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SUBJECT - End-of-Tour Report, Madison Broadnax

REFERENCE -

Rural Dev. Policy Planning + Survey
489-11-110-594

Attached is the End-of-Tour Report of Mr. Madison Broadnax who is completing an assignment of three years duration as Head of the Research, Guidance and Training Branch of the Rural Development Division.

This Branch, consisting of five U.S. advisors in addition to Mr. Broadnax, provides advisory services to the Korean Office of Rural Development (ORD), which in turn is a major arm of the ROKG in carrying out its rural development programs.

Mr. Broadnax's report provides both a comprehensive and in-depth picture of the organization, operations and progress of this institution, and its several appendices provide excellent information as to its achievements.

The ORD has been strongly supported by USAID since its foundation and its admirable development reflects creditably on this support. Mr. Broadnax's contribution, in seeing that the U.S. inputs were beneficially used during his tenure as Branch Head has been substantial.

FORTER

Attachment: End-of-Tour Report,
Madison Broadnax

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PAGE 1 OF 1 PAGES

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END-OF-TOUR REPORTName: Madison BroadnaxJob Title: Head, Research, Guidance
and Training BranchCountry of Assignment: Korea

Prior Country Assignment: USAID/Sudan

Tour of Duty Began: August 16, 1966Tour of Duty Ended: August 2, 1968Project Activity: 489-11-110-504Rural Development Policy Planning and Survey

A. IntroductionOrganization of Content:

By the termination date of August 2, 1968, the reporter will have served three years and three months as Agricultural Advisor, USAID/Korea. Major duty has been to serve as Head of the Research, Guidance and Training Branch for the Rural Development Division Suwon Advisory Contingent, with emphasis on administrative, technical and public relations assignments under the general direction of the Chief of the Rural Development Division, United States Operations Mission to Korea.

B. Summary

This report will emphasize important facets of activities which are judged to be in the best interest of Korean rural development involving social processes, as well as economic and technical development. This demanded establishment of a prudent counterpart relationship to bridge the gap existent in the modus-operandi between the two countries. This is vital. In a controlled economy, procedures sometimes bypass responsible technicians in the formulation of policies affecting rural development. In essence, technicians are sometimes told what to do rather than given the opportunity or privilege to say what is right, proper or feasible. Time to exchange views and propose paradigms by all persons involved becomes overlooked in program planning, resulting in misperception and misconception of real goals and objectives.

As a measure to encourage broader participation and understanding of development needs and involvement in resolution of problems, frequent innovations were advocated, some of which are:

1. Joint ORD-PCRD-RDD Meetings:

The idea of joint meetings was accepted by the Administrator of the Office of Rural Development licensing an exchange between Rural Development Advisors and Korean technicians supporting annual food production objectives and goals. Discussion groups analyzed assigned topics and submitted written reports with recommendations on policy and technical aspects of development for the use of the Administrator. Many problems surfacing at the grass-root level, difficult for the average novice in rural guidance to fathom, were mutually discussed with experienced RDD/Advisors.

From these meetings, a sense of confidence appears to have emerged by participating Korean personnel, to the extent that the program planning process may be reversed. A resume of meetings is provided in Appendix A.

2. Regular informal sessions between administrators and subordinate staff:

"The underlying consensus of a profession, as of any group, is maintained by intimate communication among its members". This principle is of help in day-to-day relations with the staff of ORD. A great deal of the multi-faceted planning of research, guidance, training and administration activities was an outgrowth of frequent policy and planning discussions. An open-door policy set in motion a basis for constructive criticism of substantive features of program, and the use of RDD technical know-how.

Advancing program guidelines informally without undue criticism has many advantages for human development. A sense of honor and personal status unfolds as young technicians see their ideas conceptualize in a rational program for food production and human development. A sense of recognition and honor compels positive action in pursuit of responsibility. Recognition has been a key stimulant.

Editing annual programs and scholarly papers has been useful in communicating techniques and suggestions applicable and compatible to the development inertia in Korea. In the absence of protocol impediments, cultural variances have been circumvented and access to a greater number of scientists, technicians and teachers resulted.

3. Intellectuals-College Professors and Journalists:

Contrary to my preconceived belief, Korean intellectuals have an inherent interest in rural development programs which are conceived to enlighten farmers and increase incomes. Through lectures, visits and informal discussions, several contacts have been made with members of this group, especially college professors. Policy involvement vis-a-vis rural development needs were the real basis for corroborating with them. Colleges are oriented toward programs of rural development and are decisively active in several aspects of development, by their own choice, at national and provincial levels.

Cross-pollination of ideas to strengthen the rural development program through revision of course offerings will have influence in social and economic development in the very near future. Research, guidance, and training goals are influenced by active participation of college professors. Forty-six professors are constituents of the National CRD Research and Guidance Committee and each provincial college is actively supporting its provincial program.

Contacts with the journalists commenced after RDD/Suwon subscribed to sponsor a Child-Care Center for the Ip-Puk village near Suwon. Since this was a joint appeal for donated funds between CRD and the Kyong-Hyang Newspaper, the RDD donation encouraged frequent visits to our office for particulars about the Suwon Group which had shared their personal resources with the 250 village families. This unique and direct people-to-people aid was a boost to better understanding between the village families and USOM families. The baby-center frees mothers for employment on the farms and in cottage industry type jobs. These contacts opened new avenues for the discussion of numerous rural development details.

With free access to policy makers and subordinate staffs, the Mission Program objectives and goals in Suwon were favorably planned. Generally, the objectives were to:

- a) Infuse into administrative circles at the Office of Rural Development (CRD) methodology and proper attitude for institution building, utilizing indigenous talent effectively; b) Motivate coordination between bureaus, universities, ministries and private enterprise to obtain unified concentration in resolving agrarian

problems; c) Set forth managerial procedures necessary to develop research, guidance and training resources into productive catalysts for social and economic reforms; d) Encourage government and business operations in such a fashion and on such terms that only high quality goods will be licensed for export; e) Foster policy for closer interrelations between subordinate CRD agencies and colleges of agriculture for a more realistic rural development program; f) Soothe the increasing ambitions of youth, the font of Korean future statesmen, by providing stimuli for their fourfold development, e.g., "Head, Hand, Heart and Health".

