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

REFERENCE -

Attached is the End-of-Tour report of Mr. John B. Swecker, Agricultural Training and Rural Guidance Advisor to the ROKG Office of Rural Development (ORD) Suwon. This report covers the services rendered by Mr. Swecker beginning December 3, 1968 and ending December 15, 1969. The report at this time was necessitated by the fact that Mr. Swecker's position has been terminated due to the reduction in staff at this Mission.

The report presents an excellent summary of the functions, problems and progress of the training and guidance responsibilities which are central to the programs and objectives of the Office of Rural Development (ORD) and its subordinate bureaus. Mr. Swecker - during the past 12 months - did much to enhance not only the training and guidance activities of ORD, but was very influential in the direct application of these programs at the field level. Moreover, he has performed valuable services with respect to updating the training activities at Seoul National University College of Agriculture and the Vocational Agriculture High School in Suwon.

As can be gained from the report, Mr. Swecker was very active in the application of the decisions resulting from the Rice-Yield Breakthrough Conference. It is felt that his efforts, together with his Korean counterparts, have had definite impact.

It is considered that Mr. Swecker's demonstrated performance in Korea has clearly indicated his potential for assuming increased responsibilities in agricultural extension development programs, particularly in the fields of extension training and agricultural education.

We wish him every success in his new assignment at Egerton College, Kenya, as a member of the AID/West Virginia University contract team.

Att: Appendix A

PORTER

PAGE	PAGES
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END-OF-TOUR REPORT

Name: John P. Swacker Job Title: Extension Advisor (Training)
Country of Assignment: Korea Prior Country Assignment & Years:
Tour of Duty Began: December 3, 1968 Libya - 1 Year, 1962-63
Nigeria - 1 Year, 1963-64
Tour of Duty Ended: December 15, 1969 Korea - 2 Years, 1966-68
Project Activity (Name & No.): Rural Development Policy Planning and Survey
489-11-110-594

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I. Introduction

On the termination date, December 15, the reporter will have served three years and three months on the staff of the Rural Development Division, USAID/Korea. The entire period of service has been with the Office of Rural Development, Suwon. Major duties have been in the area of guidance training and staff development. The first two years were spent as Agricultural Education Advisor to the Director and staff of the National Training Institute, and the remaining time as Advisor to the Director of the Rural Guidance Bureau at the National level of administration. Rural Guidance is the counterpart of the Cooperative Extension Service in the United States, and the principles and functions are essentially the same. In addition, on two separate occasions, April 5-May 11 and July 15-September 11, the reporter was designated as Acting Chief, Research, Guidance and Training Branch, RDI/Suwon.

The report covers one year, December 3, 1968 - December 15, 1969, of a tour of duty which was shortened by special request of the reporter, after learning that the Extension Advisor position in USAID/K was "E'd" as a measure in an over-all Mission staff reduction program. Following this action the reporter accepted an invitation to rejoin the staff of West Virginia University to participate in an on-going African USAID contract, with specific duties as Associate Professor, Agricultural Education, Egerton College, Kenya.

II. Summary

The report analyzes briefly the concerns deemed most important in providing insight into areas of development and involvements which will reflect future programming needs for guidance advisory assistance in Korea.

A special effort is made to emphasize the importance of a well-trained competent staff if the philosophies and practicalities of guidance objectives are to be realized. A brief outline of a training and staff development program, prepared by the reporter, is attached.

A. Major Rural Guidance Actions in 1969

The establishment of specific short-range and long-range objectives is an important phase of program planning in the guidance program in Korea. An organized approach to achieving these objectives involves special attention to priorities or major actions in accordance with programs and policies advanced by the Ministry of Agriculture and Forestry (MAF) and the Office of Rural Development (ORD), of which the Guidance Bureau is an integral part. The major actions of the guidance program for 1969 include those which are of a continuing nature, as well as those which are terminal within a specific time period. They are as follows:

1. Strengthen the resident guidance system in the cooperative production and specialized side-line work areas.
2. Extend the programs which utilize leading or key farmers to disseminate effective agricultural knowledge and techniques to farmers.
3. Make more effective use of area development plans, based on fact-finding surveys, to solve problems of the rural population.
4. Make Korean research findings and information from other sources more readily available for guidance use in assisting farmers to solve critical farm problems.
5. Strengthen guidance activities in the cooperative rice production areas in order to achieve yield targets which are well above the country average.
6. Assist in carrying out the government policies and programs to promote livestock development by improving disease control practices and conducting extensive demonstrations in the production of forage and pasture.
7. Promote the self-help spirit among farmers by expanding side-line activities to effectively utilize off-season labor.
8. Encourage rural people to simplify social rituals and ceremonies which are expensive and time consuming.

