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FROM - **SEOUL**

SUBJECT - **End-of-Tour Report, John B. Swecker**

REFERENCE -

Attached is the End-of-Tour report of Mr. John B. Swecker, Agricultural Education Advisor to the ROKC Office of Rural Development (ORD).

Unfortunately the transmittal of this report to AID/W has been somewhat delayed. Mr. Swecker returned to USAID in December 1968 and has assumed new advisory functions with the ORD.

Mr. Swecker's report presents an excellent picture of the current problems, and progress of the training responsibilities of the Office of Rural Development which are centered primarily in the National Training Institute. Mr. Swecker himself during the course of his tour did much to increase not only the effectiveness of the Institute itself, but also its influence, scope and value in the total rural development program.

As can be discerned from Mr. Swecker's report, the training responsibilities of the ORD are closely interwoven with its field guidance (extension) responsibilities. Mr. Swecker's current assignment permits him to provide advisory service in both areas, to the certain benefit of the total program.

PORTER

Attachment: End-of-Tour Report, John B. Swecker

*Duplicated & made a part of program*

PAGE	PAGES
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DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
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AID AND OTHER CLEARANCES	D	AD/E
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END-OF-TOUR REPORT

Name: John B. Swecker Job Title: Education Advisor  
Country of Assignment: Korea Prior Country Assignment and Years:  
Libya - 1 yr. 1962-63  
Nigeria - 1 yr. 1963-64  
Tour of Duty Began: September 27, 1966  
Tour of Duty End: September 28, 1968  
Project Activity (Name & No.): Rural Development Policy  
Planning and Survey (489-11-110-594)

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### I. Introduction

It has been a privilege to serve as an Agricultural Education Advisor to the Director and staff of the National Training Institute, Office of Rural Development, Suwon, Korea, for the period covered by this report, September 13, 1966 - September 28, 1968. The two years have passed very rapidly and were filled with a multitude of varied, interesting, rewarding, and not-to-be-forgotten experiences.

From the first, the Korean people impressed the reporter as being friendly, intelligent, energetic, and receptive to advisory assistance. During the course of this tour of duty, the first impressions have been fortified and others, such as very cooperative and extremely hospitable, have been added.

The various divisions within the Mission have given continuous strong support to the Training Institute. Technicians, especially those in the Rural Development Division, have been pillars of strength when needed. Improvements which may be noted in the technical and administrative training in and through the Institute during the past two years have been made easier due to the close working relationship of all personnel in the Research, Guidance and Training Branch, more commonly referred to as the Suwon Team.

In addition, at no time during the tour did the reporter feel that less than full cooperation was being given by immediate counterparts and all other Koreans comprising the leadership of the Office of Rural Development and the Ministry of Agriculture and Forestry.

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The incumbent is the third American technician to be assigned as advisor in the National Training Institute since 1961. During this period activities have been directed to extending and improving technical and administrative training in agriculture in and through the Institute.

Although progress has not been sensational, cumulative records give positive assurance that the program has expanded and many improvements have been incorporated into the instructional program.

## II. Objectives of Technical and Administrative Training

The Ministry of Agriculture and Forestry has set up specific objectives for training in and through the National Training Institute. They are as follows:

1. To provide all government officials working in the agriculture, forestry, and fishery fields with up-to-date information and technology, enabling them to execute agricultural policies of the nation in the most democratic and efficient manner.

Note: Within the past two years the actual training of forestry and fisheries personnel has been transferred to the Forest Experiment Station, Office of Forestry, Seoul, and Fishery Research and Development Agency, Pusan, respectively. The National Training Institute continues to provide advisory assistance to these programs.

2. To seek more rational and effective management in administration by providing employees with modern managerial techniques.

3. To seek more effective execution in specific areas of administration and to promote individual capabilities and the general culture of public servants.

4. To promote practical and guidance abilities in the execution of agriculture administration by providing training programs classified by grade as well as by job.

To attain the objectives USOM and ROKC policies and programs have exerted continuous organized effort to provide the following:

- (1) Pre-service and in-service training of rural guidance workers, (2) in-service training of employees of government and major subordinate agencies in the fields of agriculture, forestry and fisheries, and (3) the training of

volunteer leaders in agriculture subject matter and guidance techniques. A preponderance of the training in the first two categories has been conducted in and through the National Training Institute, and the major portion of the training for volunteer leaders has been conducted at the provincial and county levels.