In pursuit of the aforesaid objectives, the reporter's specific duties were to: a) Arrange, manage and expedite logistic support for RDD and UN personnel resident in the Suwon CRD compound; b) Supervise and coordinate activities of five RDD advisors, five assistants, a secretary and two drivers in providing technical assistance in agribusiness, agricultural economics, extension, horticulture, research and training; c) Coordinate visitor schedules and serve as envoy for U.S. and other international personages frequenting the Office of Rural Development; d) Consult with the Office of Rural Development Administrator on the development and management of an agricultural institution capable of valid planning and implementing research, guidance and training activities adjudged basic in fulfilling current and future Korean economic needs; e) Provide support to ancillary organizations through on-the-job visits, consultations and lectures; f) Procure moderate quantity of grant-in-aid commodities to support program expansion and technical competencies; g) Encourage, through technical analyses and managerial efficiency, a syndrome for amalgamation of agricultural and business institutions in producing, processing and marketing Korean agricultural products:

Major activities have been centered upon five developmental areas, e.g., (1) agribusiness, (2) research, (3) rural guidance, (4) training, and (5) rural sociology.

(1) Agribusiness:

By definition, agribusiness is the inseparable combination of Agriculture and Business involving many separate individuals, businesses and institutions. It includes increased agricultural

production; the businesses necessary to supply the tools of production, such as seeds, fertilizer, pesticides, machinery and credit; and the businesses necessary to transport, warehouse, process and market the agricultural production.

Agri-business is an unbroken chain carrying food all the way from farmers to consumers. Each business operation represents a link in that chain. A weak link or a missing link makes the chain ineffective or unusable. Government may assist in regulation, research, technical assistance and the supply of credit.

As Chairman of the Mission's Committee for Agribusiness, it was necessary to devote considerable effort in orchestrating feasibility studies on several promising commodities. Such industries as marine products, sericulture, viticulture and food processing were given priority treatment for intensive study and economic analyses.

The committee was divided into working sub-committees for marine products, sericulture and food processing. Each sub-committee made a geographic analysis of major producing centers in close cooperation with Ministry of Agriculture Forestry (MAF) technicians who were designated as members of the sub-committees.

For 18 months, timely discussions with MAF and provincial business groups stimulated interest on RCEG to support agribusiness Korean industries. After reviewing the promising projects with RCEG and business leaders, the committee presented its findings, with a USOM/K supported recommendation urging an inclusion of agri-business in the second five year development program. With RCEG initiative, an agribusiness organization, the Agricultural and Fishery Development Corporation (AFDC), was incorporated by Presidential decree as of November 30, 1967. After this action, the reporter's role as Chairman of the USOM Committee ended. And at this stage of development AFDC's concept of real agribusiness leaves much to be desired.

(2) Agricultural Research:

According to a recent study^{1/} sponsored by the Association of State Universities and Land Grant Colleges, and the United

^{1/} A National Program of Research for Agriculture, USDA.

States Department of Agriculture (USDA), "agriculture research is the systematic method of gaining and applying knowledge efficiently to biological, physical and economic phases of producing, processing and distributing farm and forest products; consumer health and nutrition; and to the social and economic aspects of rural living. It teaches us the cause - effect relationships between relevant variables; it enables us to predict results and to develop decisions and policies on the basis of factual information".

By application, our joint research effort in Korea has been directed toward the development of an institution capable of applying scientific procedures for the efficient development of agriculture to meet current and future needs of the Republic. This, largely, has been in the areas of agronomy, agricultural economics and horticulture with Dr. R. D. Lewis, Mr. K. B. Platt, and Mr. L. A. Gattoni, providing the leadership. My role has been to support their programs through counsel with the CRD Administrator and responsible individuals in the various experiment stations, institutes and divisions. Prior to the arrival of the present Research Advisor, I arranged for import of 28 Mexican wheat varieties in cooperation with our former Research Advisor, Dr. E. V. Staker, now of USAID/Afghanistan. Of the 28 varieties tested by the Crops Experiment Station, three show some promise. These are Senora 64A, Mexi-Pak 65 and Indus 66 - (Appendix B). These, plus several other varieties, will continue to be tested and crossed to determine adaptability for yield increases.

Developing a national system of agricultural research requires a concerted effort by all branches of science. So, through CRD, steps were made to commission the colleges of agriculture for more activity in the nation's research effort. The response to participate was very favorable, with 46 college professors agreeing to serve on the National Research and Guidance Advisory Committee and a smaller group of provincial college professors serving on provincial committees. Historically, this was a unique way to instigate active support from academicians who are qualified to help train fledgling scientists working in the Office of Rural Development. Thus, weekly consultations are arranged to plan methods and designs for research projects.

By programming the CRD Administrator and the Director of Research for observation training in the U.S.A., the CRD research and guidance committee's effectiveness was improved. Actually, it appears that short intensive training programs are far more effective for solving immediately rural problems than programs of longer duration.

(3) Training:

It is reasonable to believe that every newly employed civil servant wants to succeed in doing what he has been assigned to do. It is, also, conceivable that each worker has been highly motivated and desires to maintain a satisfactory level of motivation throughout his professional life. Through in-service training, the new extension clientele must be made to: (a) understand what is expected of him; (b) feel he is an important part of the service; (c) feel secure in his work; and (d) get recognition for his effort.

One of the objectives of the RDD training effort has been to satisfy the above criteria through sponsored programs in the National Training Institute and its related provincial activities. The main concern of the writer has been to improve the image of the Training Institute by giving administrative support to programs developed by Mr. John B. Swecler, Training advisor and the faculty of the Institute. During the past two years the following changes were made: subject matter revised; methods of instruction and teaching tools modified; teacher-student ratios reduced to conform with modern concepts of instruction; and realization of greater classroom participation by students.

Primarily, the RDD/Sucon Branch has been interested in three types of progressive training, e.g. Pre-service, Induction and In-service. A brief definition of each may help in understanding the focal point of emphasis.

Pre-service training is usually defined as in-school study of subject matter, extension methods and principles prior to employment.

Induction training is usually thought of as training provided after the agent is employed and on the job.

In-service training is usually defined as a /refresher course for agents at each level of the profession, filling the need omitted in previous preparation by bringing desirable subject matter content up-to-date.

Two years ago these programs were indiscriminately planned and dull. With considerable acumen, the CRD National Training Institute has set new training benchmarks at national, provincial and gun levels. Viewed in retrospect, the staff of the National Training Institute is rendering a valuable service in back stopping rural development activities.

- (4) Rural Guidance is the counterpart of the Federal Extension Service in the United States and conforms to practically the same concepts and principles. By definition:

Extension is an informal educational system without ordinary classrooms or prescribed courses. Its students are mainly rural; its goal is to help people attain a more abundant life. Programs advanced by Messrs. Walter W. Campbell and Gleason D. Bohls, Extension Advisors, have been supported.

