

SCHOOL OF PUBLIC ADMINISTRATION
SEOUL NATIONAL UNIVERSITY
SEOUL, KOREA

Final Report

of

William F. Larsen

Seoul National University Cooperative Project
(ICA University of Minnesota Contract)

20 June, 1961

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Introduction

My period of service as Public Administration Adviser in the School of Public Administration, Seoul National University, under the contract between the International Cooperation Administration (ICA) and the University of Minnesota began in late June 1959 and concludes with this final report two years later. My arrival in Korea came after the establishment of the School and following the opening of its first term in April 1959.

Prior to coming to Korea, I spent several days in discussions with officials of the project at the University of Minnesota in Minneapolis.

In Seoul, I joined a staff of two persons already serving at the School: a principal adviser and an adviser for library development. Orientation to the project was brief and nonspecific. Office space was provided at the School, and my work has followed a pattern essentially unchanged during the two years.

Within a few months, the staff of advisers was considerably augmented with the addition of an adviser in organization and management, an adviser in financial administration, a research adviser, and an adviser in accounting. My assigned area of work was public personnel administration.

Formal contact with the Minnesota advisory staffs working in five other colleges of Seoul National University has not been required, I have not been given tasks involving travel outside Seoul, and my work has remained centered primarily at the School of Public Administration.

Events in Korea, June 1959 - June 1961

During the period of this report, June 1959 - June 1961, the Republic of Korea has been in a constant state of political and social turmoil. Three drastic changes in government, with accompanying social unrest and intellectual uncertainty, have severely affected the School; and these repercussions continue. The School was obliged to maintain itself for the two years without the services of a full-time Dean. This post has recently been filled by a well known scholar. Circumstances forced the School to open its doors somewhat earlier than was justified by the training of its young faculty and staff in a field new to Korea. A school, offering new graduate-level professional training in a university is a competitor, in a sense, with the established old-line departments and colleges; and its position remains uncertain until it has won its place.

In addition, the idea of a training center for government civil servants is implicit in the establishment of a school of public administration in South Korea. However, this role raises questions of the relation of such a school to the government and its public personnel policies and, at the same time, the School's academic and administrative relations within the university. Most of the questions raised by this dual role have not yet been answered. Finally, the financial support of the School of Public Administration has been both uncertain and very limited.

Despite these handicaps, the School has been able to maintain operations, conduct classes, and graduated its first class in March 1961. This capacity to survive many difficulties and to persevere in the face of discouragements appears to indicate that there is, indeed, a place for the School of Public Administration in Korea and that, in time, the present School may become a center for high quality professional graduate training in public administration.

Notes on Operating Methods

No universal formula exists for offering and receiving technical assistance. In the untried situation of Korea, when the School of Public Administration was opened, conditions may be described as experimental. This placed an obligation on the advisers to remain flexible in viewpoint and to try various methods of operation.

The School appears to have been planned so as to follow a U.S. pattern of courses and general approach to public administration. When the School opened, its full-time instructors had pursued one year of graduate study at the University of Minnesota and had returned to Korea to set up the School under "forced draft." Left largely to their own resources, being inexperienced in public administration and with only limited advisory assistance in the beginning, the faculty soon adopted a pattern of independent operations. The role of the adviser and the problems concerning his duties and responsibilities relative to the curriculum, teaching methods, research, faculty relations, thesis writing, student contacts, and so forth have not followed a fixed pattern; but, rather, these matters have been worked out on a day-to-day basis.

The Patterns of Advisory Work

The general pattern of work at the School of Public Administration has been for the adviser to serve during a standard eight-hour work day five days per week. This is the operating schedule of the United States Operations Mission (USOM) in its office building in Seoul and is the schedule which, with only minor exceptions, the adviser has found it necessary to follow--because of prevailing policy and the requirements for regularly scheduled transportation.

It is probable that this method assumed that Korean faculty members would conduct their own operations around a schedule similar to that of the advisers, and that the regular presence of the advisers throughout most of the day would be a stimulus to personal contact and the sharing of information and ideas.

This system does not appear to have been designed in consultation with Korean academic authorities, but rather to follow U.S. practices; and my experience shows it to have been unsatisfactory. It did not take account of Korean academic traditions, work habits and time schedules; and it ignored the habitual ways of conducting inter-personal relationships in Korean society. On the purely administrative side, it was not adapted to the fact that seventy per cent (70%) of the classes and activities of the School were to be carried on at night, a time when the advisers, who had already spent the day in their offices, found it inconvenient to return to the School.