9. Further develop youth guidance programs which will include production practices and techniques, as well as training in the operation, maintenance and repair of farm machinery.

10. Develop and carry out sound evaluation methods to enhance the acceptance of guidance practices by rural people.

In one way or another the reporter has been involved in the ten major actions of the guidance program for 1969. In some cases development of policy was the major contribution, while in others technical assistance at the subject matter or "nuts and bolts" level was provided. In addition to being involved in the major actions listed above, the reporter provided impetus and direction to developing a long-range plan for guidance training and staff development in Korea. The initial stage of this plan is being implemented.

B. Duties and Responsibilities of the Agricultural Extension Advisor

The duties and responsibilities of this advisor during the past year are included in six categories as follows:

1. Served as advisor to the Director, Rural Guidance Bureau, Office of Rural Development, and members of his staff in developing and implementing a national guidance program with training and staff development receiving major consideration.
2. Assisted in carrying out follow-up activities to disseminate "Rice Yield Breakthrough" information to farmers.
3. Helped to improve and extend training and staff development programs to advance the technical and professional competence of guidance personnel.
4. Assisted in planning and carrying out evaluation activities of specific programs, as well as for the guidance program as a whole.
5. Accepted and carried out important miscellaneous assignments related to guidance aimed at enhancing the effectiveness of the Rural Development Division.
6. Performed ad hoc tasks, not always related to guidance, but important to the efficient and effective operation of Research, Guidance and Training Branch, RDD.

C. Major Activities and Accomplishments

During this assignment the reporter has concentrated upon activities that were carefully evaluated for their potential to direct the attention of policy making personnel in the Office of Rural Development on both long-range and short-range development needs of the extension program. Immediate and measurable results have not been forthcoming from all activities. This was not unexpected as some were long-range programs with a continuing effect being the primary objective. Staff training and development is a prime example. A brief review of major activities is as follows:

1. Counterpart

a. Scheduled as well as unscheduled policy and planning discussions were held with the Director of the Rural Guidance Bureau on a more or less regular basis during the course of this assignment. From these and other formal and informal contacts a sense of mutual respect and confidence appears to have emerged. This situation provided a solid foundation for the planning and development of an effective guidance program.

b. Day to day contacts were made with the five division chiefs and subordinate staff in the Guidance Bureau. In general, these contacts were on an informal basis and directed to solving problems specific to divisions, sections or individuals. This is not to say that policy and programming was omitted when discussions were held with subordinate staff. In the Korean society, policy is not established at the lower levels, however, suggestions and ideas are often fed upward and ultimately have an effect on decisions made by policy makers.

c. While assuming the duties and responsibilities of Acting Chief of the Research, Guidance and Training Branch, RDP/Suwon, an effort was made to have at least one conference per week with the Administrator and/or Deputy Administrator, ORD in addition to regular counterpart contacts described in 1 and 2 above. This was not always possible from week to week, however, on an overall or average basis the objective was achieved. By and large, conferences at this level dealt with policy considerations and/or programming for national level research and guidance activities which were primarily the concern of ORD.

d. Joint field trips were made to assist PORD and county/city guidance leadership in planning and implementing action programs of research and extension.

2. Follow-up Activities to Disseminate "Rice Yield Breakthrough" Information to Farmers.

The most significant joint field trips taken during this assignment were directed to carrying out follow-up activities related directly or indirectly to the "Rice Yield Breakthrough Conference" conducted by the ORD, Suwon, September 18-20, 1968. A brief discussion of some of the field trips follows:

a. During March and April, prior to the rice planting season, this advisor joined members of the senior staff ORD to conduct a series of meetings in selected areas of each province to introduce and discuss policies, programs, and practices to be used in increasing rice production in 1969. Participants in the meetings involved personnel from PORUs, provincial and county/city government offices, and farmers.

b. In July and August, accompanied by the Director of the Guidance Bureau and two members of his staff, a field trip was made to several provinces to provide advisory assistance to local leaders and farmers in carrying out recommended practices for increased rice production. Emphasis was placed on kind, amount and time of application of commercial fertilizers, and measures for controlling insects and diseases of rice and other crops.

c. In September, again accompanied by the Director of Guidance and members of his staff, field trips were made to two provinces to participate in meetings for evaluating rice production areas.