Joint Efforts have been made to perfect a more pragmatic rural guidance service, one that is acclimated to needs of the rural masses. The administrators, planners and communicators have been diligent actors in a cast for agrarian reform. But the bureaucratic policy is often a bottleneck to reality in programming production increases and social betterment for recipient audiences.

In 53 separate meetings, conferences, and lectures, ideas and strategy for improving program content and production yields were discussed with applicable suggestions. Out of these gatherings, it was concluded that rural guidance service for the foreseeable future is to contribute to maintaining three elements essential to the Korean citizenry: (a) an abundance of food and fiber; (b) a family system involving the home as an effective social unit; and (c) a systematic process for leadership development.

The abundance of agriculture products, efficiency in marketing, and a preservation capacity are important factors for national security. An efficient food supply together with properly executed processing and marketing programs will yield an everlasting prosperous economy. This

implies, however, that all elements of vertical integration must be coordinated to avoid costly proliferation, fragmentation and duplication.

Most agri-business institutions, like AFDC, are competitive and operate with relatively small profits. Korean development must take cognizance of this fact and elude pitfalls in its efforts to gain a large margin of profits quickly. Fragmentized efforts are risky and costly. To assure progress, rural guidance must function effectively in the production link of the agri-business chain.

Life in Korea, as in most societies, is family based. It has a position of preeminence with the wife and home inseparably bound, irregardless of sparse amenities. The modernization thrust characterizing urban development is an unknown reality in most rural areas. But most farm families are happy despite their low living standards.

Progress in the rural development sector depends upon good leadership. In a democratic society, leadership is indispensable. Because many problems confront rural dwellers, groups of many types are formulated with enduring significance. Yet no group or social unit can rise above the leadership at its disposal. Leaders are the catalyst for group action, the voice for group expression, the tool with which the group considers and carries out its decision.

Like other informal educational agencies, the Rural Guidance Bureau seeks, trains and uses leaders to influence program acceptance in agriculture for 2½ million households resident in 42,000 villages. Much rural guidance influence is the result of organizations and group efforts. Lay leaders constitute an important cadre of human resources in development projects.

(5) Rural Sociology:

The greatest weakness in the rural guidance educational service is the lack of sociological application in the over-all planning and operational

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- ✓ Korean organizations supporting development are: agricultural improvement clubs with 300,000 members; home improvement clubs with 252,000 members, and; rural youth clubs with 700,000 members.

processes. This void weakens the effectiveness far more than administrators or technicians realize. They are concerned with the development of national resources rather than human resources. The resources that count most in nation building and development are human beings.

To bring this situation to the attention of the appropriate individuals and groups, numerous meetings were arranged to discuss the subject and its implication in the total rural guidance activity. As an out growth from these discussions, tentative plans for expanded programs are to include rural sociology as part of the Rural Guidance Bureau and possibly a new department of rural sociology in the College of Agriculture, Seoul National University (SNU) in Suwon.

With approval of the College Dean and professors trained in this discipline, a strong academic program is possible. This is the impression gathered from the many discussions with college officials.

The involvement of CRD is, also, promising after discussions with the Minister of Agriculture and Forestry (MAF), the Administrator, Office of Rural Development (ORD), the Director, Rural Guidance Bureau, the Research-Guidance Committee and numerous personages in related organizations. Each is aware that human beings are seldom apart in an isolated vacuum from his fellow contemporaries. Even when man is alone for a short period of time, his every thought and action is influenced by other individuals. Interaction, then, is an indispensable element to one's welfare and survival. Through the mechanics of interaction, individuals understand the behavior of their partners, as well as their own. They respond to stimuli both favorable and unfavorable as confronted by old and new experiences.

A working knowledge of social research in rural development programs would vastly enhance the diffusion process and acceptance of proven farm practices. Since man belongs to many social systems, he must be able to adjust and modify his actions constructively. The Rural Guidance worker must be in a position to help. Failure to do so may inhibit the achievement of

desirable goals. To prevent a negative minority influence over the major groups, rural guidance workers must understand social institutions and systems in developing and motivating human resources.

In an environment contiguous to insurgent elements, the social and behavioral sciences are as important as the military. It must be a part and parcel of all educational processes to have citizens understand that attainment of their hopes, desires, dreams lie in aligning themselves as patriots with the constituted government. An application of the principles of social science can help in gaining proper understanding.

C. Existing Differences between United States and Republic of Korea:

Differences encountered in this position are numerous and far reaching in magnitude as related to the modus-operandi for economic, political and social development. To function effectively within this situation, it is necessary for one to remain objective, with sufficient initiative to influence progress in the pursuit of specific and over-all program objectives. Establishment of one's credibility is an obvious asset in bridging the gap between existing differences. There is no known fixed formula to follow while interacting in such a climate. Composure, open mindedness, alertness, and coherence are helpful factors.

1. Agriculture Program Planning:

Agriculture program planning is done at the national level of government for acceptance and execution by people working in the villages. Relevant implementation processes are more autocratic than democratic and expected goals are unrealized. The authoritative, bureaucratic policy penetrates into practices of village workers, thereby reducing opportunities for pragmatic teaching as commonly done successfully in the U.S.A. This leads to passive response by farmers who are really concerned about policy plans to help improve their modus vivendi.

In all plan goals for rural development, the legalitarian verbiage is present or implied. All aspects of economic growth stress increase of incomes, improvement of farmers welfare and livelihood. But regardless of how well the intents and purposes are, farmers are excluded from making decisions designed for their betterment. As a result, they respond ~~nd~~ negatively - dormant.

To set forth measures for strengthening the program planning process, a series of joint planning meetings were suggested and approved by the CRD Administrator. These meetings served to point out weaknesses, together with recommendations for strengthening the process by eliminating the weaknesses. Since the bureaucracy is responsible, these recommendations were routinely called to the attention of the Minister of Agriculture. Follow-up discussions with each of them, as well as their subordinates, revealed their concern and willingness to revise the planning system. Village planning councils are now contemplated to involve lay leaders and farmers in program planning.

2. Dissemination of Knowledge:

Dissemination of knowledge to the farm population is channeled through a variety of mass media outlets in the U.S.A. and RCKG. But to effectuate a real learning situation, farmers must have personal contacts, permitting them: to hear about the practices; to see the practices properly demonstrated; and, to have guidance in carrying out the practices, personally. This methodology is of prime importance in a society with varying social strata and influences. In Korea thousands of demonstrations are planned willy nilly and prove ineffective in changing the habits and behavior of farmers to accept proven and useful practices. Method and result demonstrations are not wisely used in teaching, as is practiced in the United States.

