

**AIRGRAM**

**DEPARTMENT OF STATE**

UNCLASSIFIED  
CLASSIFICATION

For each address check one ACTION

INFO

DATE REC'D.

KS  
630.95195  
K84C

Campbell

AID/W

TOAID A- 632

X

*Agui*  
ACB  
*Ma Miller*  
4890594-39  
DATE REC'D.  
*PD AAD-427*  
*Miss Folio*  
1267 DEC 6 11 11 23  
CI

DATE SENT

*13p*  
O.S.A. - 11/29/67

FROM - Seoul

SUBJECT - End-of-Tour Report - Walter W. Campbell - *Illustration*

REFERENCE -

During his 18 months in Korea Mr. Campbell made a substantial contribution both to the philosophy and the practicalities of extension programming. His very considerable experience in this field, at home and abroad, was used to very good advantage in his contacts with Korean counterparts. He traveled widely and proved to be a keen observer.

As will be noted in the tenor of this report, Mr. Campbell is frank and outspoken. In Korea, unlike some countries, these are qualities which are admired and appreciated.

USAM/K wishes for Mr. Campbell a continuing successful period of service at his new post in Laos.

PORTER

A.I.D.  
Reference Center  
Room 1656 NS

PAGE 1 OF 13 PAGES

DRAFTED BY <i>JMatheral:em</i>	OFFICE RDD	PHONE NO.	DATE 11/28/67	APPROVED BY: HJCostanzo:D
-----------------------------------	---------------	-----------	------------------	------------------------------

AID AND OTHER CLEARANCES

D  
AD/P  
RDD (50)  
CLR

UNCLASSIFIED  
CLASSIFICATION

*E Tech*  
*INF.*  
*Ea*  
*15*  
*WZ*  
*Enea*  
*we*  
*60W*

*Agui*  
*Stat*

*Korea*  
*A. C. H.*

END-OF-TOUR REPORT

Name: Walter H. Campbell

Job Title: Extension Advisor

Country of Assignment: Korea

Prior Country Assignment:

Tour of Duty Began: May 4, 1966\*

Iran : 2/57-4/62

Afghanistan: 4/62-7/65

Tour of Duty Ended: October 12, 1967

Project Activity (Name and No.): 489-11-110-594 Rural Development Policy Planning and Survey

Sub-Project (Name): Expansion of Research, Guidance and Training

\*\*\*\*\*

I. Introduction

The tour in Korea has been an interesting and rewarding experience and the friendships formed here among Koreans and those of other nationalities will be cherished.

The first impression of the Korean people by this advisor was that they were friendly, intelligent, alert to opportunities and hard workers. This opinion has not changed but has been strengthened by a multitude of contacts and field visits.

The Guidance Bureau (Extension Service) is an outstanding example of the ability of Korean people to adopt democratic methods of teaching and of dealing with each other.

Although there are still some officials in the Office of Rural Development (ORD) who do not understand Extension teaching methods and are still attempting to operate through directives, pressure and force, most of the Guidance officials thoroughly understand the Extension philosophy of convincing the farmer of the value of change and the ways of getting his acceptance through democratic methods.

\* First tour began August 1, 1965.

Much of this knowledge of Extension methods can be credited to the rather substantial number of participant trainees who have returned to Korea after a period of training in the U.S.

Strong Mission support during the past years with technicians, facilities and commodities has been a major factor in the development of the organizational structure of the Guidance Bureau and in training officials.

Organization at both the National and Provincial levels is basically sound but will need adjustments within this structure.

## II. Problems

A. Although there has been a remarkable change in customs and methods there are still a number of problems inhibiting practices in use. Probably the most widespread practice is that of exaggerating reports and developing activities that will impress visiting dignitaries. These faulty reports have little factual background and make it impossible adequately to evaluate programs and methods. Also, because of the desire to have something new that will attract favorable attention, some sound and worthwhile methods are changed for some that are less effective.

CRD and Guidance officials realize that the organization must gain more support and recognition by the Government and the people of the nation in order to overcome deficiencies in appropriations, which in turn prevents the development of better salaries and career opportunities for employees. Although attempts are being made to correct the practices ~~mentioned~~ mentioned above, it has been difficult because of the fear that a false image or failure would be projected. In other words an adjustment downward on numbers of clubs, members and accomplishments, giving a more accurate picture of the present status of activities might convey that the work is deteriorating when in fact there has been a steady improvement. This will be a problem for some time.