### III. Duties and Responsibilities of the Agricultural Education Advisor in the National Training Institute

The duties and responsibilities of this advisor during the past two years are included in seven categories as follows:

1. Served as advisor to the Director and 14-man teaching staff at the National Training Institute in planning and implementing agricultural training programs for more than 6,000 government employees.
2. Assisted with planning of classes, workshops and conferences to improve the teaching effectiveness of national, provincial, county and village level officers throughout Korea.
3. Assisted in planning and implementing activities directed to strengthening the curriculum in the Training Institute.
4. Initiated special activities directed to improving the farm practice aspect of agriculture training.
5. Helped to coordinate, evaluate and improve training for volunteer leaders.
6. Accepted and carried out important miscellaneous assignments, related to training, which ~~was~~ aimed to enhance the effectiveness of the Rural Development Division.

Performed ad hoc tasks of the Research, Guidance and Training Branch, which were not always related to training, but important to the efficient and effective operation of the organization.

Throughout the tour, activities were planned and implemented which were designed to extend and improve training of agriculture public officials, ~~and~~ mainly guidance personnel, in accordance with the specific duties and responsibilities as outlined above. In the main, efforts were directed to improving programs and activities presently in progress, and not to the wholesale introduction of unfamiliar philosophies, concepts, methods, techniques, and ideas which at best would gain only a measure of acceptance in this society.

This is not to say that different ways of doing things were omitted from the reporter's program for extending and improving agriculture training in and through the Institute. Quite the contrary; for example, different methods of teaching have been introduced and demonstrated, objective follow-up and evaluation activities have been initiated, curricula based on needs and desires of the people have been developed, and development and use of a wider range of visual aids has been stressed with noticeable results. A brief review of major activities planned and implemented during the tour of duty is as follows:

1. Counterpart activities

a. Conferences were held more or less regularly with the Director and/or Chief of faculty to plan and implement training activities in and through the Institute.

b. Day to day contacts were made with the Director, Chief of faculty, and members of the teaching staff relative to administrative and academic policies of the Institute.

c. Joint field trips were made to assist PORD, County/City and village level leadership in planning and implementing effective training programs for agriculture public officials, volunteer leaders and farmers.

d. To improve and sustain the morale of faculty members, leadership roles were given to individuals in planning and conducting activities for which there was a display of special interest or natural ability.

2. Activities directed to improving teaching effectiveness of personnel at all levels

a. Provided advisory assistance in planning and conducting a pilot training program, designed to improve teaching methods, for forty county level guidance workers in Chungchong-Pukto. This program was conducted in the Training Institute for a period of four weeks.

A follow-up and evaluation of this program was made in the field. An outcome was the offering of a like or similar training program, in 1968, for four additional provinces. In the Institute's 1968 class organization the program is referred to as the Instructors' course. During 1969 the Instructors' course will be offered to personnel in the three remaining provinces.

b. Conducted a series of workshops on teaching methods and techniques for faculty members, Training Institute.

c. Provided assistance, both advisory and participating, in planning and conducting provincial workshops to improve the teaching methods and techniques of rural extension workers. The workshops were conducted cooperatively

with the Guidance Bureau, ORD. They were held in each province in Korea for a period of two days.

A field follow-up and evaluation was made several months after the workshops were held. The findings were very encouraging. Many of the methods and techniques demonstrated in the workshop are being used by participants.

d. Conducted demonstration teaching sessions for all pre-service guidance classes and the Instructor courses scheduled in the Training Institute during the first eight months of 1968. The same or similar classes were conducted for fishery extension personnel in the Fisheries Research and Development Agency, Pusan.

e. Provided advisory assistance to faculty members in planning and conducting an in-service training program on methods and techniques of teaching for visiting instructors in the Institute. Approximately 70% of the instruction given in the Training Institute is by visiting instructors. In view of this, this in-service training activity represents a very significant step towards improving the quality of training in the Institute.

