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FROM - SEOUL

AS CR-3 SUBJECT - End-of-Tour Report, Allen L. Hove

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1. Mr. Hove's End-of-Tour report stresses the gradual decentralization of government powers which began with an elimination of control at the national capital that was not wholly compatible with the needs of the countryside in which transportation and communication facilities were limited.

2. He emphasizes the continuing importance of research in agriculture as well as the growing recognition of the role of agricultural economics with an especial reference to planning techniques and better land utilization. Finally, he stresses local industrial development which is allied on the one hand with the need to ^{CODE} coordinate with seasonal unemployment and under-employment and, on the other, with the total fabric of progress in agribusiness undertakings.

3. Mr. Hove has made an admirable contribution to rural development in the province of Cholla Namdo where he has been stationed since his arrival at post in March 1966. His report on the drought situation, together with that of the senior advisor, Mr. Holloway, in the fall of 1967 which led to the present emergency drought relief effort was especially noteworthy.

4. This Mission has been informed that Mr. Hove is in the process of being transferred, after home leave, to Vietnam. He goes with our best wishes for success in this venture.

PORTER

ATT: End-of-Tour Report,
Allen L. Hove

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AID 3-7 (1-66)

END-OF-TOUR REPORTName: Allen L. HoveJob Title: Assistant Rural Development
Advisor - Cholla-NamdoCountry of Assignment: KoreaPrior Country Assignments: NoneTour of Duty Began: March 8, 1966Tour of Duty Ended: March 12, 1968Project Activity (Name and No.): Rural Development Policy Planning and Survey -
489-11-110-594

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I. SUMMARY

In this report I attempt to mention some of the major problems and bottle-necks of rural development that were encountered and observed during the tour, and the activities undertaken and used to foster and encourage a realistic rural development program. These activities have largely been in the form of participation and involvement with a variety of broad rural development activities, concerned mostly with policy and institutional development rather than detailed technical matters.

Many topics were covered with the objective of strengthening administrative and technical support and encouraging provincial coordination and cooperation of programs and of agencies. Various methods of participation were used, including attending and participating in meetings, workshops, training sessions, briefings, office conferences and joint agency field trips. I have played more of a catalytic rather than operational role in provincial rural development programs, using a "soft-sell" approach, trying to promote an atmosphere of objectivity as a basis of rational decision-making, encouraging action and participation by those who are familiar with local needs and assisting, when possible, with coordination efforts.

Major activities have been (in order of importance):

- A. Counseling the PCRD on rural guidance (extension), training and research programs.

- B. Maintaining liaison with the provincial government offices, NACF, ULIA and college of Agriculture for greater coordination and cooperation regarding provincial rural development activities.
- C. Assisting the College of Agriculture achieve greater participation and involvement in the actual problems of rural development and the coordination and application of its research efforts.
- D. Encouraging the use of councils and committees for more effective planning and programming to serve local needs.
- E. Encouraging action for a coordinated provincial seed improvement program.
- F. Encouraging more use of group participation methods for more effective planning and training sessions.

The major problems or limitations of provincial rural development, from the standpoint of U.S. practice and orientation, are as follow:

1. Downward structure of public administration.
2. Limited delegation of authority among personnel.
3. Limited coordination and cooperation of programs at the provincial and county level.
4. Lack of adequate and accurate information for evaluating, analyzing and counseling on provincial programs.
5. The problem of the identification, selection and implementation of priority activities for rural development.
6. Separation of research, extension and teaching activities.
7. The limited use of group participation methods for training and planning sessions.

I leave Korea with an optimistic view of the progress that will come as these problems are systematically overcome, and wish to acknowledge the fine cooperation and assistance of Korean and American colleagues.