Joint CRD/FDD meetings, plus day to day consultations with the CRD directorate, permitted some modification and improvement in the diffusion process. The accomplishments are: a) an expanded farm broadcast system; b) preparation and distribution of 1,000 prints of movie film covering 27 different subjects; c) issuance of 800,000 bi-weekly farm newsletters; d) planned field days to show modern farm practices to area farmers; and e) result demonstrations modified for use in village and regional production centers.

3. Agri-business industries in the U.S.A. are geared to support a viable farm program with provision for reliable supplies needed by farmers. Such is not the case in Korea. Suppliers of production commodities are not trusted by farmers because, too often, they find the quality of farm supplies inferior and costly. Moreover, they have very little regard for RCKG agencies certifying specifications of these requisites for their use. Therefore, in the end, they reject most recommendations.

Adequate provision of farm supplies was the central topic discussed in different meetings between RDD, NACF and CRD. These were followed with more discussions with former Ministers of Agriculture who pledged themselves to take steps to correct the alleged malpractices. Hopefully, the Agriculture and Fishery Development Corporation will be able to produce a greater supply of reliable production and consumer goods required by farmers.

4. Manpower:

Preparation of a scientific and technical force, through the system of land-grant colleges and universities has been the backbone of agriculture progress in the United States. A similar progressive development, espoused by Seoul National University as well as other agricultural colleges, is the pillar of strength for agriculture growth in Korea. However, there is some disparity between the two systems. - (See Appendix D)

The highly successful land-grant university interrelated system of resident instruction, research and extension is non-existent in Korea. For this reason, Korean graduates do not have the broad depth of agricultural background and skills so vitally needed for research and teaching.

Staff improvement has been a main objective of the United States Operations Mission in Korea. It has given strong support and funds for foreign participant training, as well as local training programs. The local training effort is directed toward filling the need for developing practical skills among civil servants working in the agricultural sector. This has been accomplished, primarily, through the National Training Institute in cooperation with provincial offices of Rural Development, vocational agricultural high schools, and agricultural experiment stations.

5. Administration:

Generally speaking, the administration of programs within the Office of Rural Development has shown steady improvement, especially at the directorate and bureau levels where policy and plans are fitted into the hierarchy of the MAF structure for maximum output of the professional

force. Conferences, meetings, symposia, and an amiable atmosphere assuring greater coordination is promising. Fiscal requirements are made in accordance with the assessed needs for personal services, supplies and equipment. Progress has been steady. - (See Appendix C)

Subordinate personnel are growing more confident in their assignments and becoming more objective in implementing programs agreed upon in the second five year economic development plan.

Salaries are woefully low, resulting in frequent resignations and frustrations.

The existing disparity between certain groups of employees is recognized and studied in order to provide amenities and/or fringe benefits equally.

6. Human Resources Factor:

The Office of Rural Development, based at Suwon, is the largest organization in the Ministry - (See Appendix E). Composed of 14 subordinate bureaus, institutes, experiment stations and research laboratories, it employs 799 national technicians promoting innovation and productivity in agriculture. The CRD is responsible for rural development activities of the Ministry at the program planning and execution level. These activities fall under the three broad headings of Agricultural Research, Rural Guidance and Technical and Administrative Training. The primary objective of the USAID in this area is to strengthen the capabilities of CRD for carrying out these activities in support of objectives and targets of the Second Five Year Development Plan.

This, coupled with the sustained support and backstopping by the Chief and Deputy Chief of the Rural Development Division and AD/M, has made it expedient to plan activities and resolve inherent problems with minimum difficulty.

The ability of Bureau Chiefs, together with their subordinates, in planning and implementing programs is another factor contributing to the success of institutional development. Acceptance of suggestions for up-grading the quality of performance has been gratifying. Their studious approach and open-mindedness continue to be assets which broaden the capabilities for many of the young scientists and technicians. They are inspired.

But there are some unfavorable factors, too; e.g., dearth of highly trained research scientists; inability of most Korean associates to comprehend in English; inconsistency in assignment and salary scales based upon equitable technical competence; lack of flexible policy to make guidance education dynamic rather than problem-oriented; acquiescence to inter-agency duplication; and, limitation of officials effectiveness due to inadequate logistic support.

A pillar for institutional development is a sufficient number of highly trained administrators, scientists and technicians. One weakness in the Office of Rural Development is the shortage of qualified scientists to assume fully leadership positions in research institutions.

Institutional development is further impeded, to some degree, by assignment of personnel to positions for which they are not qualified. Assignments should parallel the experience and training of the individual. Such an alignment breeds effectiveness and circumvents inordinate development.

Coercion to appoint unqualified personnel should be discouraged. A policy to end this practice will alleviate many of the morale problems and will motivate those who yearn to exhibit their best skills in pursuit of planned goals.

7. Economic Factors:

Low salaries barely compensate the living cost for the average technician working in the Office of Rural Development. To make ends meet, a large number seek after duty jobs for which they are qualified. Wives have taken positions to help with the financial burden of running a home and educating children. For the average Korean, educational expenditures are exorbitant. But their first loyalty is to their families. Socially, most rural guidance workers feel they are functioning in lackluster positions. This lowers their dignity, resulting in low morale, loss of self confidence and satisfaction. Better salaries and fringe benefits would help alleviate this disparity. A revised salary scale, recommending periodic step increases has been proposed for implementation. Passage will make it unnecessary to shift personnel for the sake of a promotion.