B. Because of the large expansion in numbers of employees in 1965, when 1,500 additional agents were employed, the need for increased and improved in-service training has become more critical.

There has been a recognized need for improving employees efficiency and for retaining them in their positions for a longer period of time. Many employees, with very little agricultural background, were seriously handicapped in their efforts to acquire the knowledge needed to effectively assist rural people in accepting recommended changes.

The turnover, particularly of agents who have found employment elsewhere, has averaged 20% annually. The principal reason for this high rate of turnover has been due to the desire for better salaries, working relations, and living conditions.

C. Another serious bottleneck for effective Guidance work in improving agriculture practices and incomes has been the lack of results from good applied research. There has not been enough work done on the development of improved varieties of crops for Korea to replace those now in the use. Field testing for yield capabilities has not been adequate in village areas to determine the most profitable fertilizer applications and cultural practices. There has been, therefore, a lack of available information on these very vital subjects for Guidance use. Also, much of the work done in the past has not been analyzed and published in usable form.

The Guidance organization itself has not made adequate use of the field result demonstrations as a means of developing the information needed on varieties, cultural practices and fertilizer requirements in addition to their use as teaching facilities. They have instead put practically all of their efforts into "maximum yield" demonstrations, which combined a number of factors in an attempt to show farmers that high yields could be obtained.

Farmers were not able to determine from these demonstration the factors contributing to yields and profit. Of course, it was impossible to determine from these demonstrations the most profitable amounts of fertilizer to use or the economic value of each practice.

D. The 4-H program has been one of the most important of Guidance activities and the present enrollment of about 720,000 members is an outstanding record. Although efforts to organize new clubs have been minimized during the past numbers continue to increase. Many of these club members are not carrying individual projects, however, and activities of the Rural Youth Section have been pointed toward helping these members to become more actively involved in individual projects.

The lack of good adult leadership is also a problem in many villages, not only for 4-H clubs but for Home Improvement and Agricultural Clubs as well. Measures are afoot to improve this phase of the Rural Guidance program.

4-H members have contributed, through their projects, to increasing family incomes and in demonstrating the value of new methods to their parents.

E. The Home Improvement Section has demonstrated its value in bettering economic and home living conditions in the villages of the country even though it has been seriously under-staffed.

Most of the side-line enterprises such as the production of rushware, bambooware, straw hats from rye straw, artificial jewelry, Angora rabbits, and wooden articles and others have been successfully taught by the Home Agents.

In addition, it has carried the responsibility for the programs of nutrition, sanitation and child care. But insufficient support to the Home Improvement Section has been recognized by the Guidance officials and by many officials of the Provincial Offices of Rural Development. Many areas do not have the help of a Home Improvement agent because of the inadequate numbers now employed.

F. The Lack of cooperation between the Guidance Service and other agencies operating in the field of agriculture makes it difficult to make maximum use of man-power and money.

The Office of Rural Development and USOM advisors have been diligently trying to bring together these various activities particularly with reference to the Research Bureau of CRD, the Training Institute, Guidance Bureau and the Colleges of Agriculture at Suwon and in the provinces.

Considerable progress has been made but intelligent and serious efforts must be continued in the future.

C. Planning: The planning of Guidance programs is hampered by the problem of too much division of authority and lack of written work plans that would include all of the annual programs.

At present, plans are made by the ORD and Provincial Offices of Rural Development (PCRD) but additional activities not included in original plans have been added by both CRD and Provincial Governors' offices to such an extent that original plans could not be followed.

H. Activities such as intensive campaigns to induce changes in cultural practices have not had enough widespread testing followed by farm demonstrations. Farm people must have confidence in the recommendations of the Guidance employees and no practice should be advocated without prior adequate testing. The desire for rapid improvement in agricultural production has been responsible for the too hasty recommendations. Lately, the CRD officials are accepting the fact that a more rapid change in farm practices can be obtained through a policy of adequate testing and by giving most emphasis to those practices that will bring the greatest returns to farmers.

I. There are some basic problems such as the subsistence or less than subsistence farm units, lack of low interest credit and deficiencies in storage and marketing facilities that must be solved before the potentials for agricultural production can be reached in Korea.

The Guidance Bureau has been weak in providing assistance in the areas of storage and marketing and this is a deficiency that should be corrected.