3. Activities directed to strengthening the curriculum in the Training Institute.

a. Provided advisory assistance in preparing survey forms, conducting field follow-up and evaluation of the pilot training program, interpreting data, preparing reports, and applying findings to curriculum development. For this activity all ten counties in Chungchong-Pukto were visited and contacts were made with the participants of the pilot program.

b. Provided advisory assistance to responsible staff members in planning and initiating an extensive and continuing program of follow-up and evaluation of all training given in the Institute. The assistance included: (1) preparation of survey forms, (2) pre-testing of survey forms, (3) collection of data, (4) interpreting of data, and (5) reporting of finding. This program is divided into two parts with the first part dealing with evaluation in the Institute and the second part with evaluation in the field. The program was started in January of 1968 with initial data being provided by the first four classes enrolled for training in this year. The field part of the program was initiated in July 1968, and will involve visits to four provinces and sixteen counties for the collection of data. Data from other provinces will be collected by mail. This program promises to be very helpful in providing information which may be used to develop a curriculum in the Training Institute that is based upon the needs and desires of the people to be trained.

c. Provided advisory assistance in planning and conducting a follow-up and evaluation of the provincial workshops conducted in 1967 as a cooperative activity by the Institute and Guidance Bureau, ORD. This activity was more or less subjective and involved a visit to four provinces and sixteen guns. All participants in the workshops except four in two different counties were contacted. The information collected was incorporated into a report and submitted to selected decision-makers in the government hierarchy for their information relative to results that may be expected from itinerant training programs.

4. Activities directed to improving the farm practice aspect of agricultural training.

a. During the past two years improvement in the farm practice aspect of training in and through the Institute involves two activities as follows: (1) identifying and listing skills and abilities associated with various farm enterprises which should be developed through farm practice training, and (2) supervision of farm practice training by individual faculty members.

The first activity was started in late 1967. The reporter solicited the assistance of a faculty member who had, from time to time, demonstrated a profound interest in improving farm practice training in the Institute. To date the activity has involved the identification of the major and minor farm enterprises in Korea and their breakdown into problem areas, problems of farmers, and skills and abilities required to produce each enterprise efficiently. This activity is approaching the phase where it can be subjected to intensive study and ultimately used to establish guidelines which may be used by vocational agriculture high schools, agricultural colleges, and agricultural training centers at all levels to conduct more effective farm practice training.

The second activity involves an assignment of responsibility to individual faculty members for supervision of farm practice training of specific classes scheduled in the Institute. The individual faculty members work with the classes to establish agriculture skills and abilities to be developed, and then coordinate and supervise learning activities in various institutions (experiment stations) that provide facilities for training.

5. Helped to coordinate, evaluate and improve training for volunteer leaders.

The bulk of the training for volunteer leaders is conducted at the provincial and county levels. Due to this, assistance by the reporter has been through activities that were discussed above. They include the following:

(1) Provincial workshops to improve teaching methods of guidance personnel, (2) pilot training program which later developed into an instructors' course, (3) follow-up and evaluation of special training programs, (4) improvement of farm practice training, and (5) demonstration teaching. In addition, the advisor visited provincial and gun centers when classes were in session to get a first hand knowledge of the problems involved in agriculture training. These visits provided a basis for planning and conducting other activities and a background for making suggestions to ORD officials for improving agriculture training for volunteer leaders.

#### 6. Miscellaneous division assignments

a. Early in 1967 the advisor was designated as coordinator of the participant training program for the Rural Development Division. Two major activities in this assignment were as follows: (1) survey of provinces and preparation of a list of candidates for participant training in 1968 and in 1969, and (2) preparation of a follow-up report of participant trainees RDD for 1967.

b. The advisor was designated as USOM representative to a Trust Fund Financed Research Project, titled, Diffusion and Acceptance of Recommended Farm Practices for Increased Food Production. The research is being conducted by Dr. In Keun Wang, College of Agriculture, Seoul National University, Suwon. It will be completed in November 1968.

c. On August 5, 1968, after the departure of Madison Broadnax to the United States, the reporter was designated Acting Head of the Research, Guidance and Training Branch of the Rural Development Division. The assignment continues as this report is prepared. As Acting Head of the Branch there has been more opportunity to appreciate the significance of coordinating the activities of research, guidance and training.

#### 7. Major miscellaneous activities

The Advisor assumed his fair share of ad hoc tasks of the Research, Guidance and Training Branch, and in addition, some which were performed solely to extend cooperation to other agencies. They include:

a. Served as a member of the advisory committee, Korean Agricultural Education Association. Membership in this association includes some 1,000 vocational agricultural principals, administrators, supervisors and teachers from all areas in Korea. Meetings of the Advisory Committee, which represents the association, were held three times per year for the purpose of reviewing program and policies and making recommendations for further development of vocational agricultural high schools.

b. Provided advisory assistance to agricultural education personnel in the Ministry of Education, Seoul National University and the Agricultural Education Association in planning and conducting the first and second national vocational agriculture skills contest held at Suwon in 1966 and 1967, respectively. Plans are being made to hold the contests again in the fall of 1968.