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

1. A strong RDD contingent with foresight should be sustained in Suwon to influence or moderate a social structure compatible for human resource development assuring stability in an emerging industrial society.
2. USAID/K presence should be extended through 1975, at which time present goals encompassing family planning, widening of the food gap, and mature leaders obsessed in stratagem, will have made an impact on the perpetuity of the ROKG.
3. With economic maturity, wage scales should be stabilized in order to trigger an attractive labor and producers market for Korea. The zeal for progress must be tempered with a greater zeal for honesty and realism.
4. Frequent ad hoc conferences vis-a-vis the ROKG bureaucracy should be arranged to cope with unforeseen problems arising from crash program goals omitted from the Second Five Year Economic Development Plan. However, adherence to principles of sound policy and conventional practices will curtail the need for these negotiations.
5. The USAID/K should support short course training for officials saddled with program continuity and projection, as Korea has a wealth of potential administrators who are not yet seasoned in essential tactics for nation building and lasting prosperity.
6. Personal contacts are essential for success in international development of agriculture. Aspects detrimental to the achievement of objectives and goals can be avoided through frequent interchange of views between RDD advisors and their counterpart ROKG group. But the USAID must be exceedingly careful in its selection of personnel who, by virtue of their assignments, are inevitably associated with ~~the~~ and responsible for program implementation.
7. Efforts should be continued to promote closer coordination between the Office of Rural Development and the Seoul National University College of Agriculture. Progress has been made during the past three years and the current climate suggests that a great deal more can be accomplished with a phased program entrusted to the RDD/Suwon Advisory Group. An

- ~~Completion~~ of progress could be an enabling investment for rural development programs. Both the College and CRD are enthusiastic for a closer interrelated arrangement.
8. Found RCKG seed policy legislation should be given high priority by USAID/K to help overcome the shortage of reliable planting materials. Built-in practices inimical to orderly production and distribution channels beset the development of a sound multiplication program so vitally needed for break-throughs in crop yields. (See 1967 RDD Evaluation Team Report).
 9. The RCKG, in concert with USAID, should develop a mutual consensus focusing resources on realistic problems confronting administration, research, guidance and training activities. Amicable relations between bureaucrats and technocrats at all levels of government serve to boost production by eliminating fractionated efforts and waste of scarce resources. But such relations are non-existent, resulting in proliferation of groups which exploit the true essence for national reforms.
 10. The development of a National Program of Research for Agriculture needs the active support of USAID at the earliest possible date, in consultation with all relevant agencies of the government. Agricultural research projects during the past two years have made considerable progress in agronomy, horticulture and agriculture economics, but there still prevails the need for a broader based research program. (Refer to the Monthly Report for April 1968).
 11. Whereas the Agricultural Economics Institute was founded in September 1967; and, whereas its value in economic research has been proven valid and useful; CRD, RDD and MAF should expand the Institute budget, staff and facilities, thus enabling it to play an even greater role in production and marketing research. Moreover, policies covering all facets of required studies and investigations pertaining to agricultural economics should be delegated to the Institute. Awarding contracts to private research organizations is not a constructive way to develop an independent Economic Institute for CRD. (See F. E. Platt's Monthly Reports for June 1968 and October 1967).
 12. Developing a viable horticulture and food processing industry is a stated objective in the RCKG economic development plan. But to realize this objective, Koreans must become more astute in both the empirical

and research phases needed for horticultural development. USAID emphasis should be focused on strengthening production and processing through academic and on-the-job training of Korean personnel.

13. Action, rather than lip service, should be taken to provide all needs in agriculture production, e.g., improved seeds, fertilizers and limestone, pesticides and farm tools. A shortage of these requisites makes it impossible to achieve production goals. Provision for adequate credit on terms farmers can afford should be effected. (See 1267 RDD Evaluation Team Report and Monthly Reports).

(APPENDIX A)

Summary of IRD/EDD Joint Meetings

a. Evaluation

b. Programming

Discussion Groups:

1. Result Demonstrations.
2. Lay Leader - Training.
3. Program Planning.

c. Program Emphasis

Discussion Groups:

1. Communications.
2. Farm Management.
3. Rice-Deng Organizations.
4. Research Needs in Provinces.

d. Program Implementation

Discussion Groups:

1. Fertilizer Application and Water Management in Paddy Fields.
2. Rice Weeding and Cultivating and Use of Herbicide.
3. Pest Control of Rice.

e. Rice Transplanting Methods

Observation:

1. Paddy Crops Section.
2. Crops Experiment Station.

f. Review of Experimental Results

1. Institute of Plant Environment:

- a) Silica fertilizer on rice in relation to blast disease.
- b) Nitrogen and silica use in relation to lodging.
- c) Rice drying methods.

APPENDIX A continued.

2. Institute of Agricultural Engineering & Utilization:

- a) Underground water control.
- b) Water diggers.
- c) Weeders for use on paddy fields.
- d) Soybean milk processing.
- e) Preserving mushroom with ascorbic acid.

3. Crops:

- a) Rice transplanting methods.
 - Conventional method.
 - Double row method.
 - 4 point 3 row method.
 - 4 point forward moving method.
 - 4 point backward moving method.
- b) Rice variety tests.
- c) Effect of top-dressing with nitrogen.
- d) Lime application test - good results.
- e) Effect of imported soil - increased yields 21%.
- f) Special crops (konaf, ramie, flax, wheat, corn, soybeans and sweet potatoes)

4. Sericulture:

- a) Modified method of feeding silkworms.
- b) Planting mulberry trees on slopes.
- c) Raising silkworms on oak leaves.
- d) Mechanized cocoon inspection.
- e) Disease and rodent control in silkworm raising.

5. Horticulture:

- a) Tokyo tomato varieties for processing.
- b) New radish varieties.
- c) New garlic varieties.
- d) High yielding asparagus varieties.
- e) Nutrient deficiencies in fruit trees.
- f) Necrosis in grapes.
- g) Effect of lime on magnesium utilization.
- h) Use of plastics to control branching on fruit trees.

6. Veterinary Laboratory:

- a) Black Leg and Anthrax Disease.
- b) New Castle vaccines.
- c) Production of hog cholera vaccines.
- d) Lung and tuberculin tests.

1967 Program Results

1968 Program Plans

(APPENDIX B)