The joint field trips provided an unusual opportunity for the writer to contact many thousands of people who represent the wide spectrum of rural Korea. The manner in which the activities involved in the field trips were planned, implemented and evaluated was an excellent example of "guidance in action" under competent leadership.

3. Helped to Improve and Extend Guidance Training and Staff Development Programs.

a. Assisted guidance personnel to develop a course outline for a two months training class in farm mechanization for 4-H members.

b. Completed preparation and distribution of a teaching method manual to guidance and agricultural education personnel.

c. Conducted a number of training classes for guidance personnel in the National Training Institute. Also participated in a three-day guidance training workshop in Kang Won province.

d. Prepared and introduced a long-range plan for training and developing an agricultural extension staff in Korea. A detailed discussion of the plan is attached to this report.

e. Participated in numerous opening and closing ceremonies for training classes in provincial and gun centers.

4. Assisted in Planning and Carrying Out Evaluation Activities.

a. Provided advisory assistance to personnel in the Training Institute in interpreting data and preparing a report on follow-up and evaluation of training given in the Training Institute during FY 1968.

b. With counterpart, visited demonstration plots conducted under the supervision of branch level guidance personnel.

c. Participated in meetings at the provincial level to evaluate cooperative rice production areas.

d. Participated in two national level evaluation meetings of the guidance program.

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e. Participated in the 1969 National 4-H Contest, and visited several provincial contests and 4-H training classes.

5. Miscellaneous Assignments, Related to Guidance, to Enhance the Effectiveness of the Rural Development Program.

a. Accompanied the Cheju provincial agricultural observation training team on a two week trip to Taiwan and Japan. The primary objective of the training was to examine agricultural policies, programs and activities of Taiwan and Japan which may be emulated successfully in Korea, more specifically on Cheju Island.

b. The writer continued to carry out the duties of follow-up coordinator of the participant training program for the Rural Development Division. The major activity in this assignment was the preparation of a follow-up report of RDD participant trainees for FY 1969.

c. Continued as USAID representative to a Trust-Fund Research Project, titled, "Diffusion and Acceptance of Recommended Farm Practices for Increased Food Production". Dr. In Keun Wang, College of Agriculture, Seoul National University, Suwon, is the researcher in the project.

d. During the period that the writer was Acting Chief of the Research, Extension and Training Branch, he assumed the duties and responsibilities of excess property officer of the Rural Development Division. In this role a Want List was prepared and approved, and a substantial number of excess property items was picked up and assigned to various agencies in MAF. In addition, it was necessary to inspect and sign-off on a number of excess property items being disposed of in one way or another by the MAF agencies.

e. During the period, February-September, monthly visits were made to Cheju-do to provide advisory assistance to the FORD Director and his staff. This assignment was to partially fulfil a void caused by the withdrawal of the USAID advisor from the island province in late 1968. The arrangement was not entirely satisfactory as an undue amount of time was in travel status and only a very small segment of the country received one-fourth or more of the advisor's time and efforts.

f. Prepared PIO/Ps for FY 1970 ORD participant trainees and followed up candidates until departure to the U.S.A. or third country for training.

6. Ad Hoc Tasks.

The Advisor assumed a fair share of ad hoc tasks which, planned or otherwise, seem to have a prominent place in the functioning of an organization. Some of these tasks were related directly to programs and activities involved in Rural Development while others were performed solely to extend cooperation to other agencies and/or organizations. They include:

a. Helped personnel in the Ministry of Education, SNU College of Agriculture and Korean Agricultural Education Association to plan and conduct the Annual National Vocational Agricultural Skills Contest.

b. Served as a member of the Suwon Vocational Agricultural High School Advisory Council. Three meetings were attended during 1969. This council is composed of fifteen members representing a wide spectrum of the Suwon society. It meets four times each year for a proximately 1/2 day to review all aspects of the school's educational program and offer advice to the principal and his staff for extension and improvement of the school.