II. NATURE OF THE PROVINCE

Cholla-Namdo Province traditionally has been one of the most isolated provinces from Seoul, not only in geography but in attitude and national life, with a certain amount of sectionalism; however, this is gradually diminishing through modernization. The province is predominantly rural, being an important grain basket of the nation as well as having large marine developed and under-developed resources. Some significant secondary industries have been developed or are under consideration, but it is widely felt by the man in the street, and some in authority, that the province has been neglected by the national government. This, however, has produced a very independent and proud people and fostered a certain degree of self-reliance. There is an attitude, "If we can't get national support, we will do it ourselves," regarding certain needs of the province. Hopefully this attitude of self-help can be used positively in future development programs. This also partly explains why this province is more conservative in utilizing outside advice as compared to other provinces. The national government considers this province ideal for agri-business development, including food processing industries, handling special high-value crops such as mushrooms and marine products. While agri-business may not be as impressive as heavy secondary industry, it will ~~it~~ serve as a sound base to expand industrialization while contributing to stable rural development and provide opportunities to more people. For example, one-third of the fishing population, who are marginal operators, of Korea reside here.

Last fall a serious drought plagued the province and diverted considerable energies and finances which may have otherwise realized positive development. Many plans and programs were naturally changed or postponed and when counter-drought measures were unable to provide sufficient water to prevent crop loss, the next step taken was to provide for the well-being of drought victims, which is presently being assisted and followed closely by the Mission and the ROKG. Hopefully this drought will have some positive effects in stimulating actions regarding ground water development, watershed development and protection, and changes of cropping patterns and farming systems for future ~~dry~~ dry years. This latter topic needs greater consideration regarding the entire modernization of agriculture.

III. DIFFERENCES BETWEEN U.S. AND LOCAL PRACTICES AND ADAPTATIONS ATTEMPTED.

A. Downward structure of public administration.

The major noticeable difference is the downward chain of administration, with a very limited upward channel of communication from the governed and operational-level officials and technicians.

There is an exception in the channel of the Office of Rural Development since it lies outside the central administrative channel (from national to local) and the programs are "community development" oriented, assisted by councils from the village to county level. I have spent considerable time with the Provincial Office of Rural Development (PGRD) and observed progress in gradual decentralization of authority and the fostering of village councils. While there is a long way to go before grass roots democracy can exist, a favorable trend is developing and local people are receiving exposure and experience for further decentralization. However, many technical recommendations are still handed down from the top as illustrated below.

Most policies and programs are made at the national level, though recently the provinces are being given increasing ~~authority~~ authority. Most of these programs are planned by policy makers and authorities with little consultation of villagers and operational-level officials and technicians, and passed down the chain of command for implementation. It is assumed that the villager will accept programs at face value since they are given in the form of instructions. However, there is a problem when technical instructions (recommendations) that have not been thoroughly tested prove negative and this tends to undermine the rural peoples' confidence in accepting future government recommendations and policies. For example, a year ago a rice transplanting pattern was promoted militantly and in one area the schools were closed and students dispatched to replant the fields not planted according to the recommended pattern. A year later, however, a different planting pattern was recommended against the judgment of leading farmers and local technicians. Inadequate research is the main cause of this inconsistency in issuing recommended practices. There is little activity to cultivate ideas from average farmers and the role of village councils is more to study the recommended practices rather than to challenge or discuss alternative practices. In this and other provinces there is a very small group of innovating farmers, from above average social and economic standing, which is the nearest thing in Korea to a farmer-run national federated farmers' organization. This is called the Korean Association for Advanced Farmers.

B. Limited delegation of authority among personnel.

Related to the downward chain of command system is the limited delegation of authority in both government and semi-autonomous organizations. Actually, many officials have more authority to delegate if they so choose, but tend to be conservative. Under this system, the chief or administrator of an agency has to be in accord with, or sold on, an idea if his subordinates at the operational level are to have the freedom to probe with an idea or concept which may be outside of specific policy or instructions given them. All too often I discussed

ideas with working level personnel before discussing them with a superior, thus achieving questionable results and utilization of the advisor's time. A comparative example, however, would be a county extension agent in the U.S. who has considerably more latitude for independent action and judgment, especially for modifying programs to serve local needs.

It is extremely important for an advisor to find effective levels for influencing both technicians and administrators. I worked more closely with the section and sub-section chief level (grades 3A and 3B), but more activity with Bureau & chiefs would have achieved more efficient results. There is some turnover of personnel, but this has continually brought better people to work with.

