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SUBJECT - End-of-Tour Report by Wilbert M. Holcomb,
 Rural Development Advisor, Kyongsang-Pukto

REFERENCE -

Mr. Holcomb has noted in some detail the importance of government in rural development at the provincial level and the role of the U.S. provincial rural development advisor.

The report was prepared by the author at his field location and has not been edited in substance by his Division. It properly reflects his personal experience in serving for over two years, first as an assistant provincial advisor, and for several months as the senior provincial advisor to Kyongsang North Province.

Mr. Holcomb has served effectively in the USOM/Korea rural development effort during this tour and the Mission wishes him well in his next assignment.

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END-CF-TOUR REPORT

Name: Wilbert H. Holcomb Job Title: Assistant/Rural Development
 Provincial
 /dvisor and Provincial Rural
 Country of Assignment: Korea Development Advisor

Tour of Duty Began: April 10, 1968 Prior Country Assignment: USAID/Vietnam
1 Year

Tour of Duty Ended: June 20, 1968

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

This report is prepared according to USOM Manual Order No. 326.3 which does not provide for detailed description of the many activities in which a Provincial Rural Development Officer is involved in USOM/Korea. The duties and responsibilities of an Assistant Provincial Rural Development Officer are spelled out in other documents of the Rural Development Division of USOM/Korea.

I. Introduction

Kyongsang Pukto is the largest province in Korea, with a population of 4.6 million people. There are 786,510 households, 57 percent of which are farm households. The average land holding per farm household is 0.87 hectares. Forty-two percent of the farm families do not own adequate land area for earning a living. The provincial capital is Taegu, which is the third largest city in the country, having a population of slightly more than 850,000 people.

This advisor's tour in Korea follows six years of service with AID and predecessor agencies in Liberia, West Africa as Area Extension Advisor, and one year of service with USOM/Vietnam as Regional Agricultural Advisor. On occasions during the report period, this advisor has served as Acting Senior Provincial Rural Development Officer. These periods total nine months.

II. Summary

The author's participation in the economic development program of the province during the report period covered a wide range of activities. To a very large extent, special attention and efforts were directed toward those programs and project areas receiving USOM assistance directly and having been jointly agreed on by RAKC and USOM as being necessary for the promotion of rural

development. Specific activities and programs were designed to effectuate the following major action within the province:

- (1) Rural programs that reflect local conditions through a more effective working partnership between provincial and county governments, within a broad policy and program framework established by national and provincial governments.
- (2) Increased coordination of organizations and agencies at all levels of provincial government in the planning and implementation of rural development programs.
- (3) Increased delegation of routine administrative responsibilities in rural development organizations from the provincial to county governments.
- (4) More widespread and effective use of comprehensive programming concepts in rural development such as comprehensive upland development and Food for Peace (FFP) programming.
- (5) Increased use of economic evaluation techniques to set priorities and to select individual rural development projects everywhere in the province.

A specific aim in advice and assistance to provincial officials is to sustain a trend toward increased agricultural production; credit to farmers at reasonable interest rates; technical training programs to provide necessary knowledge and skill for increasing production on an economical basis; administrative management and planning to realize meaningful objectives and timely implementation; improved fertilizer and lime program based on cropping systems, and soil testing; upland development to enlarge the arable land area; and strengthening existing governmental and non-governmental institutions working in the rural development scheme.

III. Activities and Resources

A. Existing Differences Between U.S. and Local Practices and Adaptations Attempted.

There are some differences between U.S. and local practices, and mode of operation. To avoid difficulty or problems in this connection, the

U.S. worker will need to devote sufficient time and effort to understanding the following: (1) The provincial governmental organization down through the village level, the administrative and operational functions and responsibilities of organizations and institutions operating within these governmental offices to support rural development efforts; (2) the methods and approach used by local officials in analyzing situations and solving problems.

- (1) The broad areas listed above can be further explained as follows:
 - a. The organization and operational procedures of the provincial, township and village governmental offices might very well be different from what the U.S. worker has experienced before.
 - b. Organizational structure, and operational procedures being somewhat different from past experiences, the method of determining program directions and setting objectives might also be different from what the U.S. technician has in mind.
 - c. The chain of administration in the local government is longer, and the influence from up to down is stronger than in U.S. practice. This difference in practice can often be a factor in the difference between U.S. and local views of an element.
 - d. Local administration tends to follow a practice of being "top heavy" with personnel and a reduction-in-force moving down the organizational scale. At the level of direct contact with the rural people, there is usually a shortage of personnel.
 - e. By nature of practice that is characteristic of Koreans, the real facts of existing situations are not always readily displayed by local government officials in a manner or in a quantity satisfactory to the U.S. official. The real facts are necessary, however, before effective advice and assistance can be given. Consequently, there is often what might be considered a loss of time, by some U.S. workers, in trying to get the real facts of a situation.
- (2) In explanation of item 2, it should be pointed out that (a) the Korean official does not generally practice relying on studies and research to obtain facts for rationality in problem solving; (b) there are still remnants of the military-type directive system among some local officials. This practice will, at times, prevent a logical explanation and exchange of ideas between supervisor and subordinate, resulting in a lack of objectivity in finding answers to problems.