During my first year at the School, the principal adviser did not call the advisory staff together for discussions of project policy or

the plans and progress of the School. With each adviser separately offering assistance in his field to a faculty already pursuing independent lines of action, the lack of a coordinated approach to the over-all problem of the School is not surprising.

The Joint Meeting

A limited effort was made during the first year to hold joint discussions with the advisers and faculty sitting together. However, the lack of a regular agreed agenda, the mutual uncertainty of the early period, and the extreme preoccupation of the faculty with its own plans did not develop this method into a regular means of working together to deal with the work of the School on a systematic basis so that issues could be identified for study, discussion and recommended action, and so that a regular evaluation could be made of progress. Conditions improved during my second year.

The Counterpart Approach

Another approach to the problem of advising was tried whereby faculty members were designated as "counterparts" to an adviser. At various times, four faculty instructors were designated to work with me in this manner. The role of the "counterpart" was never spelled out; although the assumption by the advisers was that this was to be a way of mutual cooperation in planning courses, developing the substance of lectures, using new teaching methods, performing joint research or consultative projects, preparing theses, and advising students.

Some limited accomplishments were made. A few course outlines were planned jointly with me. A good deal of discussion about a wide range of problems of the School was held with my "counterparts," and it

was a basis for tentative formal efforts at working together. My personal relationships were cordial and easy as befits academic collaboration, but the method was not continued beyond the first year and does not appear to be a promising formal avenue for the giving and receiving of advice in the School.

The lack of long-range results from the "counterpart" method may be attributed to several factors: There is a high degree of individualism among Korean academicians and scholars. There is likewise an old custom of becoming a "disciple" and following the advice of an older scholar only when one is linked by personal ties which develop out of deep traditions in Korean life. There is also an understandable reluctance of young instructors to take problems to foreign advisers, despite good personal relationships, and to run the risk of possible injury to pride or prestige. Thus the "counterpart" method ran its course and passed away.

During the second year, a new principal adviser made important and intensive efforts to develop closer relationships between the advisers and the faculty, and this assisted my work as well as the work of others. Joint meetings were resumed with an agenda. An effort was made to meet and consult regularly through a system of committees which, it was hoped, would regularize the method of dealing with the School and the work of the advisers. Again, some limited progress was made and cooperative relationships were strengthened despite the failure of the committees to meet. Additionally, the advisers met together regularly as a group during the second year to be informed on project matters and to develop shared plans for assisting the development of the School.

Despite the efforts of the second year, the area of close

collaboration with the faculty has remained small. In fairness, it must be pointed out that this has been a period which has seen two political revolutions in the nation at large, the departure of two acting deans, a number of unsettling factional struggles in the faculty, severe financial difficulties, uncertainty as to the extension of the advisory contract, and other adverse factors. Personal relations have been maintained at a good level of friendliness and respect, but the tendency of the faculty to work independent of the advisers has not been overcome on matters where I believe there is a joint responsibility.

Thesis Work by the Faculty

It was expected that the instructors who returned to set up the School at the end of one year of study at the University of Minnesota would complete the writing of their master's theses under the guidance of the advisers. It was likewise expected that the instructors who returned as doctoral candidates after two years of study would make substantial progress on their dissertations. Part of the plan was to have the theses and dissertations act as basic research documents on Korean government and administration.

The results of this plan have been disappointing. No former Minnesota participant with whom I worked has completed his thesis. This has likewise been the experience of all advisers during the two-year period, although two master's theses were completed before my arrival and several projects may be completed this summer, 1961.

The problem is not to assess blame or liability, but to discover reasons why the faculty members have preferred to do other things; for, indeed, they are busily engaged most of the time. It has been suggested

that present conditions in Korean society and academic affairs do not sufficiently reward this effort, and additional stimulations will have to be found. It may be that unsettled conditions of Korean life and the avowed necessity to hold several outside positions have an adverse effect; but it is equally true that a significant opportunity for much help with the task has been lost by a faculty which has not made sufficient use of its advisory staff, and the hoped-for research on Korean government has languished.