C. Limited coordination and cooperation of programs at the provincial and county level.

The biggest problem in this regard is the lack of an active comprehensive rural development council of public and private leaders which could serve as a clearing house for ideas and a sounding board of the thinking of the different sectors and their needs. The absence of the active council or town-meeting approach makes an advisor's work much more difficult from the standpoint of getting ideas across to a number of people and getting a consensus of problems and needs. Here again the downward chain-of-command principle predominates, with the feeling being that little action can be taken and developed locally. The use of councils has been suggested for the purpose of realistic planning to give local people workable programs, based on their needs, rather than out of idealism for "grass roots democracy." My major activity was stimulating and encouraging action for comprehensive planning and programming, but only time will tell if the idea was planted properly and timely.

One positive difference, however, is the close sectoral relationship between agriculture and industry in the provincial administration, with most agricultural affairs coming under the Industry Bureau with little factionalism or isolation with industry. This has contributed to the development and use of the agri-business concept.

An example of a loose-knit program, and yet important to increased yields, is seed multiplication and distribution. Six agencies are involved in a complicated arrangement with the end result being seed of varying physical and genetic quality with little farmer confidence. However, some farmers have organized their own seed committees and multiply original seed purchased directly from the source (PCRD) in preference to seed going through the multi-agency

system. These farmers prefer and have more confidence in their own seed since they know who is multiplying and handling it. After repeated discussions with the involved agencies, two joint meetings were finally held to discuss ways of improving the program, and the services of the USLM agronomy advisor were utilized. Most of the involved agencies now agree the present program is not ideal, but feel that nothing can be done at this level until a national seed policy is formulated. They asked the agronomy advisor to bring the problems and positive proposals to his national level counterparts, since a province is not in a position to do this.

D. Lack of adequate and accurate information for evaluating, analyzing and counseling of provincial programs.

One-way dialogue, generally with military-type briefings, are preferred to round table-type discussions in giving information. These briefings usually present opportune data for the purpose of the particular group or listener, which often omits analytical objective data that has to be dug out if accurate observations, conclusions and recommendations are to be made regarding the improvement of programs.

Paper is an abundant commodity in Korea and the details of most provincial programs are published in an excellent outline form. However, there is a reluctance to discuss a program or plan while it is in a draft form and often detailed discussions with the advisors are delayed until a printed program can be presented, and thus, when suggestions are made, it is often too late to incorporate them into the formalized plan.

The lack of information is closely related to the needs of adaptive and applied research which will give the much needed objective data on which to base plans and decisions. For example, I have suggested the study of corn and soybean possibilities but most officials and technicians have said that these crops are not appropriate as major crops in this province due to climatical conditions. This is a prejudice based on limited trials and a minimum of breeding for improved varieties, and very possibly the reason for low yields are poor management and insufficient inputs of lime and fertilizer (package input approach), as high yields have been reported from several leading farmers who used a combination of good practices.

It is difficult to get comparisons of various crops and their utilization in terms of yield, returns and energy value per unit area. For example, more attention is needed on forage development and I have urged a study of how to incorporate livestock feed production into the annual cropping

pattern. With more concern about the interrelationships of farming systems, cropping patterns and rotations, crop processing and storage, marketing and changes in dietary patterns, there is a definite need for more economic and comparative crop studies using the techniques of economic research.

E. The problem of the identification, selection and implementation of priority activities for rural development.

There is a great deal of excitement and zeal regarding modernization and industrialization, and fortunately this province is placing emphasis on developing the primary sector (agriculture) and raising rural peoples income. The immediate question now is - how to go about this? The principles of adaptive and applied developmental research can assist in identifying projects and practices that will bring the greatest return and yield with available resources. Even though this is very basic, it is often overlooked due to limited data, rapidly planned and implemented programs, eagerness to grow exotic products such as citrus, a desire to try new untested ideas before research results are available, etc. With more authority being delegated to the provincial level (and eventually to the counties), systematic selection of priorities will be of increasing importance.

The Mission-supported program of agri-business development has fostered a better understanding of the rural development process, and attempts were made to stress the basic factors necessary for rural development. A big problem an advisor has is discussing priorities objectively, and an extremely useful aid was the comprehensive rural development study undertaken by RDD, identifying the critical factors necessary for immediate growth which made a convenient broad outline for discussion.