1967 Yield Data of Introduced Mexican Wheat Varieties

| No. | Variety | Yield | | | | | | | | Unit: Bushels/Acre | |
|-----|----------------|-----------------|----|-----------------|----|-----------------|----|-----------------|----|--------------------|--|
| | | T ^{1/} | R | V ^{2/} | R | D ^{3/} | R | F ^{4/} | R | | |
| 1. | Lerma Rojo | 81.41 | 4 | 61.31 | 9 | 33.97 | 12 | 41.60 | 2 | | |
| 2. | Mayo 64 | 76.33 | 7 | 69.29 | 5 | 40.41 | 8 | 6.14 | 24 | | |
| 3. | Kenya Mantana | 64.35 | 13 | 48.04 | 19 | 25.09 | 21 | 12.12 | 15 | | |
| 4. | Justin | 47.14 | 20 | 37.86 | 22 | 24.56 | 22 | 6.98 | 23 | | |
| 5. | Vilufen | 55.82 | 17 | 30.92 | 24 | 21.85 | 23 | 19.16 | 12 | | |
| 6. | Santa Elena | 75.73 | 8 | 55.37 | 15 | 32.63 | 14 | 9.43 | 19 | | |
| 7. | Mexi-Pak | 87.01 | 2 | 63.31 | 8 | 38.91 | 9 | 8.38 | 21 | | |
| 8. | Ponjamo 62 | 59.64 | 16 | 63.31 | 8 | 15.41 | 24 | 12.17 | 15 | | |
| 9. | Tobari 66 | 65.86 | 11 | 74.98 | 1 | 52.53 | 1 | 12.57 | 17 | | |
| 10. | Grupo 63 | 65.55 | 12 | 58.67 | 12 | 31.28 | 17 | 9.28 | 20 | | |
| 11. | Nadadores 63 | 71.24 | 9 | 57.32 | 13 | 42.66 | 6 | 42.35 | 1 | | |
| 12. | Sanora 64a | 63.26 | 15 | 61.51 | 10 | 36.22 | 10 | 29.03 | 6 | | |
| 13. | Sonora 63 | 51.93 | 18 | 52.33 | 17 | 33.52 | 13 | 13.17 | 15 | | |
| 14. | Napa 63 | 64.35 | 13 | 36.67 | 23 | 50.56 | 2 | 23.35 | 9 | | |
| 15. | Endus 60 | 98.25 | 1 | 74.23 | 2 | 31.73 | 16 | 18.71 | 13 | | |
| 16. | Mainara 60 | 79.47 | 5 | 64.59 | 7 | 35.77 | 11 | 18.26 | 14 | | |
| 17. | Kuroosta 66 | 45.20 | 23 | 71.99 | 3 | 48.19 | 3 | 13.02 | 16 | | |
| 18. | Lerma Rojo 64A | 79.32 | 6 | 65.70 | 6 | 46.24 | 4 | 20.50 | 11 | | |
| 19. | NEIA 66 | 37.26 | 24 | 52.08 | 18 | 32.03 | 15 | 24.39 | 8 | | |
| 20. | Pitic 62 | 83.21 | 3 | 71.69 | 4 | 46.24 | 4 | 30.38 | 4 | | |
| 21. | U.N. 6389 | 70.04 | 10 | 42.80 | 20 | 26.04 | 20 | 7.48 | 22 | | |
| 22. | E.I. 364 | 46.09 | 21 | 58.82 | 11 | 42.36 | 7 | 29.33 | 5 | | |
| 23. | E.I. 316 | 50.14 | 19 | 54.33 | 16 | 27.54 | 19 | 34.72 | 3 | | |
| 24. | E.I. 314 | 63.31 | 14 | 38.91 | 21 | 31.13 | 13 | 21.85 | 10 | | |
| 25. | E.I. 311 | 45.50 | 22 | 55.82 | 14 | 42.80 | 5 | 26.49 | 7 | | |
| 26. | Suwon #85 | 58.52 | - | - | - | 31.43 | - | 36.22 | - | | |
| 27. | Young Kwang | 74.68 | - | - | - | - | - | 51.03 | - | | |

Source: Crops Experiment Station, Office of Rural Development, Suwon

1/ T = Transplanted plot on March 15, 1967.

2/ V = Seeds are vernalized for 40 days, and sowed on March 15.

3/ D = Seeds were directly sown on March 15.

4/ F = Seeded directly on field plot on November 8, 1966.

R = Rank

(APPENDIX C)

Annual Budgets for Office of Rural Development 1965 - 1968

(Unit: ₩ 1,000)

| Source | 1965 | 1966 | 1967 | 1968 ^{1/} |
|-----------------|------------------|--------------------|--------------------|--------------------|
| Special Account | 605,590.6 | 756,450.3 | 821,270.9 | 1,113,805.9 |
| General Account | 218,811.2 | 280,865.3 | 296,509.0 | 381,014.6 |
| Total | 824,401.8 | 1,037,315.6 | 1,117,779.9 | 1,494,820.5 |

Spending UnitsSpecial Account AllotmentResearch

| | | | | |
|---------------------------------|------------------|------------------|------------------|------------------|
| Plant Environment | 30,620.0 | 22,274.3 | 21,341.1 | 37,722.7 |
| Crops Experiment | 98,840.2 | 90,321.5 | 85,767.4 | 105,263.4 |
| Honam Crops Sta. | - | - | - | 22,469.2 |
| Yungnam Crops Sta. | - | - | - | 17,226.7 |
| Horticultural Sta. | 21,299.1 | 23,517.0 | 38,709.3 | 49,938.4 |
| Sericultural Sta. | 19,047.0 | 14,164.7 | 20,343.5 | 26,508.6 |
| Livestock | 40,009.5 | 47,052.5 | 56,921.4 | 68,139.4 |
| Veterinary Sta. | 41,030.0 | 43,441.4 | 51,204.9 | 61,641.5 |
| Agr. Eng. & Util. Sta. | 12,520.0 | 16,941.6 | 18,664.1 | 24,132.0 |
| Alpine Sta. | 16,728.2 | 22,308.1 | 22,524.2 | 22,660.3 |
| Cheju Sta. | - | - | 14,625.7 | 17,172.1 |
| Special Research | 12,053.7 | 151,464.2 | 107,764.5 | 108,723.9 |
| Regional Research | - | 59,277.7 | 71,704.3 | 82,529.8 |
| Farm Management Res. | - | - | - | 8,842.9 |
| Forest Experiment ^{2/} | 15,548.1 | 18,634.5 | - | - |
| Forest Breeding ^{2/} | 14,150.0 | 19,297.9 | - | - |
| Subtotal | 321,835.7 | 528,635.4 | 509,570.9 | 653,020.9 |

Guidance

| | | | | |
|---------------------|------------------|------------------|------------------|------------------|
| Food Increase Guid. | 191,548.2 | 136,308.3 | 221,159.6 | 350,159.8 |
| General Rural Guid. | 92,346.7 | 91,508.6 | 90,541.4 | 110,625.2 |
| Subtotal | 283,894.9 | 227,814.9 | 311,700.0 | 460,785.0 |

| | | | | |
|--------------|------------------|------------------|------------------|--------------------|
| Total | 605,590.6 | 756,450.3 | 821,270.9 | 1,113,805.9 |
|--------------|------------------|------------------|------------------|--------------------|

^{1/} Requested for approval.^{2/} Transferred to Office of Forestry.

