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DEFINITION

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FROM

FROM - SEOUL

SUBJECT - End-of-Tour Report - Edward Harris
Assistant Provincial Rural Development Advisor

REFERENCE -

489-11-110-594

Attached is the End-of-Tour Report of Edward Harris who is completing his first overseas assignment.

The report gives an excellent picture of the broad scope of work, the problems encountered, and development progress at the grass roots level of the rural sector in Korea.

Working as a generalist in this area, Mr. Harris was highly effective and achieved a laudable record of solid accomplishments.

PORTER

Attachment: A/S)

OTHER AGENCY

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END-OF-TOUR REPORTName: Edward HarrisJob Title: Assistant Provincial Rural
Development AdvisorCountry of Assignment: KoreaTour of Duty Began: July 3, 1966Tour of Duty Ended: June 26, 1968Project Activity (Name and No.): Rural Development Planning and Survey
486-11-110-504

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This report covers a period of two years as assistant rural development officer in Chungchong North Province and Kyongsang South Province. Eighteen months were spent in predominately agricultural Chungchong North Province and six months in Kyongsang South Province where the major areas are agriculture, industry and fisheries. Three months of this tour were served as provincial advisor in Chungchong North Province while the senior provincial advisor was on home leave. Also reflected in this two-year period was a slack period prior to leaving Chungchong North Province and the natural slow period immediately upon arriving in Kyongsang South Province.

The assistant rural development officers arrived in Korea after most of the spectacular programs were over and the phase-down had begun. This advisor feels that his most important contribution was in the area of institution building and supporting major programs after the glamour had subsided. The training received prior to coming to Korea was invaluable in helping this advisor to better recognize cultural differences, to overcome them, and to still get the job done. I also feel that the language proficiency attained, although very meager, enabled me to reduce some of the barriers in working with Koreans.

My primary duties were in areas where USOM did not provide goodies as rewards for active participation. I had no powers to force the adoption of suggestions and much of my work was with people well versed in theory who felt that their primary need was for funds to conduct programs. The following is a description of major duties of assistant rural development officers as stated in performance reports:

1. Assist the senior provincial rural development advisor, who serves as advisor to the provincial governor, on all matters relevant to rural development.
2. Under the guidance and supervision of the senior advisor, advises and assists provincial officials in planning, implementing and evaluating rural guidance and training programs. Coordinates training operations with rural development training advisor. Advises on rural youth, volunteer leader and rural demonstration projects.
3. Observes, evaluates and reports to senior advisor on rural conditions, development progress of U.S.-supported projects and other programs, and attitudes of provincial people.
4. Under the supervision of senior advisor, advises provincial government and other provincial level agency officials on coordination of such activities as guidance and training programs, marketing, research and credit.

Major activities during this tour were in the areas of food production, marketing problems, promotion of cooperation and coordination of activities between agencies, realistic program planning, guidance, research and training activities and program evaluation process. Specific examples cover efforts in Chungchong North Province and Kyongsang South Province.

1. Assisted RDD training advisor in planning special gun training program for Chungchong North Province guidance workers. Assistance was given from the beginning of the program to the gun follow-up evaluation meetings. Our major role in the program was convincing Provincial Office of Rural Development personnel on the value of a program that placed emphasis on how to teach rather than what to teach. We also worked with Provincial Office of Rural Development personnel in selecting trainees for the program and maintained close contact throughout the four-week training period.
2. Coordinated bench terrace training for Chungchong North Province rural guidance workers. Our efforts were confined to working with the Construction Bureau Chief and Provincial Office of Rural Development director to develop a program that placed technical skill on people that could multiply the effects of the comprehensive upland development concept. The original plans for this training were started in 1965 and early 1966 during the time bench terracing was a hot item.