One problem has been the attention given to the new special high value crops and limited attention given to the fundamentals, such as lime application and seed improvement, for increased production of the basic food crops. These high value export crops are important, but priority should first be given to the basic food crops until self-sufficiency is achieved.

F. Separation of research, extension and teaching activities.

Some progress is being made to bridge the functions of adaptive and applied research and rural guidance (extension), but there has been a feeling that the two are separate functions. Research has not had as much prominence and support as had guidance and other educational activities since it is thought of as basic rather than applied research.

Chon-Nam National University and its colleges has no administrative ties with provincial agencies and is operated directly under the MCE. There has been limited participation of the Colleges of Agriculture, Engineering and Commerce regarding provincial economic and rural development. Here again is an example of the problem of a lack of coordination and cooperation among non-connected agencies when programs are approached organizationally rather than functionally, not fully utilizing material and human resources to best advantage. The feeling of some officials and technicians has been that the professors do not have the practical experience or research facilities to make a significant contribution to economic development. There is a trend, however, to have more dialogue between professors and officials and last year the PCRD initiated a provincial agricultural research committee, including several leading professors, to discuss and review selected topics of PCRD research.

A major activity of the tour was encouraging and assisting the College of Agriculture achieve practical participation in provincial rural development activities. Time did not permit my participation with the ~~Agri~~ Engineering and Commerce colleges, except on a couple of occasions through the Korean Productivity Center (KPC), but the same type of involvement as has been undertaken with the Agricultural College should be encouraged.

The Provincial Governor has provided funds for applied research projects in several agricultural high schools thus bridging teaching and extension functions, enabling these schools to better serve the needs of the local areas. However, there is no coordination with other research agencies.

The PCRD has research and guidance activities divided into separate sections which is fine for administration, but has tended to keep research and guidance personnel from seeing each others efforts and purposes. The very determined Research Section Chief is trying to involve his section with the application of research by measuring the economic value of recommended practices. The Guidance Section, through its field plot demonstrations, should do more testing of specific factors that will contribute to an economic return increase rather than just demonstrating a combination of practices for a maximum yield. Progress is being made, but each section needs to exchange and adapt each others principles.

G. The limited use of group participation methods for training and planning sessions.

The lecture method with a formal teacher-student relationship is the traditional method of teaching and training in Korea, and methods of group

dynamics or participation are not widely used for training, planning and problem-solving activities.

Many of my activities were concerned with encouraging the participation of officials and technicians in numerous meetings at the provincial and county level. Often important policy-instructing meetings are held, with the participants, who are educated people, receiving printed materials which are then read verbatim or from a briefing chart, leaving little time for discussion or asking questions. Technical practices are also diffused in the same manner. However, with increasing decentralization of authority and more technical skills to be taught, there is a growing felt need for open discussion by learners and participants.

In the rural guidance program there is a trend now to use some group participation methods, which is significant, as these methods need to be used by village leaders for the effective operation of local councils. Last year a very effective workshop was held for county rural guidance training officers sponsored by the CRD Training Institute, assisted by the USCM Agricultural Training Advisor, and this year the techniques learned and practiced at the workshop are being applied at the county level. This province has made the most progress in village lay-leader training, with a training center in every county.

IV. FUTURE POSSIBLE U.S. ACTIVITIES

With increasing self-sufficiency and development, there will be less need for advisory services per se, especially in the areas served in the past. A considerable number of techniques and ideas have been brought to the province by the provincial advisors and the supporting staff of Mission specialists and their Korean counterparts at the national level. It has been this team work approach that has made provincial advisory operations so effective, and hopefully this trend of bringing national resources to the provinces is being built into the Korean system. The most satisfying thing to see here is the ability, confidence and desire of Koreans themselves to move ahead with a minimum of outside advice. They are learning to select and adapt those suggestions which will serve their needs.

The most significant activity should be developing a greater atmosphere of objectivity through research and analytical activities. Presently there is interest in forming a research advisory committee to suggest provincial needs priorities. There is a need for more refinement in the use of agricultural economics techniques for planning purposes, especially in regard to land utilization.

Local industry has responded favorably to the efforts of USCM industry advisors through the Korean Productivity Center, which the Mission Industry Division has fostered, and this effort should be continued.