(APPENDIX D-1)

Major Fields of Study for ORD Research Personnel with Degrees

| | <u>Fields of Study</u> | <u>BS</u> | <u>MS</u> | <u>PhD</u> |
|--------------------|--|------------|-----------|------------|
| 1 | Agriculture | 15 | 0 | 0 |
| 2 | Agriculture Economics | 15 | 4 | 0 |
| 3 | Agriculture Biology | 7 | | |
| 4 | Agricultural Chemistry | 20 | 1 | 1 |
| 5 | Animal Husbandry | 27 | 6 | 0 |
| 6 | Agricultural Engineering & Utilization | 18 | 0 | 1 |
| 7 | Bacteriology | 18 | 2 | 0 |
| 8 | Animal Breeding | 0 | 2 | 0 |
| 9 | Biology | 1 | 0 | 0 |
| 10 | Plant Physiology | 13 | 2 | 0 |
| 11 | Entomology | 7 | 2 | 0 |
| 12 | Plant Pathology | 20 | 2 | 0 |
| 13 | Plant Nutrition | 6 | 0 | 0 |
| 14 | Forestry | 1 | 0 | 0 |
| 15 | Vegetable Breeding | 8 | 4 | 0 |
| 16 | Horticulture | 5 | | |
| 17 | Crop Breeding | 16 | 0 | 3 |
| 18 | Rice Breeding | 22 | 4 | 0 |
| 19 | Plant Breeding | 6 | 1 | 0 |
| 20 | Sericulture | 13 | 1 | 0 |
| 21 | Soil Survey | 16 | 0 | 0 |
| 22 | Crop Management - Agronomy | 43 | 1 | |
| 23 | Soil Fertility | 24 | 1 | 1 |
| 24 | Pomology | 15 | 2 | 1 |
| 25 | Plant Ecology | 1 | 0 | 0 |
| 26 | Vegetable crops | 7 | 0 | 0 |
| 27 | Floriculture | 5 | 0 | 0 |
| 28 | Veterinary Science | 18 | 5 | 3 |
| <hr/> Total | | 367 | 43 | 10 |

Source: Research Bureau, Office of Rural Development (ORD)

(APPENDIX D-2)

Classified Research Positions Authorized, Assigned, Level of Training and Tenure

| Unit | Personnel | | | No. BS | No. MS | No. PhD | No. None | Tenure Years | |
|------------------------------|-------------------|--------------|-----------------|------------|-----------|-----------|-----------|--------------|---------|
| | No. TO Authorized | No. Employed | Vacant Pos. No. | | | | | Range | Average |
| 1 Research Bureau | 30 | 28 | 2 | 25 | | 1 | 2 | 1-15 | 5.6 |
| 2 Inst. of Plant Environment | 83 | 80 | 3 | 69 | 8 | 3 | 0 | 1-20 | 5.4 |
| 3 Crops Exp. Station | 57 | 53 | 4 | 43 | 7 | 1 | 2 | 1-23 | 6.08 |
| 4 Honam Crops Station | 20 | 20 | 0 | 19 | 0 | 0 | 1 | 1-20 | 4.4 |
| 5 Yongnam Exp. Station | 16 | 15 | 1 | 14 | 0 | 1 | 0 | 1-23 | 5.7 |
| 6 Horticulture Exp. Station | 59 | 55 | 4 | 39 | 7 | 0 | 9 | 1-20 | 5.5 |
| 7 Sericulture Exp. Station | 28 | 23 | 5 | 21 | 1 | 0 | 2 | 2-22 | 5.8 |
| 8 Livestock Exp. Station | 53 | 50 | 3 | 36 | 10 | 0 | 4 | 1-22 | 6.0 |
| 9 Veterinary Laboratory | 53 | 51 | 2 | 41 | 5 | 3 | 2 | 1-36 | 10 |
| 10 Agr. Eng. & Utilization | 30 | 27 | 3 | 25 | 1 | 1 | | 2-19 | 5.3 |
| 11 Alpine Exp. Station | 15 | 15 | 0 | 13 | 0 | 0 | 2 | 2-20 | 6.7 |
| 12 Cheju Exp. Station | 13 | 11 | 2 | 8 | 0 | 0 | 3 | 2-14 | 4.6 |
| 13 Inst. of Agr. Economics | 16 | 15 | 1 | 12 | 3 | 0 | 0 | 1-13 | 4.7 |
| 14 Training Institute | 4 | 4 | 0 | 2 | 1 | 0 | 1 | 1-20 | 10.8 |
| Total | 477 | 448 | 30 | 367 | 43 | 10 | 28 | 1-36 | |

Source: Research Bureau, Office of Rural Development (ORD)

(APPENDIX D-3)

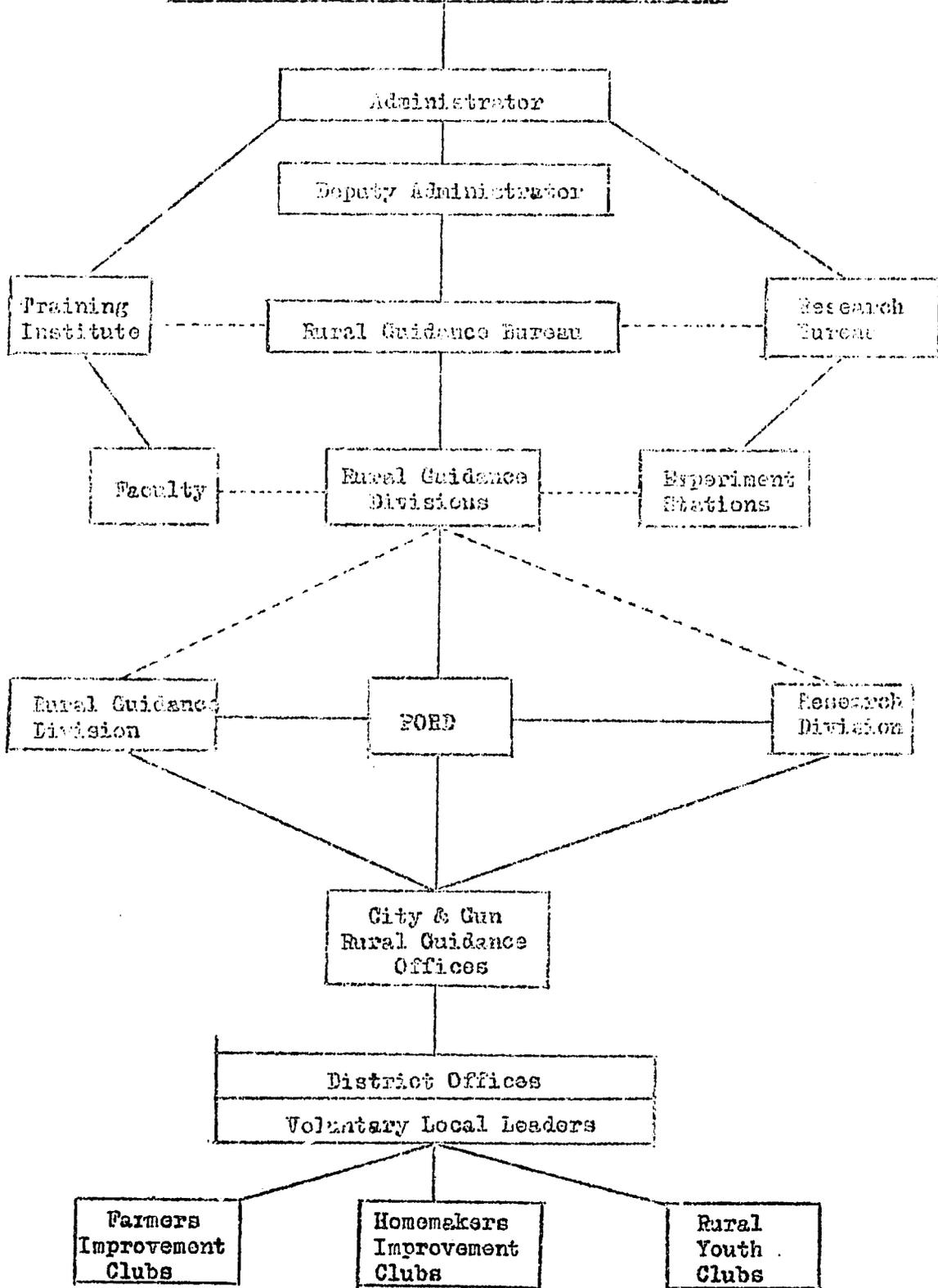
Provincial Classified Research Positions Authorized, Assigned, Level of Training and Tenure