The writer has initiated and participated in a variety of activities during the report period. Activities that were geared to gaining the necessary knowledge and understanding of local governmental organization and operation as well as to provide advice and assistance for the promotion of rural development efforts. Basically the provincial advisory activity of the rural development program is designed to ameliorate understanding and adaptations in a cross-cultural situation, as well as to effectively bring the resources of the Rural Development Division (RDD) and the AID Mission to the assistance of the provincial government in its total rural development efforts.

To adhere to this line of reasoning and to obtain the goals and objectives set forth, this advisor employed the following activities and methods of procedure:

1. Extended field trips were made to county and township offices to observe and understand governmental organization and operations at these levels, and to observe the other organizations and institutions within the villages.
2. Constant study, review and evaluation of policy regulations and program operation procedures with provincial officials to determine consistency, continuity and total effectiveness.
3. In program and policy development sessions with provincial officials, carefully formulated realistic policy and program recommendations were presented for discussion, study and consideration. Quite often during such meetings, and during individual conferences, local officials will not express acceptance of suggestions and recommendations presented by the advisor. Very often, however, evidence of agreement and acceptance are evolved later in policy and program changes that take place. This practice has been especially true with officials of the Provincial Office of Rural Development (PORD) and with certain section chiefs in provincial government bureaus.
4. Accompanied by provincial officials, observation trips, studies, surveys and evaluations were made in the interest of project activities, program implementation, and personnel performance. In addition to providing factual information for objective analysis, this activity also provided a learning situation for those officials involved. Considerable success has been realized from this type of activity.

5. Koreans by nature are a people with a deep sense of pride. They place a great deal of importance on (a) education; (b) position or status; (c) show; (d) praise; and (e) printed information. Aware of these characteristics, this advisor has used, with success, the following practices: (a) Frequently drawing on the services of RDD and ORD subject matter specialist, and, at times, a specialist from other elements of USOM to provide advice and technical assistance. An important factor in this connection has been that these specialists were thorough and effective in their presentations to the extent that local officials were greatly impressed. To obtain favorable results in advising Korean officials, it is extremely necessary that they feel that you are well-informed. RDD specialists in particular have followed a trend of making provincial visits only when accompanied by a Korean official of status. This, too, has proven to have been an effective practice. (b) Pertinent technical information is regularly developed, translated and made available to local officials. (c) A practice of making special effort to compliment local officials, verbally and/or in writing, for accomplishments has gotten good results. A favorable comment about the performance of a worker to his superior is highly appreciated by the worker concerned and is conducive to even greater performance and cooperation.
6. During the second half of this advisor's tour of duty, numerous field trips were made in the company of appropriate representatives from two or more concerned agencies (The Provincial Office of Rural Development, Industry Bureau, Construction Bureau, and the Provincial Branch of the National Agricultural Cooperatives Federation) to project areas where two or more of these agencies are involved. This practice provided opportunity for those involved to make observations and discuss the problems in an appropriate situation. Each party could determine where his agency has fallen short. In many instances it was revealed that shortcomings resulted from the lack of cooperation by all agencies in promoting the total rural development program. This activity has served to improve cooperation and coordination of efforts and activities among agencies. A specific accomplishment resulting from agency coordination and cooperation has been a trend toward the strengthening of certain non-governmental organizations at the village level. A large number of organizations exist in the villages, most of which are representing different agencies. Although many of the organizations are inactive, there are still enough active to keep the villagers somewhat confused. With improved cooperation between responsible agencies, they have been able to direct attention toward and strengthen those organizations that will involve the greater number of rural people for participation in the national development program.

The establishment of ad hoc committees and sub-committees at the provincial and at the county levels will serve to help sustain the trend. The committees are composed of representatives from governmental and non-governmental agencies, farmers, educational representatives and businessmen.