3. Seed improvement efforts in Chungchong North Province hit a stonewall of confusion, but we were successful in getting all parties in the seed multiplication program together for discussions on major problems. A three-day program on seed improvement was coordinated with Dr. Kapp, RDD agronomy adviser, and included representatives from National Agricultural Cooperative Federation, Provincial Office of Rural Development, Union of Land Improvement Association, Agricultural Administration and provincial seed station personnel.
4. Efforts in 4-H Club were directed toward making club activities more meaningful for the individual 4-H'er and developing practical projects. Also receiving attention were problems of leaders, club size and 4-H Club interests based on age groups.
5. Worked with provincial personnel in preparing realistic want lists for excess property based on actual program needs. Excess property yards were also visited with provincial personnel to give them ideas on the types of equipment available and the general condition of typical excess property items.
6. Assisted the formation of provincial research committee composed of Provincial Office of Rural Development personnel and Chungchong North Province College professors. Research needs of the province were studied and lists of current research projects at Provincial Office of Rural Development and Chungchong North Province College were prepared in English for use with Dr. R. D. Lewis and his study of Korean research programs and needs.
7. Coordinated meeting of Chungchong North Province Chamber of Commerce, Industry Bureau, businessmen and Mr. Lee Burns of International Executives Service Corps for management assistance information. Governor Lim actively participated in the sessions and encouraged businessmen to participate where possible.
8. Worked actively with Chungchong North Province police school to keep the trainees aware of rural development activities and made suggestions on how the police could give positive assistance in rural development programs. Presentations on upland development were given for different sessions at the school.
9. Helped Chungchong North Province government employees' training center secure needed audio visual equipment for more effective training.

Government Employees' Training Center instructors were included in teaching method workshops held for Provincial Office of Rural Development and rural guidance workers.

10. Worked with National Agricultural Cooperative Federation on credit programs, ri/dong (village) cooperatives, and using information from stabilized farm programs to assist other farmers. These areas need further work. Presently National Agricultural Cooperative Federation and guidance workers are working with stabilized farm program, but the information is for report purposes only and is of little benefit to farmers.
11. Succeeded in getting agricultural high schools and Chungchong North Provincial Office of Rural Development joint research projects on a sound program and improved the flow of result information between Provincial Office of Rural Development and rural guidance workers.
12. Activities in Kyongsang South Province were confined to developing relations with provincial personnel and working with existing programs. My work in Kyongsang South Province began January 17, 1968. Activities included: work with rural development councils, kae (village cooperative) saving councils, Provincial Office of Rural Development, excess property duties, citrus production survey, the provincial cooperation and coordination study, work with Tongnae and Kimhae horticultural stations, Chinju Agricultural College, National Agricultural Cooperative Federation, Union of Land Improvement Association, Pusan City, Community Relations Advisory Committee and 4-II Club.

The adviser has enjoyed the strength and counsel of a senior provincial adviser supplemented by specialists in the Rural Development Division based at Seoul and Suwon. Other divisions of USOM also provided valuable support in conducting various programs. Reports on local progress and conditions of interest to the Mission were reported in order to improve the effectiveness of non-RDD personnel and their varied activities in the provinces. Contact with non-RDD personnel included Supply Management, Public Safety, Public Administration, FFP, Industry, Health and Education. Cooperation was also given various United Nations organizations, Han and Nakdong River survey teams, local American and Republic of Korea military units, American-Korean Foundation and other voluntary relief agencies. Active support was given the Big Brothers Society movement, the Korean Recreation Association and Community Relations Advisory Committee.

Existing Differences Between United States and Republic of Korean Practices and Adaptations Attempted.

The major programs and goals of the ROKG are sincerely designed to improve the life of Koreans, but the methods employed to reach the objectives are a little different from those of U.S. personnel. Often the methods used nullify the good intentions of the original program. The closely projected yearly targets of Korean planners do not allow for mistakes that surely will occur with the myriad new programs imposed yearly by government officials. Little time is allowed for education for change amid the pressure to achieve targets and most programs are pushed through with little or no lasting effects once the pressure is removed. My limited experience indicates that most Korean production increase programs call upon farmers to produce for the good of the country with little or no regards for the farmers' welfare. A combination of necessary profit incentives plus adequate capital, necessary supplies, technical guidance, and a stable market is often forgotten after the big programs are initiated.

