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DEPARTMENT OF STATE

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FROM - SEOUL

SUBJECT - End of Tour Report, Alex W. Franklin

REFERENCE -

1. Mr. and Mrs. Franklin have departed for home leave and return to Korea. His End-of-Tour Report reflects both his interests in rural development as well as the character of the province with which he has dealt.
2. Mr. Franklin's tour of duty in Kangwon-do has been marked by a high degree of enthusiasm and hard work. His down-to-earth knowledge of agriculture stemming from his experience as a farm youth in Georgia has stood him in good stead. His report contains a number of comparative references between conditions in Korea and his own early background as he describes his youth and the period he spent as a farm boy on a relatively small unit in a low income area of the United States. For this reason and because he had served at an earlier time in the U.S. Army in Korea, his adjustment was short and his span of productive work long.
3. As a part of a planned program to reduce field personnel from two advisors per province to one, Mr. Franklin will be reassigned to another headquarters upon his return this summer. It is expected that his output of useful work will continue at a high level, and the Mission ~~anticipates~~ ^{welcomes} the return of the Franklins to Korea.

PORTER

Attachment: End-of-Tour Report
of Alex W. Franklin

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END-OF-TOUR REPORT

Name: Alex W. Franklin Job Title: Assistant Rural Development
Advisor, Kangwon-Do
Country of Assignment: Korea Prior Country Assignment: None
Tour of Duty Began: March 8, 1966
Tour of Duty Ended: March 11, 1968
Project Activity: Rural Development Policy Planning and Survey
7-11-110-594

A. SUMMARY

This is this advisor's second tour in Korea. Initially I was in Korea as a member of KWAG in 1956-57. I was fortunate enough to return to Kangwon-Do as a Provincial Advisor for USOM-RDD in March 1966.

From 1956 to 1966 Korea has made great progress. Although advancement has been more noticeable in the urban areas than in the rural countryside, this is to be expected, and is similar to the development pattern of other countries that are progressing economically and socially. As this change has occurred, many mistakes have been made but this is understandable, because Korea has progressed rapidly. This economic and industrial development in Korea already enables it to compete in many areas with modern countries. The change in customs and traditions during the past ten years is even more noticeable.

This has been the first foreign civilian assignment for this advisor. Working in military and civilian assignments is different. Although each has definite programs and goals, the method of operation of an advisor varies. The military prefers to use the direct approach and although some people say this is not practical when working as a civilian advisor, this writer has obtained long-lasting, excellent results by being direct and to the point in many situations. It should be noted, however, that we are fortunate in Korea to work with people who are determined and want to progress rapidly. The people in responsible positions are interested in positive results and will work hard to achieve them.

Kangwon-Do Province is the largest province in Korea but it has a small population when compared to the other provinces. Approximately one-third of the original province is now situated north of the DMZ in North Korea. The population of the present province is approximately 1,771,000. This consists of 312,000 households. There are four cities which have a population over 65,000. The province has fifteen guns (counties), ten ups (towns), ninety-five myons (townships), ri 1,640 and natural villages 1,671.

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This advisor has concentrated his efforts in the following major areas during this tour:

1. Worked with the Provincial Government in the development of policies, programs and implementation of such programs that will increase production and efficiency in agriculture.
2. In the Provincial Office of Rural Development, emphasis has been placed on developing the better utilization of fertilizer, lime and good seed to increase land productivity.
3. The livestock development program.
4. The marketing of agricultural products.
5. Land reclamation development and conservation.
6. Training of agricultural agents and guidance workers.
7. Improving coordination between bureaus and sections that have common responsibilities.

B. EXISTING DIFFERENCES BETWEEN THE UNITED STATES AND THE REPUBLIC OF KOREA PRACTICES AND ADAPTATIONS

The Korean farmer in Kangwon-Do Province generally is moving slowly away from a subsistence type of agriculture. Many of the problems he faces are similar to those that faced farmers in the southeastern region of the United States in the early thirties, where this writer grew up. However the solution to the Korean farmers' problems are different.

I have worked closely with Provincial officials but whenever possible I have seized every opportunity to work with individual farmers. The Korean farmer generally is willing to accept new ideas and technical advice sooner than many of the provincial officials, but due to his general economic situation he cannot afford to gamble on new ideas and methods unless they are proven to be practical and adaptable.

The cost of credit is very high in this country and credit often is not available to the farmer. A tight credit policy is good because the average Korean farmer often will borrow in excess without using the money wisely. The largest lending agency accessible to the Korean farmer is the National Agriculture Cooperative Federation. This institution receives most of its money from the government; therefore pressure and influence are exerted by the government on NACF operating policies and procedures. This does not always benefit the small farmer.

The small size of farms in Korea results in low productivity and poor labor efficiency. But there are many problems to be solved before the size of farms can be enlarged and mechanization can develop. The most difficult would be employment for the people who will be displaced as agricultural methods change.

Korea is now a deficient country in nearly all the essential resources that are needed to raise standards of living. These deficiencies cause high prices, which fluctuate throughout the year. Farmers and government officials generally are more concerned with prices and show little concern for improving the efficiency of production, two factors which must improve before Korea can compete on the world market with its agricultural products.