The provincial government is now recognizing the importance of coordination and cooperation between agencies. Those agencies of government with representing village organizations are now anxious to see them improved and made stronger. Certain of these agencies agree that a unification program would contribute greatly toward developing the quality of village organizations that will mean most to the people concerned and to the country.

Other program and project activities in which this advisor has provided advice and assistance during the report period include:

1. Increased production and consumption of food crops other than rice and barley. Certain areas of the province have become to rely heavily on vegetable crops, peanuts and sweet potatoes during certain seasons of the year.
2. Arable land improvement, including reclamation and irrigation. This project was supported with PL 480 commodities.
3. The family resettlement project involving "needy" people who do not own any land, or do not own sufficient land for an economic unit. The resettlement projects are located on reclaimed sites where each family involved is provided adequate land for an economic unit.
4. Increased crop production yields through a greater use of fertilizer, insecticides and better seed. Unfortunately the lime program has not moved forward as rapidly as the commercial fertilizer programs.
5. Assisted in reshaping and advancing the provincial livestock program, with primary emphasis on poultry (layers) production.

6. Provided regular advice and assistance to the Provincial Office of Rural Development (PORO) in (a) administration policy and planning and (b) all rural guidance activities. The PORO has a staff of 1,201 employees, 1,124 of which are rural guidance workers. Fifty-one per cent of the workers have only a high school education or less. It is interesting to note, however, that the rural guidance program in Kyongsang Pukto has evolved into the top rural guidance program in the country.
7. In-service training for rural guidance workers.
8. The "Increase Income" program for farmers, involving all agencies, and sectors of the provincial government. Most noteworthy of this activity has been (a) the cottage industry program involving largely rural women and (b) the home industry program, which also involved the women in knitting and embroidery work. The women, mostly rural, are employed by a garment factory that is exporting sweaters and baby sets. The women are allowed to do this work in the home which enables them to care for the home and earn an income at the same time. These activities have been operated through women organizations at the village level. It was necessary to reorganize these groups, however, so that proper training and technical guidance could be provided. In the case of cottage industry (handicrafts), the village ~~organizations~~ organizations were placed in working cooperation with the provincial rush association sponsored by NACF. In this way the groups were provided training, quality control advice and marketing assistance.

B. Human Resources Factors

1. The manpower situation in most sectors of the provincial government operations is near adequate in number. Certain remote areas of the provincial government offices have difficulty in maintaining their full staff. Usually they must settle for the lesser-qualified workers in these remote areas.
2. From the standpoint of basic training for foundation, the outlook is promising in some sectors of the provincial government. Officials at the provincial levels possess a good foundation for growth. The rapid development taking place within the country, the economic and social changes, demands that officials at the policy-making levels receive some additional training. Presently, the Provincial Training Institutes,

although helpful, do not provide the quality of training that these officials should have. The upgrading of officials becomes of greater importance as provincial governments receive more autonomy.

3. Personnel at the county office levels also possess adequate basic training for a promising outlook. ~~Sufficient~~ Continuous in-service training, and when possible additional academic training is necessary, however, to keep these officials geared for changing situations.
4. Personnel at the township and village office levels of the provincial operations, and rural guidance workers in the county branch offices are in need of additional training. Rural guidance workers receive periodic in-service training for periods of two to five days. It must not be overlooked, however, that these workers must be upgraded considerably to meet the technical needs of the rural guidance service. The Provincial Office of Rural Development relies a great deal on the services of rural volunteer leaders in the rural guidance program. Training for these leaders is provided at the rural vocational and training centers located in each county. Special training sessions for these leaders are held at the provincial training center during certain periods of the year.

This advisor has recommended to provincial officials, and to some officials of the CRD training institute, the following in connection with training for rural guidance personnel:

- a. That programs be worked out with colleges and universities whereby qualified guidance workers stationed reasonably nearby might take courses for college credit. Classes could be held two nights per week, or one night and on Saturday morning.
- b. For workers located long distances from the university, extension classes could be provided. These classes might also be held twice each week, possibly Friday nights and Saturday mornings.

Rural guidance workers who are responsible for motivating, and for changing the attitudes of rural people to make them receptive to new ideas and practices, have two great disadvantages (1) they are very young and considered boys by many farmers, and (2) basic training is inadequate to provide the necessary foundation for self-confidence. If these workers were enrolled in a university study course, it would greatly improve their confidence, and would also gain them the

greatly needed respect from the people they serve. Such a training arrangement should be possible now that there is a trend toward greater cooperation between the Office of Rural Development and universities.