Research Collaboration

My experience with research collaboration in the field of public personnel administration has paralleled that of the unfinished thesis writing. The faculty members were disinclined to want to make studies of current Korean problems together with the adviser, and no joint projects or papers resulted despite many plans and suggestions by the adviser. Faculty members were occupied with their own writing for newspapers and magazines, and with textbooks and translations. I prepared several papers and monographs on my own, but oft discussed joint projects never materialized.

Course Teaching Versus Advising

It was established that the advisers would not undertake to teach actual courses. However, they were to remain available for lectures and full cooperation with the course instructors; and this has been followed with possibly fair results. During each term, I have given an average of four lectures and have prepared outlines or summaries of the lecture material for the students. Because contact and communication with the faculty has been limited, it has sometimes been difficult to fit the guest lectures into the regular scheme of the course; although the occasional

opportunity to work with the instructor and students in the classroom has been a most pleasant experience.

Interim Comment

If the foregoing material on operations appears limited, it is because I have chosen to report what I consider essentials in summary form. More details on the many smaller activities which are a part of the advisory task appear in the monthly reports I and the other advisers have prepared. More information is also to be found in the ~~six~~-month reports of the principal adviser and in an evaluation report currently being prepared by the principal adviser. This is an endeavor to report major methods and results as a possible guide to future action.

Notes on Particular Activities

The Internship Program. Among the requirements of the School is a government internship in the second year of registration in the School whereby the daytime students are expected to serve for a period of time in a government agency to become familiar with government operations and to acquire material for a master's thesis. This program was placed in effect during 1960, although it was delayed because of the April 1960 student revolt. Information coming through to the advisers about the internship was rather scanty, and the results appear to have been inconclusive. Although no formal evaluation of the program was made, several informal discussions were held.

I prepared a mimeographed statement concerning the principles and operating methods of government internships which was distributed to the faculty in advance of the first internship year, and this paper appears to have been used by the Office of General Affairs in the Cabinet Secretariat which had direct charge of the program.

However, the arrangements with the government agencies immediately following the April 1960 revolution seem to have been loose and non-specific, with the result that reception of the interns and their treatment by the various government agencies ranged from good to rather poor. It did not seem possible to assemble the interns at regular intervals during the internship for a discussion of problems, and supervision by the faculty seems to have been rather uncertain. Inasmuch as an internship is a part of the School's training program and may be an important avenue by which its graduates can be utilized and introduced into the career government service, it is important that the program for 1961, which has just gotten under way, profit from the experience of 1960. This may prove to be difficult because of the uncertain conditions prevailing in government at this writing, despite the fact that all of this year's interns (not taken for military service) have received work assignments in some phase of the revolutionary government's plans for administrative reform.

The Master's Thesis. With reference to the requirement that the students prepare a master's thesis before graduation, the experience of the first year indicates that the requirement is a good one and this phase of the School's work is deserving of further attention. Some 83 theses were submitted by students of the first graduating class, and only one was rejected while another was ordered rewritten. The problem seems to be a lack of uniformity of treatment of the subjects chosen and lack of clear understanding by the faculty and students as to what is expected. Thus far, no formal statement of what is required, with explanatory notes on length; style; content; use of research materials, sources and references; and methods of selecting subjects, has been available to the student. I

prepared a short but comprehensive study paper as a suggested model for adaptation into a set of thesis instructions, which is still under consideration by the faculty. Some kind of affirmative action would be desirable to aid this year's senior students who must soon begin to think about this problem.

Adjusting the Curriculum. During the first two years of its operation, the School had made numerous operating adjustments in its programs and policies to meet circumstances which had arisen. Originally thought of as a day program only, the School found it necessary to inaugurate both a day and a night program. The legal quota of 100 students was divided into approximately 30 day students and 70 night students. The day students were to study as full-time university graduate students; and the night students, drawn from those already employed in government offices, were to follow the same curriculum during the evening hours.

It was soon determined that the students who held full-time positions in government found it difficult to carry a full evening-school study load, and the evening program was extended to three semesters of regular course instruction in place of the two-semester class program previously required. Continuing attention needs to be given to assuring that the standards of quality in the night program are equal to those of the day program if the same kind of credit is to be offered.