Advanced age, small land holdings and limited education of the average Korean farmer present a formidable challenge to the success of new and untried programs. The Rural Guidance system, similar to the U.S. Cooperative Extension System, operates under the influence of government officials. Often guidance workers are called upon to enforce program adoptions that they know are uneconomical for farmers. Result demonstrations on many new practices are merely exercises in guidance workers proficiency. Little or no opportunity is given for farmers to actively participate in the planning of demonstrations, setting up demonstrations, and evaluating the results. Many excellent demonstrations of tested practices fail to reach the expected audience because of these things. Combined with the pressure of government that restrict the education role of guidance personnel, they are often undertrained, overworked, underpaid and lacking in motivation and experience for work with rural people.

A concentrated effort was made in Chungchong North Province to help make Governor Kim and other officials realize that education on new projects based on sound recommendations could get active farmer participation when force fails. We also emphasized that a competent, efficient rural guidance service is just as important as money in developing a progressive rural development program. The assistance of RDD training advisor was used in planning a proposed study to determine why Chungchong North Province farmers are hesitant in accepting and using improved methods of farming. Governor Kim freely admitted that his bulldozer tactics had failed to get desired results and that he was willing to take a closer look

at why Chungchong North Province farmers accept or reject recommended programs and methods. Governor Kim wanted the Deputy Governor to conduct the study, but we persuaded him to go slow on the provincial study until information and guidance could be obtained from the national study on the same problem being conducted by Dr. Wang, In Keun of Seoul National University under a USOM Trust Fund research project.

Guidance workers lack confidence in themselves and have yet to gain the full confidence of the farmers. A special training program was coordinated with the RDD training advisor for Chungchong North Province rural guidance workers. The four-week program was conducted at the National Training Institute with primary emphasis on how to teach. We have many guidance workers well versed in subject matter, but are unable to communicate with farmers. Two-day teaching methods' workshops were held at Chungchong North Provincial Office of Rural Development for training personnel and selected rural guidance workers. Instructors from Government Employees' Training Center, National Agricultural Cooperative Federation and the 37th ROK Army Reserve Division also participated in the special training at Suwon and the provincial teaching methods' sessions. Korea is extremely lucky to have funds for elaborate training center complexes but the tragedy is that too much stress is placed on facilities and not enough stress on the quality of teaching conducted there. Many people feel that effective training cannot be conducted without special training building. We tried to instill the idea that effective teaching can be accomplished without fancy buildings. Some guns are conducting very good training programs in cooperation with local high schools, and using National Agricultural Cooperative Federation facilities and gun buildings. This is a step in the right direction.

Future Measures and Directions for U.S. Activities

The ROK economy is growing, officials gaining confidence and competence and there is a definite trend in the reduction of U.S. aid program. The opportunity for the provincial government to have a noticeable impact on provincial programs will diminish probably in direct proportion to the amount of aid or goods received. The most important step that Korea can take is to improve the cooperation and coordination of programs. The U.S. should stress this in all programs and make sure that it is done. One example is the provincial comprehensive development program and the use of PL 480 commodities.

There is a great need for increased food production and the introduction of new techniques, but the need for doing the job correctly for lasting effects

is more important and can justify a slower, careful action. Science and technology have made great strides in Korea. The remaining task is to take the results and present them to the farmers in a manner that they will accept and use. Activities designed to make changes in cultural practices should have widespread testing followed by farm demonstrations with farmers as active participants. Farmers must have confidence in the recommendations of guidance workers and guidance workers must have confidence in the recommendations they give.

New programs should be considered from all angles. Farmers must have the proper incentives to increase yields. These must include a stable market where he can sell his crop at a fair price, facilities to get it to market, guidance on how to follow recommended practices and credit at reasonable rates to help purchase the seed, pesticides and necessary equipment.

Government Employees' Training Center should revamp their training to get desired goals. Courses designed to produce efficiency on the job should be substituted for classroom lecturing. Many employees make a passing mark on the test but fail to make any improvement in skills necessary for job proficiency.

Recommendations were given in these areas because they occupied much of my time.