### III. Activities and Accomplishments

#### A. Result Demonstrations

Acting on the belief that more could be accomplished by concentrating efforts on one or two problems, the first effort of this Advisor in Korea was to assist in developing a sound result demonstration program, replacing the maximum yield demonstrations with types that would serve the double function of a teaching device for farmers and a testing program that would develop a valuable fund of information over the years for each village area.

In the spring of 1966 ORD and Guidance officials accepted the recommendations made to them and began using "Fertilizer Effectiveness" demonstrations which are designed to compare the different elements of NPK individually, in combinations and in different complete treatment amounts. These demonstrations were continued through 1967. Only one per Gun is required by ORD at this time, however, the number should be expanded.

Moreover, in 1967, all other result demonstrations on crops featured only two or three factors separately and in combination in order that farmers could easily determine values of individual practices. All fertilizer effectiveness demonstrations are being analyzed and all demonstrations are to be harvested and weighed with the results used in educational programs. The result demonstration program in Korea, during 1967, was correctly planned and in most cases well executed. This was a definite improvement over past years.

#### B. In-Service and Volunteer Training

The principal method of training farm leaders and Guidance employees has been through sessions held at the training centers in the provinces and at the Training Institute in Suwon. Most of this training has been done through lectures on various subjects. Audio-visual aids and informal audience participation methods of training have been used rarely or not at all in many cases with the result that these training efforts have not been fully effective.

During 1967, in cooperation with the Training Advisor and personnel of the Training Institute, training workshops were scheduled with Guidance officials participating in all provinces to demonstrate improved methods of teaching. These workshops were well received and plans for introducing these methods are being made by provincial officials.

#### C. Personnel

Applicants for positions with the Guidance Service prior to 1966 were given examinations by the Ministry of Administration in Seoul and for the reason

of proximity and because questions used were not chiefly on agricultural subjects most of those making passing grades were from cities rather than from the rural areas. Consequently many of them, without an agricultural background, were not satisfied with assignments in rural areas. And they did not have the necessary practical knowledge to gain satisfactory confidence of farm people.

Through the efforts of ORD and Guidance officials this problem was partially corrected when they obtained authority to give examinations, weighted toward agriculture, at the ORD Headquarters.

In 1967 monthly allowances of  $\frac{1}{3}$ ,000 per person were approved, thereby giving them the same status as the Research Bureau employees.

#### D. Information

The Information Section of the Guidance Service has been making improvements in all areas of the wide field for which they are responsible.

Publications including 14,440,000 bi-monthly farmers news sheets were produced in 1966 and in 1967 this number by October 1 had reached a total of 10,306,000. Slide sets, numbering 755 and film strips numbering 8,360 were made and distributed on a number of subjects including two on planning the program and result demonstrations with which the Advisor assisted.

Scenes are now being photographed by the Information staff to make up 28 movies during the year on various subjects of educational value for rural people and movie projectors are being purchased for all the Gun and City Rural Guidance offices.

Improved equipment has also been purchased and moved into the Information Section building including two printing machines, one recording console and an automatic paper cutter. Radio programs taped for use by National radio Stations include a total of 60 minutes per day for seven days a week with a total of 10 production. More of these programs are being taped in the field from interviews with farm people.

#### E. Cooperation

In addition to improved working relationships between the Guidance Bureau and Training Institute efforts of the ORD Director have brought about increased opportunities for discussion between staffs of the ORD and the Agricultural Colleges.

The Colleges of Agriculture in Suwon and the provinces are scheduling courses in rural sociology, extension philosophy and methods to provide better background training for future Guidance employees.

#### F. Lime Program

During the winter of 1965-1966 the Guidance Bureau undertook a strong campaign of farmer education on the need for lime. This campaign included the purchase of 3,628 testing kits for determining soil pH and also for determining approximate soil fertility conditions of NPK by the quick test method. All agents were given training on the use of the kits and then together with an agent from the National Agricultural Cooperative Federation farm visits were made to test soils, to make recommendations, and to inform farmers of costs and methods of securing lime delivery. In addition demonstrations were established in every Gun to show the advantages of lime applications.

This was a well planned and highly successful educational program but unfortunately because of a lack of transportation facilities most of the lime could not be delivered. However, the value of the educational program has not been lost. As lime becomes available, farmers will be ready to use it.

The educational program is continuing but again in 1967 it has not been possible to get delivery of more than a small percentage of the lime needed. According to a report by Provincial Advisors as of September 1967 only 5.5% of the planned delivery had been achieved. This is a problem that must be solved in the near future.

