projects to create a provincial development fund through repayment schemes on production-increase projects.
- F. Increased cooperation between government and quasi-government agencies on projects and programs, especially in the planning stages, and on training programs.
- G. Improved agricultural statistics.
- H. Economic feasibility on all new projects, both agricultural and industrial.
- I. Livestock programs, especially feed.
- J. Encouragement of private capital in rural development programs.
- K. Improvement in the Provincial Office of Rural Development guidance training and lay-leader programs.
- L. Improvement in Provincial Office of Rural Development demonstration work.
- M. National Agricultural Cooperative Federation "Stabilized Farm" program-increased use of farm records.