c. Participated in opening and closing ceremonies for training programs and special events involving a wide range of agencies, such as the Korean Agricultural Education Association, Agricultural Education Department, National Agricultural Cooperative Federation and others.

d. Edited an Agricultural Education Textbook, authored by an outstanding Korean Agricultural Education Specialist, Dr. Dai H. Baik, who was a former employee in PSD/E, USAID/Korea. This textbook should contribute a great deal to the further development of agricultural education in Korea.

e. On an abbreviated scale, continued to cooperate with other Research, Guidance and Training Branch personnel to maintain a child care center in a rural village near Suwon. The project was started during the writer's first assignment in Korea (1966-1968) with a considerable amount of material assistance provided by the USAID personnel in Suwon.

The project has been responsible for major changes in the life of the people in this particular village. Although a great deal of time and resources were expended by this writer and co-workers the sincere expressions of gratitude from the villages, young and old alike, have made the project worthwhile.

III. Existing Differences Between United States And Republic Of Korea Practices And Adaptations Attempted

Differences encountered by the writer during this assignment were many and varied. However, in this report reference is made only to the differences which relate directly to rural guidance (extension), recognizing, however, that in one way or another they all emanate from social, economic and political development.

There are instances when guidance fails, or at least gains only moderate success in its efforts to innovate, adopt and apply research based programs and practices to rural development. Frequently, in Korea the reason given for failure is that the program or practice did not conform to the long established social institutions and systems which are deep-rooted in the rural environment. In other instances, passive response to guidance assistance in rural development is attributed to the rural population's unwillingness to fully accept programs that are initiated and executed through bureaucratic channels. With these factors in mind a brief discussion is made of major differences in ROKG and U.S. in conducting a guidance (extension) program which in both cases aims to improve the living standards of rural people.

A. Program Planning

In Korea the guidance program is administered by the Office of Rural Development which is the educational arm of the Ministry of Agriculture and Forestry. Despite this fact program planning involving guidance, as well as all other aspects of agriculture, is initiated at the ministerial level of government for acceptance and implementation by personnel working at various subordinate administrative levels and in the villages.

A great deal of lip-service is given to guidance program planning which permits a wide latitude in adaptation to the varying needs and interest of provinces, counties, communities, villages and farmers. But regardless of the good intentions and verbal expressions of purpose, the farmers are not involved in program and policy making designed to improve their economic and social welfare.

A review of End-of-Tour reports and other documents prepared by former extension advisors indicates there has been a consistent effort to imbue guidance leadership with the knowledge that there are four principal factors in program planning. They are: (1) rural leadership, (2) background information (research), (3) local experiences, and (4) professional guidance. In addition, advisors have continuously stressed that programs based on the needs and interest of the local populace will utilize these factors efficiently and effectively. Some progress in this area has been made, especially at the subordinate levels. However, at the top levels it seems as though the primary concern is with the development of material resources rather than human resources. In other words, the prevailing philosophy of the policy makers in Korea is that the program should be "National and Production" oriented. This differs greatly from the "People and Education" oriented extension philosophy in the U.S.

B. Program Implementation

The primary function of guidance (extension) is to bridge a gap from those who discover new knowledge and know-how to those who put it to work in producing, processing and distributing food and fibre to sustain a population. The tools used to perform this function are the same world-wide and are generally known as communication skills. Basic differences, therefore, arise from the opportunity or lack thereof to make extensive use of the communication skills in performing the guidance function.

The extent that communication media can be used by guidance personnel to disseminate knowledge and skills to farmers is somewhat limited in Korea. Resources in some instances are not available for exploiting the modern teaching methods which have been introduced by extension advisors. The full potential of radio communication with rural people has not been realized. Television is in its infancy, however, it is coming on strong as a contender with radio and other forms of communication media as a change agent in the guidance program. For various and sundry reasons, only limited use is being made of visual aids to increase the effectiveness of agricultural training program. However, much improvement has been observed in this area during recent years.

As in program planning, guidance program implementation entails a direct and authoritative approach which extends into the practices used by a majority of farmers. In discussions with many guidance workers at all administrative levels it was discovered that there are those who believe that the democratic process is too slow for action programs. However, there is a general consensus that introduced guidance methods and principles which are based on a democratic foundation are useful and in due time will be employed extensively in Korea to disseminate agricultural knowledge and techniques to farmers. Extension advisors have exerted a great deal of time and effort to focus the attention of guidance and agricultural education leaders on this important aspect of program implementation.