#### G. Home Improvement

In addition to their work with side-line enterprises and customary clothing and nutrition projects, two extensive programs ~~are~~ were undertaken in the latter part of 1966 and 1967.

Assistance is being given in the development of child-care centers in the villages to permit the women of the household to do other work that will contribute to family incomes. Also, these centers are being used to teach the children something about sanitation, group recreation, handicrafts and other subjects.

In cooperation with the newspaper, Kyonghyang, donations have been solicited for the construction of child-care buildings and to purchase facilities for recreation and teaching. These centers are used not only for child-care but for other community activities such as a meeting place for 4-H, Home Improvement and Agricultural Improvement clubs. The money donated is used to buy building materials and the labor is done by the village people.

The Suwon team of advisors donated the money to build a Child-Care Center in the village of Ip-Puk Ri, Pan-Mol Myon, Cha-Sung Gun, near Suwon. The center was dedicated in July 1967. From this program 2,613 centers are in operation but only three new buildings have been constructed from donated funds.

A cooperative nutrition project, involving UNICEF, WHO, FAO and the Home Improvement Section of the Guidance Bureau, has been planned and is to get under way in the latter part of 1967. This is an ambitious project that is planned for 3½ years beginning with a pilot project in five villages the first year and involving 172 pilot villages by the terminal date.

It will include: training of agents and leaders; the introduction and growing of green leafy and yellow vegetables as supplements to "Kinchi," (cheap and simple preservation of foods for winter use); production of winter vegetables in vinyl covered green houses; fruit tree planting; poultry raising; establishment of food processing centers, and inland fish production.

In addition sanitary water will be provided by donating pumps and cement and by teaching people the value of boiling drinking water or treating it with purification tablets. This is a well planned program and the pilot villages should serve as good demonstrations for other village people.

#### H. 4-H Club Work

In order to improve the quality and numbers of 4-H projects and the value of 4-H work for both the members and the village people, Guidance officials and USOM advisors are actively encouraging all members to carry some kind of individual project work. Mr. Darwin Boyd of AKF has been giving strong support in this effort, too.

Although it is too early to have complete reports from the provinces on the number of projects carried and completed, officials indicate that there has been a definite improvement and the emphasis on project work is getting results.

#### I. Evaluation

The evaluation of work done and the degree of subsequent adoption of recommendations by the people is important in the direction of programs and the methods to be used.

Various evaluation methods are being used by the Guidance Bureau, including reports by agents and others who have had opportunities to contact farmers and by using village surveys.

One of these surveys was conducted by the Kyongsang-Pukto FORD by mail. Questionnaires were sent to village chiefs, leaders, and to farmers in the province. They were designed to determine the value of certain programs, the knowledge of the people of Guidance work and their ideas of where improvements could be made.

Although the questionnaire could be improved some good information was obtained. This was one of the activities that the Advisor attempted to expand and improve. Work in this area should continue.

#### J. Planning

An attempt was made during the past year to get grass-roots thinking through village Planning Councils organized jointly by the Ministry of Health and Social Affairs and the Guidance Service.

They were designed to include local leaders and representatives of agencies and organizations working with agriculture and rural development. Unfortunately, only a few of these councils were actually activated and few were effective.

In support of village planning, visits were made to all provinces by the ORD Director and Bureau Chief during the past two years to discuss plans with the Governors and their staffs.

#### K. Community Development

This program has made some rather important contributions to village development in many areas of the country and has assisted in developing roads, dams, wells, irrigation facilities, construction of ~~mx~~ various buildings for storage and processing of agricultural products, and the tile roofing of existing dwellings. Assistance was provided for over 7,000 projects.

#### L. Research Publications

During the past two years there has been much more emphasis given to the publication of data from research and testing in Korea. During the past year, in particular, there have been a number of publications released on a variety of subjects that can be used to good advantage by the Guidance Service.

The Director of the ORD has stressed the importance of more applied research and the use of the results of this research by the Guidance Bureau in helping farmers to increase production and to improve agricultural conditions.

#### IV. Recommendations

A. Guidance programs must be better planned with consideration given to the importance of various projects in order that priorities can be established. Plans should be made early enough in the provinces and at the national level to allow for adjustments and agreements on a final draft. Every effort must then be made to carry through with these plans. The incentive and follow-up on good planning must come from the ORD with timely directives outlining details for the ORD and PCRD staffs.