A night program of graduate-level university work is a novelty in Korea, and the quality must be high to justify the departure from normal educational methods as well as to advance the professional standards of public administration itself. With its limitations, several positive benefits have accrued from the night program: It assures some kind of

advanced educational opportunity for civil servants who are serious students; it gives the School ready-made alumni in government service able to assist future graduates; and it has been a means of making greater use of the School's facilities.

In the future, consideration needs to be given to expanding the non-degree and certificate courses, and to the matter of obtaining government permission to allow advanced students to attend some classes during working hours, if necessary.

As a further note on the curriculum, it should be observed that the basic course offerings are patterned largely after regular American practice. This was, no doubt, necessary as a starting point; and it suited the U.S. training of the first group of instructors who assumed the primary burdens of the School. However, after two years of operations, there is general agreement that it is time for a thorough re-evaluation of the curriculum in the light of circumstances peculiar to Korea. This is inseparable from other matters, such as the hoped-for research on Korean government and administration by the faculty, the eventual place of the School in the government's plans for the higher civil service, the development of undergraduate curricula in public administration, and the development of professional attitudes toward the study of administration and government. Attention to the planning and sequence of courses, to the content and the techniques of instruction, and to the upward progressive levels of difficulty which graduate study needs must be continuous.

For example, it would be very desirable for the faculty to begin to develop extensive research and reference materials and case studies of Korean public administration. The advisers have urged this strongly and

have endeavored to secure additional support for this purpose. This is a good time for the faculty to respond to present challenges by studying contemporary problems in a way which will enhance their own professional skills and the scholarly reputation of the School.

The School, formerly attached to the College of Law and now existing independently of it within the University, has an anomalous position because of the necessary connection between the study of public administration and the actual work of the government. The School must look in two directions if it is to remain within the academic realm on the one hand and to train civil servants on the others.

This occurs, in part, because of the existence of the National Officials Training Institute (NOTI), a civil service training center under the supervision of the Cabinet, which has also had the support of the ICA-Minnesota contract. The respective roles of the School of Public Administration and NOTI need to be re-examined and redefined, if necessary. It has been argued that the School of Public Administration should have been located at a high level close to the center of executive power of the government. There have been strong demands by the students of the School that they be guaranteed government jobs upon graduation, as if this were a military-type academy. But such guarantees are not sought by the graduates of other schools of the University. Hence, there are a number of unresolved questions about the place of the School in official life and its relation to NOTI which will sooner or later require some more definite answers.

The Library

A library is the heart of any instructional and research program. The progress of the Library has been steady and good. Most recently, the

physical overhaul of the reading and stack rooms, the services of a full-time trained library assistant for the librarian, and the increased attention given by instructors to requirements for outside reading and reference indicate that this aspect of the School's operation is in a satisfactory condition.

Relations with USOM/Korea

An important adjunct to my work at the School has been the contacts which have developed with USOM/Korea primarily in the Public Administration Division. This Division has materially assisted the over-all program of the School and the task of the advisers. It has been an important means of contact with Korean official life and a center of discussion of current public administration problems. The USOM Public Administration Division has called upon the advisers, on occasion, for assistance and advice with its program which is directly related to the work of the School; and the cooperative relationships which followed have been, I believe, mutually beneficial. To the Chief of the Division, Dr. Carroll Shaw, and his staff, Messrs. Eliot, Reich, LaFalce, Olson and the several Mr. Lees, I offer sincere thanks.

Bibliography

During the period of this report, I prepared various papers, documents and monographs in public administration, as follows:

- (1) "Public Administration Technical Assistance: Planning Notes," International Review of Administrative Sciences, Vol. XXV, No. 3, pp. 312-316.

(2) "The Development of Administrative Law in the United States and England and Its Relation to Public Administration," Seoul Law Journal, Vol. II, No. 1, June 1960, pp. 1-16. Reprinted as monograph in Korean and English.

(3) "The Concepts and Content of Public Administration," Korean and English, monograph, reproduced by USOM-TC-AV-R, April 1960, 50 pp.

(4) Series of pseudonymous articles on administration, politics and civil service appearing in The Korean Republic and The Korea Times in May and June 1960.

(5) "The Fundamentals of a Public Administration Internship Program," occasional paper, December 1959, 4 pp.

(6) "Suggested Rules and Regulations Concerning the Preparation of Theses," occasional paper, December 1960, 8 pp.