c. Participated in the Rural Development Division Sector Review. The advisor served on the committee dealing with the critical factor, diffusion of knowledge. The committee's analysis of this critical factor is included in the Rural Development Program Evaluation Report, U.S. Operations Mission to Korea, 1967.

d. Assisted Branch Head, RDD/Suwon to plan and conduct two orientation programs for newly arrived American personnel in Korea.

e. Served as a member of the advisory council, Suwon Vocational Agriculture High School during 1968. This is the first advisory council of its kind to be organized in Korea. The council is composed of fifteen members and meets for one-half day every three months to review all aspects of the school's training program and offer advice for extension and improvement.

f. Participated in numerous opening and closing ceremonies, involving such agencies as 4-H, National Agriculture Cooperative Federation, Vocational Agriculture Teachers Conferences, College in-service training programs, and others.

g. Cooperated with other members of the Research, Guidance and Training Branch, RDD/Suwon, to establish and maintain a Child Care Center in a rural village near Suwon.

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

When a person changes from one environment to another it is likely that in the new surroundings he will tend to maximize differences and minimize similarities. Because of this it is quite easy for technicians to have undue concern for differences when planning and implementing a program for development in a foreign environment. It is not implied that certain differences, such as cultural, political, social, etc. should be disregarded. Certainly not; however, they should be considered as problems to be overcome and not as problems that are inhibitive. With this in mind the reporter assumed his present duties and responsibilities and set out to assist the Director and staff to extend and improve agriculture training in and through the National Training Institute.

From the beginning it was quite clear that the primary differences between the reporter and Korean counterparts relative to agriculture training were not in overall program development but in implementation by activities which involved various methods and techniques for attaining objectives or goals. However, a precursor of all other differences was communication. Not communication per se, and not communication as related to the language barrier, but communication for meaning and interpretation. Initially this was considered a stumbling block in the development of programs, but in due time it became a tool for assuring thoroughness in planning, and step-by-step procedures in implementing activities.

Developing countries with limited human and material resources usually utilize those resources in areas where results will be impressive and visible as soon as possible. This is a natural and not always an inappropriate desire. It is a fundamental reason why objective and subjective evaluations of agriculture training in the Institute, as well as in the provinces, cities/counties, and villages indicate that quality has not kept pace with quantity. Therefore, a great deal of effort has been expended by the reporter to point up the need for and characterize quality training to those who are responsible for program planning and implementation. In many cases actual demonstrations were conducted in order to bring about understanding and appreciation of quality training. Some tangible results have been noted. For example, in 1967 the Training Institute provided in-service, pre-service and special training to 4,346 trainees. This training was provided in 43 different classes and 19 separate subject matter areas. In 1968, the same categories of training will be given to approximately 4,436 trainees in 58 different classes, and 26 separate subject matter areas. The main objective here is to reduce class size and increase number of classes and courses in order to enhance the multiplier effect of training in the Institute.

The extent of degree that the guidance program in Korea succeeds or fails depends to a large measure on the selection and training of personnel who can establish and maintain the confidence of the farmer in the government's desire to help him acquire a higher standard of living, security for his family and a richer community life for rural people. In this respect there is little disagreement between this reporter, other American technicians and Korean counterparts at all administration levels. There are major differences, however, in methods and techniques which are being applied. For example, there is a wide difference in the emphasis that should be given to farm experiences as a

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1/ Rural Development Program Evaluation Report - Korea 1967.  
United States Operations Mission to Korea.

prerequisite for employment with the guidance service. Officials in the Guidance Bureaus and educators, especially those in the agriculture colleges, give a great deal of lip service to the importance of farm experience and farm practice training for all agriculture workers but there is little evidence of action to improve the situation.

The spoken word, lecture, is the principal teaching method used by guidance personnel in Korea. This includes instructors in the Training Institute as well as guidance workers in their contacts with farmers. Research conducted in other parts of the world gives evidence that a variety of teaching methods is required in order to influence farmers and get them to accept a wide range of new and improved farm practices. In the field, farmers have commented to the writer that they do not want to listen to lectures of rural guidance workers but would like to receive practical instruction involving demonstrations and visual aids.