Village people must be brought into the planning work during the winter months. Village councils should be activated and a serious effort made not only to bring the people into the planning effort but Guidance programs must be adjusted to satisfy expressed needs. If properly done, this grass-roots planning will pay big dividends: More people will understand and support the Guidance work.

B. The number of fertilizer effectiveness result demonstrations should be increased and the present design of demonstrations should be continued. Repetition of these demonstrations is important in getting farmers to accept recommendations and for building up a valuable reservoir of information for all areas of the country.

C. The adoption of improved teaching methods for workshops and training classes is important to the future efficiency of Guidance workers and continued emphasis must be put into the adoption of these methods by all those involved in training activities.

Workshops, demonstrating these methods, should be held by provincial officials in all provinces and then a follow-up should be made on all training activities to help local trainees adopt the new methods.

The emphasis on farmer and farm-leader training sessions should be for one or two day duration permitting farmers to attend without losing too much time from important farm work.

D. Plans now being developed for extensive testing and plant breeding work on wheat and rice should bring the Guidance Bureau and its field agents into the operation. When varieties have been selected at research stations for future testing, cooperative field tests should be conducted on farms with the Guidance and Research Bureaus working together.

Also, the Guidance Bureau should play a leading role in the development of a certified seed organization which will insure supplies of pure seeds. There is definitely an opportunity for the two organizations working together to make a major contribution to the development of increased unit yields of grains and farm incomes by replacing a number of low producing upland crops with higher producing wheats and barleys. This program should have the vigorous support of all organizations and agencies working in agriculture in Korea.

E. A staff of qualified specialists should be developed to provide the backstopping and field ~~trai~~ training for personnel in the provinces. These specialists, while under the administrative control of the Guidance Bureau, should be housed with relevant research sections and should work closely with them. Their work should include the assimilation of research materials and the preparation of publications for farm people.

F. The Home Improvement Section should be strengthened and enlarged to provide for at least one agent for each Gun and branch office. Their work should be expanded to include more participation in a countrywide educational and assistance program for family planning. And more emphasis must be given to the development of side-line enterprises that will assist in providing extra incomes and jobs for employ.

G. Plans for establishing opportunities for regular salary step increases up to the Grade 2 level, while remaining in the same position, should be vigorously supported (by ORD and USOM officials) in order to reduce the constant shifting from one position to another to gain a promotion.

H. Encouragement should be given to officials of the College of Agriculture, Seoul National University for the establishment of a curriculum that will better serve the needs of prospective Guidance employees. This curriculum should include training in the social sciences, rural development and extension methods of education. Suggestions should be given by officials of the Guidance Bureau and ORD for courses that will give students the background preparation needed ~~xxx~~ for a career as extension teachers.

In order to improve the capabilities of Guidance employees, eligibility standards must be changed to give more preference to applicants who have farm backgrounds and who are graduates of agricultural institutions.

I. Although considerable progress has been made during the past two years in coordinating the work of the various organizations and agencies dealing with agriculture this should continue to be one of the major responsibilities of the Guidance Bureau and of ORD leadership.

The Guidance Bureau, because of its facilities and numbers of personnel working with farm people, is the organization that should take the leadership (with official government sanction) of bringing the services of other organizations into unified and integrated development projects.

J. In cooperation with the Agricultural Economics Research Institute surveys should be made of marketing methods and facilities, with carefully planned projects developed to assist in improving quality of products, packaging and the development of better marketing methods.

K. All 4-H clubs should practice enrolling members yearly with an up-to-date lists giving information on types of projects carried. A duplicate of this information should be sent to the local Guidance offices. These offices in turn should revise their records annually in order to eliminate duplications and to show only those members actually enrolled for the year.

Initiative and imagination must be used by Guidance agents and volunteer leaders in helping 4-H members to find a project that they can carry even though they may be handicapped by having few resources.

L. Vehicles of all types are needed by the Guidance offices, including mobile audio-visual units, pickups, sedans, buses, jeeps, trucks and cycles. Many of the vehicles, now in Guidance custody, are old and unserviceable.

Portable generators are needed for operating electrical equipment in remote villages.

Opportunities for obtaining surplus equipment ~~x~~ must be exploited whenever possible.

M. Participant training grants for the development of capable Guidance specialists should be continued.

N. An advisor should work with the Guidance Bureau on the many operations of the program for at least another two years in order to establish policies based upon accepted procedures.