Generally, government workers at all levels of the provincial operation have demonstrated a keen sense of responsibility. They work hard and for long hours to get the job done. Most of the ~~workers~~ workers place a great deal of value on quality performance.

C. Material Resources Factors

1. Availability of supplies and equipment

There are certain necessary supplies and equipment which are basic to rural development workers in the performance of their duties. There are also certain supplies and equipment which must be available to the farmers for them to carry out improved farming practices. For the technician, office supplies are necessary, also vehicles for transportation, and maintenance of the vehicles. Demonstration materials are used in the guidance (extension) teaching program. For the farmer to follow recommended practices there must be available pesticides, improved seed, fertilizer and lime, improved breeding stock, and better farming tools etc.

Office supplies are somewhat inadequate at certain office levels, but not to the extent that there is any considerable slow down in work performance. At the provincial level, mostly jeep-type vehicles are provided for transportation. Inadequate transportation continues to be a problem especially at those levels where it is needed most. This problem, among others, are to be expected in developing countries, however. Demonstration and training materials for PORD workers are near adequate. Presently emphasis is placed on using available materials and equipment to the greatest advantage possible. Fertilizer and pesticides are available in sufficient quantities and at a reasonable price for the farmer. There still remains a problem of distribution, however. This is another of those problems that can be expected. Improved tools and equipment for farmers are being experimented on and made available as rapidly as reasonable and feasible.

D. Financial and Economic Resources Available

1. Credit arrangements

An agricultural credit program is an essential part of rural development in general and of agricultural development in particular. There are, however, many problems in extending agricultural credit to farmers. Agricultural credit in Korea is supposed to be made available to farmers through the National Agricultural Cooperatives Federation (NACF). Due to limited fund supply, however, NACF has not been able to meet the farmers' demand for credit. As a result, many farmers borrow from private lenders and pay very high interest rates either in cash or in kind. In Kyongsang-Pukto there are 3,503 village cooperatives that are associated with NACF, having a total membership of 387,724 farmers. In addition there are a total of 14,705 farmers with membership in special cooperatives. All of these cooperatives expect to receive through NACF of a) credit, b) marketing assistance, both for buying and selling, c) processing services, d) farm materials, e) transportation service, and f) insurance service.

Although farmers have benefited greatly through the services of NACF, the organization still has many shortcomings. Presently, efforts are being put forth by the national government to bring about the necessary improvements within the organization to provide maximum and effective service to the farm people.

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

In order for the rural development program to continue to make satisfactory progress, and in order to obtain desired goals and objectives, there are certain important activities that provincial advisors might keep in mind:

1. Continued emphasis on policy and administration. As pointed out in the FY 1969 E-1 document, this activity in a sense determines the direction and effectiveness of all other rural development activities of USOM.
2. Continue to encourage the provincial government to concentrate heavily on a) continuous efforts to obtain maximum production yields from land that is in production already, and b) bring into production only land that has productive possibilities, and can be reclaimed at a reasonable cost.

3. Encourage concentration on the establishment of a better training program in the province to upgrade rural guidance workers. The training institute at Suwon will not be able to provide the necessary training for guidance workers throughout the country.
4. If the Agricultural and Forestry Bureau, and the Production Bureau intend to continue having their representative workers at the township levels do guidance work, they should be encouraged to provide training and support for these employees as is practiced by the PCRD for their employees at this level.
5. In rural society and family life in the U.S. women are of great importance. Women contributed greatly to the economic and social progress of our rural society. Because of the importance and the status of women in rural U.S. society and family life, the home economics sector of the United States extension service was able to be an essential element in rural home life improvement. The women of rural Korea are also important constituents in rural society and family life of their country. More so than is generally realized. The attributes that are of great importance among Korean women include a) high literacy rate, b) status in the family, c) the desire to progress, and d) they are highly skilled and industrious.

Considering the factors that have been pointed out about the Korean women then, home improvement in rural and urban life of Korea should be a priority element in the national development program. The present home improvement program would be much more effective, and contribute much more to rural development efforts if the program were strengthened and expanded. The areas where home improvement can contribute most are a) foods - the production and consumption of foods, to the extent that they would have a great bearing on self-sufficiency in food production for the country, b) family planning, and c) maximum utilization of knowledge and skills of rural women.

6. Advise and assist provincial government workers, and NACF officials in strengthening village organizations and institutions for greater participation from the rural people in the development of the country.
7. Maintain if possible, two Korean assistants in the USOM provincial rural development advisor's offices. The services that they can render to the provincial advisor contributes greatly to his effectiveness and work performance.