It has not been an aim of the reporter to replace the lecture with the more informal extension methods of teaching, such as problem solving, discussion, role playing, brainstorming, etc. However, a great deal of time and effort has been made to introduce and develop an understanding of a wide range of teaching methods and techniques and encourage their use to supplement and improve lectures. Developing and using visual aids has received a great deal of attention in the many teaching demonstrations which have been given by the reporter throughout Korea. As this report is written a teaching methods manual, prepared by the reporter and his assistant, is being reproduced in the Communications Media Branch, USAID/Korea, for use at the various levels to improve teaching methods of guidance personnel.

Another point of difference is the degree or extent that rural guidance workers should receive specialized training in view of the broad and extensive problem areas which need to be covered by a guidance program. By and large, the policy makers in the guidance hierarchy are inclined towards the idea that guidance workers should be more specialist than generalist. It is generally believed by those who have been closely associated with extension programs in the U.S. and other countries in the world, that guidance workers, especially those in direct contact with farmers, must work with all phases of agriculture and in addition be well informed on speciality enterprises produced by farmers in a specific area, such as vegetables, small fruit, tobacco and others. This is not to say that specialists do not have a place in the guidance program. There should be a corps of specialists to represent all of the important phases of agriculture in the country. They should be located at both the National and provincial levels in the research stations working directly with their subject matter speciality. A great deal of their time should be spent with the guidance workers in the field working on special program, assisting in training activities, gathering information on local conditions and situations, and giving needed backstopping to the entire guidance program.

Most areas in Korea have facilities for agriculture training that are adequate. In fact some provinces, even counties, have training facilities bordering on the elaborate. For a developing country this is unusual, and the irony of the situation is that in many cases the quality of the training programs is measured in terms of facilities and not in terms of the instructional programs that are conducted. Far too many people believe that efficient and effective training cannot be offered without special buildings and equipment. The course outlined for the pilot training program and the offspring instructors course devotes a great deal of instructional time to ways and means for making efficient and effective use of facilities for agricultural training. Attention is given to facilities which are under the control of provincial and county guidance programs, as well as those that may be used cooperatively with vocational agriculture high schools, colleges, ag cooperatives, and others. A follow-up of the pilot program provided evidence that some of the less fortunate counties which do have their own facilities are conducting good training programs in cooperation with the agencies mentioned above. This is very much in line with the instruction provided in the pilot program and instructors course, and with recommendations made to provincial and county personnel by the reporter and counterparts from the Training Institute during officials visits.

#### V. Future Measures and Direction for U.S. Activities

Over a period of several years Korea has developed a guidance program which is reasonably effective in its efforts to diffuse technical agricultural knowledge and know-how to tradition-bound farmers who have been apprehensive of the government's desire to assist them and their ~~families~~ families through an educational program which concerns the business of farming and problems incident to farm life. This apprehension may be due to many things; however, it is believed that there are only two factors of prime significance. They are: (1) the political, social, and economic duress to which Korean farmers have been subjected over the many centuries, and (2) the very high percentage of personnel in the guidance program who are inadequately trained to work effectively with farmers. To date the rural guidance workers have not gained a full measure of success in establishing and maintaining the confidence of the farmer and his family. The following are reflections of specific deficiencies or omissions in the educational effort to prepare personnel to function effectively and efficiently as rural guidance workers.

1. A background of living or working on a farm prior to acceptance in an agricultural college and/or employment as a rural guidance worker has been a minor concern of educators and administrators.
2. Agricultural college curricula have been deficient in subject fields, such as sociology, psychology, and teaching methods and techniques.

3. The farm practice aspect of training in the various subject matter areas has been neglected. By and large, guidance workers admit that this is their greatest deficiency.

4. The special training received by vocational agriculture students and members of 4-H clubs has not been a consideration in accepting applicants in agriculture colleges.

It is the candid judgment of the reporter that future measures and directions for U.S. activities in the field of ~~guid~~ guidance and agricultural training should be to provide advisory assistance which will aim to coordinate the activities of a multi appendaged agricultural education program in Korea. The focal point for the advisory assistance would remain in the Office of Rural Development, Suwon, but would involve the Ministry of Education, private and public agriculture colleges, vocational and comprehensive high schools, National Agriculture Cooperative Federation, Union of Land Improvement Association, Provincial and city/gun training centers and possibly others. The primary objective of such advisory assistance should be to organize and supplement pre-service training programs so that they are social science orientated and will provide learning experiences specific for rural development and guidance education. This would include farm experience and farm practice training.

In addition, there is need for continuing advisory assistance in the Office of Rural Development to develop in-service training programs to keep present agricultural public officials abreast of the emerging needs of Korean agriculture.