(7) "Technical Assistance Form and Function--a Budget of Questions," memorandum prepared for Deputy Director for Technical Assistance, USOM/Korea, September 1960, 3 pp.

(8) "Government Administration in Korea; Problems of Organization, Methods and Personnel," memorandum prepared for USOM/Korea, Personnel Committee, Public Administration Division, November 1960, 16 pp.

(9) "Report on ROK Government Compensation Policies," memorandum prepared for USOM/Korea, Public Administration Division, January 1961, 6 pp.

(10) "Public Administration and Economic Development," Business Research Bulletin, Korea University, Seoul, April 1961, 3 pp.

A Budget of Suggestions

Inasmuch as my service with the project has been for only a portion of a longer-range operation which will include and has included many advisers, conclusions or recommendations must give place to suggestions for continuing discussion. I believe there are many issues to which attention needs to be given while some of the advisory staff remain and the School has acquired stability under a full-time Dean. I believe also that these persons working together have the talents and imagination to discover proximate answers to the questions which I can only raise.

First. What is the School's policy regarding the utilization of advisers so that maximum use may be made of the resources on both sides and to remedy the deficiencies revealed by past experience?

Second. What should be done to improve the recruiting and examining system for new students, and in what ways is this question related to the development of undergraduate programs of public administration in Korea?

Third. What should the School do to improve the quality of its course offerings, including:

- (a) Careful advance planning by all instructors?
- (b) Adequate control of outside part-time instructors?
- (c) Proper sequence of courses, according to level of difficulty?
- (d) Relation to the needs of Korean society?
- (e) Use of newer teaching methods and materials?
- (f) Ensuring equality of day and evening instruction?

Fourth. How can the School improve its academic administration?

- (a) More attention to maintaining class schedules with prompt attendance by both faculty and students?
- (b) Provision for adequate continuity when instructors depart?
- (c) Attention to problem of what constitutes a full-time teaching load?
- (d) Resolution of the question of how many outside jobs a full-time instructor may take?
- (e) Improved communication among faculty, students and advisers?
- (f) Effective use of faculty committees?

Fifth. What can the School do to advance the concept of public administration as a professional activity, both in university study and in public service, including:

- (a) Research and writing?
- (b) Assisting the Korean Association for Public Administration and the Korean Society for Personnel Administration?
- (c) Stimulation of meetings, forums, seminars?
- (d) Setting national standards for public administration training?
- (e) Consultative services to the government?

Sixth. What needs to be done to foster the development of the faculty, including:

- (a) More full-time appointments?
- (b) Additional overseas training?

- (c) Provision of research funds?
- (d) Additional physical facilities?
- (e) Stimulation of the faculty to complete requirements for their advanced degrees?

Seventh. What does the faculty intend to do about the suggested research program presented by the advisers?

Acknowledgments

I wish to acknowledge the friendship and assistance of all colleagues, Korean and American, who have helped to make my period of service interesting and pleasant. I thank Dr. Arthur Schneider, Chief of Party, Minnesota Contract, and his staff for their support. I am indebted to Dr. Elwyn A. Mauck, Principal Adviser, School of Public Administration, for his daily help and the even, sincere quality of his friendship in the face of my often contrary opinions and considerable impatience. It has been stimulating to work with Dr. Glenn Paige who sometimes uncomfortably reminds me that age plus experience are not alone equal to the newer intellectual imperatives which our discipline requires. Mrs. Elsie Hagelee has been a loyal secretary and assistant for many tasks.

It has been interesting to share the experience of the School's first years with its new faculty. The names of Dong Suh Bark, Hae Dong Kim, Won Woo Suh, Hoon Yu, Hae Kyun Ahn, Suk Choon Cho, Yung Hee Rho, Chong Ki Choi, Woon Tai Kim, and Kwang Pil Choi will remain important to me for a long time. I wish them well and hope we may meet again one day. Former Dean Tai Whan Shin has moved on to higher responsibilities,

but his presence and friendship during my first year will not be easily forgotten. Likewise, Dean Byeng Do Lee, who served briefly, will remain for me a symbol of gracious scholarship. More recently, Dean Yong Hee Lee has taken charge and our acquaintance is brief; but I count it a privilege to have worked with him, if only for a short time.

To all I offer my appreciation for the work they have done for the School thus far and my hope that they and the School may prosper in the days to come.