| Province | Position No. | | | Level of Training | | | | Tenure - Year | |
|--------------|---------------|--------------|----------|-------------------|----------|----------|-----------|---------------|---------|
| | TD Authorized | No. Employed | Vacant | BS | MS | PHD | MD | Range | Average |
| 1 Kyonggi | 13 | 12 | 1 | 7 | 0 | 0 | 5 | 3-24 | 11.0 |
| 2 Kangwon | 16 | 12 | 3 | 10 | 0 | 0 | 2 | 2-23 | 9.1 |
| 3 Chungbuk | 12 | 12 | 0 | 5 | 0 | 0 | 7 | 1-31 | 13.3 |
| 4 Chungnam | 14 | 14 | 0 | 12 | 0 | 0 | 2 | 3-29 | 10.9 |
| 5 Cholla Puk | 12 | 12 | 0 | 8 | 0 | 0 | 4 | 3-27 | 12.7 |
| 6 Cholla Nam | 15 | 15 | 0 | 13 | 0 | 0 | 2 | 2-20 | 6.9 |
| 7 Kyongbuk | 19 | 17 | 1 | 11 | 0 | 0 | 6 | 2-27 | 8.7 |
| 8 Kyongnam | 16 | 14 | 2 | 9 | 0 | 0 | 5 | 1-21 | 6.1 |
| 9 Chaju | 8 | 7 | 1 | 5 | 0 | 0 | 2 | 3-11 | 6.7 |
| Total | 123 | 115 | 8 | 80 | 0 | 0 | 35 | 1-31 | |

Source: Office of Rural Development

APPENDIX E

Organization - Office of Rural Development



(APPENDIX F)

Liming Program - 1957-1968

| Year | Amount Planned (A) | Amount Used (B) | Ratio (A/B) |
|------|--------------------------|-----------------------|-------------|
| 1957 | 4,000 M/T | 4,013 M/T | 100.3 % |
| 1958 | 52,000 " | 52,477 " | 100.9 " |
| 1959 | 21,000 " | 20,999 " | 99.9 " |
| 1960 | 6,000 " | 5,677 " | 94.6 " |
| 1961 | 9,000 " | 9,422 " | 104.6 " |
| 1962 | 90,000 " | 89,856 " | 99.8 " |
| 1963 | 107,000 " | 106,940 " | 99.9 " |
| 1964 | 300,000 " | 299,304 " | 99.7 " |
| 1965 | 500,000 " | 499,539 " | 99.9 " |
| 1966 | 750,000 " | 174,492 " | 23.2 " |
| 1967 | 485,400 " | 189,465 " | 39.0 " |
| 1968 | 200,000 " | | |

Source: Office of Rural Development

APPENDIX G

Name: Ip-Puk Ri Village

A. Households

| No. | Size (Chongbos)* | | | Total |
|-----|------------------|---------------|-----------------------|-------|
| | 2+ Number | 1-2 Number | Less than 1 Number | |
| 35 | 17 | 11 | 7 | 35 |

*Chongbo = 2.451 acres

B. Population

| Size | Male | Female | Total |
|---------|---------|---------|-------|
| No. 259 | No. 128 | No. 131 | 259 |

C. Land Description

| Kind | Unit Pyung | Acres |
|---------|---------------|--------|
| Paddy | 81,157 | 66.166 |
| Up-land | 37,245 | 30.387 |

D. Educational Level*

| Kind | Primary school (No.) | Middle school (No.) | High school (No.) | College (No.) |
|-----------|-------------------------|------------------------|----------------------|------------------|
| Attended | 37 | 9 | 4 | 3 |
| Completed | 32 | 5 | 2 | 1 |

* Illiterates 18; Ability to read Korean 48.

E. Membership in Educational Organization

| Type of Organization | No. members |
|---------------------------------|-------------|
| 1. Agriculture Improvement Club | 33 |
| 2. Home Improvement Club | 34 |
| 3. Rural Youth (4-H) Club | 23 |
| <u>Total</u> | <u>90</u> |

F. Age Distribution - spread

| Years & Number | | | | | | | Total |
|----------------|-------|-------|-------|-------|-------|-------------|-------|
| 1-10 | 11-20 | 21-30 | 31-40 | 41-50 | 51-60 | Above 61 | |
| 79 | 53 | 40 | 27 | 25 | 21 | 14 | 259 |

APPENDIX G, Continued.

Notes:

1. Average for each household: 7.4 persons
2. Ratio by sex about equal: 1 to 1
3. Ratio of paddy to upland: 2 - 1
4. More than 20 % have a primary school education or above.
5. About 35 % hold membership in an educational club.
6. About 51 % of population is below 20 years old.