A lot of time, energy and money has been spent on upland development and land reclamation projects. There is now very little land left in Kangwon-Do that can be economically reclaimed for row crop production. Some upland can still be developed for the production of crops that do not require cultivation, i.e., mulberry trees or forestry. Future USOM RD advisors need to emphasize the fact that major increases in agricultural production are going to have to come from the land now under cultivation. The factors that should be emphasized are:

1. Proper use of fertilizer and lime.
2. Use of better seeds and improved crop varieties.
3. Improved irrigation and cultural practices.
4. Improvement in markets and marketing procedures.
5. The transformation of the Korean farmer from subsistence to a more productive operation.

For any one of these to have any great significance, all should be done simultaneously.

Whether we think it economically feasible for Korea to raise livestock has no bearing on the fact that they are going to do so anyway. The standard of living is up in Korea and there is every reason to believe that it will continue to improve. The people are consuming more meat and livestock products than ever before. As the country becomes more affluent the demand for these products will increase.

The manner in which Koreans raise and care for livestock has changed very little in the past few hundred years. It still takes about five years to produce a 650 to 700 pound cow. This cow produces a calf every 2½ years; with this kind of inefficient production and the demand for beef, cattle are decreasing in the country. The following tables show the numbers of livestock in Kangwon Province and Korea for the years 1963-67:

Kangwon Province

<u>Year</u>	<u>Cattle</u>	<u>Hog</u>	<u>Poultry</u>	<u>Rabbit</u>	<u>Dairy</u>
1963	137,443	82,086	582,220	69,091	72
1964	134,685	51,467	410,753	42,587	102
1965	131,991	57,043	471,730	55,200	163
1966	130,870	55,768	608,155	71,026	222
1967	123,876	47,104	889,470	68,167	230

Korea

<u>Year</u>	<u>Cattle</u>	<u>Hog</u>	<u>Poultry</u>	<u>Rabbit</u>	<u>Dairy</u>
1963	1,363,323	1,510,083	11,097,174	1,131,399	3,539
1964	1,350,631	1,255,508	10,281,930	794,470	5,199
1965	1,212,487	1,381,873	11,892,612	763,033	6,612
1966	1,289,695	1,475,309	14,007,723	908,520	8,471

There can be some livestock development using the existing resources in Korea but major development of livestock will have to be supported by imported feeds. This can be profitable because other countries support a livestock industry with imported foodstuffs. Korea is also deficient in human foods, as well as feeds for livestock. The Korean government is interested in protecting the price of domestically produced grains. Since nearly all grain grown in the country is used for human food and very little for livestock, the introduction of imported feed grains for livestock use could have very little effect on domestic prices of grain if these imports were properly managed. If such a program were adopted, regulations would have to be established to assure that imported grain would be used for livestock and not diverted to the market for human consumption.

The government has imported some angus bulls to cross with the Korean brown cow to try and develop an improved beef animal. With the present regulations, all offspring from these matings have to be slaughtered and they are not allowed to reproduce. Until this is changed, and a program put into effect that will produce an improved beef animal, monies spent on this project are wasted.

The extension program is new in Korea. Progress has been good considering the education and practical experience of personnel employed as extension agents. Farms are small and most of the farmers are operating at the subsistence level. Programs needed to improve the effectiveness of the extension service are:

1. Develop a well planned inter-service training program for employees.
2. Recruit personnel to work in their home provinces and improve the wage scale.

3. Size of farms should be enlarged and loans made available to mechanize.
4. Markets should be made more accessible to producers.
5. Establishment of purchasing and marketing co-ops owned and governed by the farmers.

While all of these do not relate directly to the extension program, if they were effective and working the farmers would be more susceptible to extension advice.

C. FUTURE MEASURES AND DIRECTION FOR UNITED STATES ACTIVITIES

1. Provincial rural development advisors are needed and will continue to contribute to the future development of rural Korea. Agriculture is changing and must continue to change if Korea is to be self-sufficient.

The advisors' activities are varied and not confined to agriculture but to many aspects of development. In the future many rural people will be moving into urban areas. This necessitates more jobs, additional housing, improved sanitation services and more effective city planning.

2. The provincial government is open to advice on program planning. Programs are planned and revised throughout the year. The advisor's comments and actions during the year have a great influence on current and future programs.
3. Provincial rural development advisors' role in the "Food for Peace Program" will be more important in the future because of the planned reduction of PL 480 commodities. A more determined effort by the provincial advisor and provincial government officials should be made to select projects that will have the highest return in the shortest period of time.
4. The advisors should continue to work to develop coordination between the different sections and bureaus of the provincial government that have overlapping responsibilities.
5. More emphasis should be placed on proper irrigation and irrigation facilities.
6. The livestock program should be assisted with emphasis placed on feeding of animals, management and feed production.
7. Encourage the FORD to work more closely with private investors interested in rural development.

3. Increase education in soil and water conservation and an effective program in flood control.

I would like to thank Governor Pak, his staff and USOM technicians in Seoul for making this a most gratifying and, I hope, successful tour.