Advisory activities involving day to day consultations with counterparts in ORD, formal and informal meetings with provincial Office of Rural Development (PORD) personnel, conferences with provincial and county government leaders and others give evidence of measurable improvement in program implementation. For example: (1) the purchase and allocation of 8 mm projectors to all county guidance units, by ORD, (2) the printing and distribution of nearly 1,000,000 bi-weekly technical agricultural bulletins, (3) the production and use of an 8 mm motion picture concerned with crop production practices, (4) the preparation of materials for farm radio broadcasting, (5) the initiation of pilot programs to improve nutrition, (6) the effective use of result demonstrations in village and regional production areas, (7) the increased use of extension teaching methods, and (8) others.

Extension in the U.S. is educational in program content. At the state level it is administratively attached to the land-grant university system and is a part of it, rather than being attached to the state government. In place of the highly successful land-grant interrelated system of agricultural research, resident training and extension, which does not exist in Korea,

the ORD produces the staffing structure for the guidance program plus back-stepping in agricultural research. Consequently, Korean guidance personnel do not have an extensive background of broad-based training in technical agriculture and guidance methodology so vitally needed to perform effectively the functions of the guidance program.

C. Program Evaluation

Briefly stated, extension evaluation is a process involving three steps as follows: (1) collect information, (2) apply standards or criteria, and (3) draw conclusions, form judgments or make decisions. The extent that the scientific approach is applied to these steps is the measurable difference between ROKG and U.S. methods in guidance (extension) program evaluation.

In Korea, more often than not quantity (numbers) is the only criteria for evaluating guidance programs - number of people participating, number of kilos of rice per tanbo and number of cooperative production areas in a province are prime examples. Closely projected yearly targets of agricultural program planners provide the basic background for guidance program evaluation. In view of the fact that planners make little allowance for mistakes, evaluation methods are applied which will show results in line with targets, and human errors are non-existent or insignificant. Generally speaking, the results of evaluation are not used extensively by the individual to make his work more effective, nor by the government officials for further program planning and development.

Constant effort has been made by this and other extension advisors to emphasize the importance of evaluation as a professional tool to make guidance programs and methods more effective. Some progress in this respect has been noted.

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

The two most critical limiting factors in planning and implementing effective guidance for farm families in Korea are: (1) an almost total lack of transportation at all administrative levels, and (2) inadequacies in selecting, training, and developing a competent guidance staff.

It is anticipated that the Office of Rural Development, Guidance Bureau in particular, will give a great deal of priority to solving the transportation problem through its own budget supplemented by loans and other

types of financing which are presently available or may be available at a future time. In view of this USAID technical assistance is not required to solve the problem and it should not be a factor in determining future staffing for the Rural Development Division.

In regards to the second problem selecting, training and developing a competent guidance staff, the situation is different. USAID technical assistance is needed to give direction to planning and implementing an effective program of staff training and development.

During the short period that guidance has been functioning in Korea it has relied very heavily on organizational pre-service and in-service training programs to train and develop a competent staff. The endeavour has been successful to the extent that it has kept farmers and their families abreast of an agriculture which has in a relatively short period of time advanced beyond the primitive stage of typical developing countries. Despite these advances, which in some cases have been dramatic, agricultural development has not kept pace with other sectors of the Korean economy. In view of this it is not unusual that guidelines for planning and implementing the third Five-Year Plan emphasizes self-sufficiency in food production and modernization of agriculture. This presents a challenge to guidance leaders. To meet the challenge will require a staff which is adequate in number and possessing the competency requirements (technical and professional) for serving a rural Korea in which extensive social and economic changes are imminent. This, coupled with the fact that agriculture in Korea is becoming more "capital related" and less "labor related", will force extension personnel to higher levels of technical and professional training.

Initially, future USAID technical assistance should concentrate on two aspects of guidance training and staff development which reflects program continuation and projection. They are: (1) the establishment of guidance personnel qualification standards, and (2) extend and improve upon a minimal but significant beginning of pre-service institutional (college) training program for students who desire special preparation for employment in guidance.

Continuing U.S. technical assistance is needed to improve and extend organizational (induction and in-service) training for guidance personnel after they have been employed to fulfill a position in the program.

At present the major portion of in-service training available to guidance personnel is programmed by the Bureau and provided in and through the National Training Institute. There is a need for USAID technical assistance to improve this aspect of in-service training. However, there is a greater

need for assistance in developing in-service training that is programmed by the Bureau but provided by the various national and provincial agricultural colleges. In this regards, the assistance should be directed to policy making and developing educational programs based on the needs and desires of those who participate. Technical assistance is also needed to improve and extend the induction aspect of the organizational training. In particular, it is needed to give direction to a program which will provide opportunity for newly employed personnel to acquire actual field experiences under the supervision of an experienced guidance worker.

Finally, USAID technical assistance is needed to initiate and develop graduate education as an integral part of the overall guidance training and staff development program. As guidance matures and gains stature as a profession in Korea there is increased need and interest in graduate study in guidance education for all categories of personnel. However, it is an opinion of this advisor that the initial thrust in this area should be directed to fulfilling the needs and interests of those recognized as the principal change agents in guidance. They are: (1) agents or workers who are generalists and represent the guidance program at the county and branch levels, and (2) agent or workers who are specialists in a technical field of agriculture and may represent guidance at all levels.

Guidance administrators and supervisors who wish to do graduate study will have little difficulty in finding course needs in a well planned program designed for generalists and specialists as mentioned above. Above all a graduate program to meet guidance personnel needs in Korea should be planned for flexibility. The primary aim should be to provide a program that is useful to the individual and will entail two kinds of programs - one leading to an advanced degree and the other a non-degree program.

The exact nature and extent of USAID technical assistance needed to develop the guidance program in Korea to full maturity as a profession is debatable. Notwithstanding the effectiveness of past technical assistance in developing all aspects of the guidance program in Korea it is the judgement of this reporter that a plateau has been reached and a change of direction in the use of technical assistance is necessary. Although the subject matter (nuts and bolts) aspect of guidance has not been mastered in Korea there is a general consensus that the time is ripe for discontinuing technical assistance concerning this aspect of the program and give full responsibility to ROK public officials, guidance personnel in particular, to adopt, believe and practice the philosophy and principles, and methods which will further develop guidance in this society.

In view of this the onus of future technical assistance should be on high level programming with emphasis on the development of a competent administrative and extension staff. This will require special attention to the selection of personnel who can perform effectively in this situation. It is the judgement of the writer that prime consideration should be given to selecting an individual who has had long-time experience as an extension educator or administrator and has gained prominence in the specific field of training and staff development. The duration of this type of technical assistance should be for periods of 2-6 months and the individual or individuals rendering the service should be regarded as consultants and not advisors. Areas of concentration should include the following: (1) development of a pre-service, college training program for students who wish to enter the field of guidance, (2) initiate an institutional (college) in-service training program for guidance personnel, and (3) initiate and develop a graduate education program. Provisions for follow-up should be a part of the assistance program.

Technical assistance as referred to above may be provided either as USAID direct hire or included in a college contract as a part of a larger program which deals with a wide range of factors involved in rural development, such as: research, training, agribusiness, farm mechanization and others.

A final consideration relative to the future role of USAID in extension technical assistance is in the area of farm mechanization. Although it is not entirely a concern of guidance the change from oxen power and hand performance to farm mechanization in Korean agriculture will depend upon farmers getting a clear picture of the requirement for and resulting possibilities of the use of machinery for producing, processing and marketing food and fibre from the farm. Consequently, there is an immediate and critical need for USAID technical assistance in the area of farm mechanization which should receive priority attention from the Rural Development Division.

In leaving Korea and direct-hire USAID the reporter expresses his gratitude to the Mission for the continued strong support given to the extension and training programs. Advisors in RDD have been pillars of strength when needed. Living and working in Korea have been made easy and enjoyable due to the close relationship of the people in the Research, Guidance and Training Branch in Suwon. In addition, at no time during the period of service did the reporter feel that less than full cooperation was being given by immediate counterparts and other R&MG leadership in the Office of Rural Development and Ministry of Agriculture and Forestry. From Mrs. Swecker and me - An Yong Hi Kae Sip Siyo.