

1879  
(NT)

KOREAN PROGRAM IN PUBLIC ADMINISTRATION  
PUBLIC ADMINISTRATION CENTER  
UNIVERSITY OF MINNESOTA  
Minneapolis 14, Minnesota

"PUBLIC ADMINISTRATION 1939-59-79"

The American Society for Public Administration held its National Conference at the Statler-Hilton Hotel, Washington D. C., April 1-5, 1959. The general theme of the panels and clinics was "Public Administration 1939-59-79," highlighting the Twentieth Anniversary of the Society. The varied and stimulating program was well attended by about 1,200 persons from all parts of the United States including administrators from all levels of government, academicians engaged in public administration training, and students of public administration.

All participants in the Korean Public Administration Training Program at the University of Minnesota attended the conference. Each participant was assigned the responsibility of preparing a report on two different panels or clinics, and in the course of the conference also attended many others. The scope of the program and the fine attendance afforded the Korean participants an opportunity to observe and listen to most of the eminent men in the field of public administration in the United States.

I. Economics for Administrators  
Reported by Mr. Jai Duck Suck

Chairman Jesse Burkhead noted that the economy has always been a integral part of public administration. The most powerful institutions in society today meet to cooperate or to compete in the formation of the public policy. The questions of policy and action involving public and private economic factors are the most vital problems facing public administration today.

Speaker Gerhard Colm, Chief Economist, National Planning Association, Washington, D. C., noted that most public problems are related to economic life. If the administrator wishes to carry out a project, this problem must be met in economic terms, e.g. tax, cost of goods, etc. If a public program is to be performed, it will need some type of budget which is financed by revenues. The administrator should recognize the economic terms which are concerned with the gross national production. Thus, all citizens are related to government activities, which are in turn regarded as being in the public interest.

Speaker Charles E. Lindblom pointed out that public administration should be able to make economic and social analyses. We have maximum and minimum economic values: government groups or any other groups should obtain these values by means of economic analyses.

Discussant Alva M. Meyers and others discussed the idea that performing the economic problems in society requires skilled and professional consideration.

## II. The World's Heritage of Administrative Thought Reported by Mr. Chong Ki Choi

Lynton K. Caldwell, Director of the Institute of Training for Public Service of Indiana University, talked about the Roman heritage of administrative thought and its practice. He emphasized that Roman government's practice was feasible, and pointed out that Roman institutions, and historical service of 1500 years of administrative institutions were social matters. The Roman administrative system was based upon economic and man power resources and the Roman administration was dependent upon the Roman laws. The local government of Rome was autonomous and local people chose it. People lived with the institutions of administration and civilians collected tax. Therefore, Rome had skilled and united administrative machinery.

Felix A. Nigro, Professor at the Department of Government of Southern Illinois University, talked about ancient Greece and modern administration. Mr. Nigro emphasized that Greece developed as an elaborate system and people enjoyed maximum participation in the affairs of state. State and administration were matters of common interest, and the character of the state depended on the character of the people. State officials had high standards of morale and their purpose was to maintain state security and to survey interests of its people. They had to be prepared for public service, and knowledge and quality were also required. Greece dominated democratic administration. Greek administration was the "city system" and practical in its nature.

Shriram B. Bapat, of the Office of Public Administration of the U. N. Headquarters, talked about the Indian heritage of administrative thought and practice. In India, villages, as social and administrative units, had different types of kings and different administrative forms. Village administration adopted a democratic form, and a self-governing form of government which coincided with the social economic idea of a new heritage, and had a autocratic type of government. The king chose a minister, and in turn, the minister appointed other officials for collecting taxes. His grandfather had to be a former minister, if one was to be appointed as a minister by the king. India has 11 major and 200 minor different types of administrative institutions. India is moving toward a democratic local system, and nowadays it is trying to adopt a democratic method of training at the villages. In India, public enterprise is absolutely free and also India has had a heritage of a system of 1,000 years old.

## III. ASPA Chapter Activities—Discussion and Action Reported by Mr. Hong Soo Lee

The introduction was given by Chairman Alfred M. Pelham, past President, Detroit Metropolitan Area Chapter, which included the following:

1. Local Chapters are very significant nationally and locally.
2. Thinking inside and outside of the chapters, and the attitude toward them has changed.
3. The functions of government have increased and new technology has been introduced.

The chapters intend to increase the knowledge of administration and so they have to be intimately related with national organizations. The national institute

has been improved very much with the assistance of the Ford Foundation. We are going to meet our expenses with our membership fees. For this purpose, we should have local chapter's close help for the national organization. In addition, the national organization must help the local organizations too. In order to attract more membership, we have to set up interesting programs in the local chapters.

Reports by the representatives of local chapters included the following:

A. Edward M. Kresky, Vice President, New York Metropolitan Chapter,

About 500 members of the New York Chapter represent every level of government, so this organization was larger than the others. It included several of the following programs:

1. Luncheon programs.
2. Programs for specific interest groups.
3. Annual meetings, which are followed by an evening dinner.
4. In order to attract a large number of memberships, the following efforts can be made.
  - a. There could be four or five committees which are specified in each field.
  - b. A comfortable environment should be kept in meetings.
  - c. Let the study group submit the written report, therefore, this group reflects the whole subject of the Chapter.
  - d. Much attention could be paid to the potential members by sending them questionnaires.

B. John D. Young, Vice President, Washington, D. C. Chapter.

Our Chapter has 750 members and the following three management programs:

1. Round-table on financial management. This program is very successful for the following reasons:
  - a. There is friendship between the members.
  - b. Direct appeals can be made to the chairman.
  - c. There is a strong chairmanship.
  - d. There is a strong advisory group.
2. Resource Management.
3. Program-oriented management.

(It has been criticized that this chapter program is not geared to the young men and university students).

  - a. The new program includes:
    - (1) Organization and practical case study.
    - (2) International activities--especially in Latin America and Canada.

C. James W. Drury, Past President, Kansas-Missouri Chapter.

1. The Chapter has changed its name.
2. For the Chapter activities, university initiative is expected.
3. There is a need of a strong leadership for attracting people from outside.

4. The national organization does not cooperate with the local.
5. National and local organizations are inconsitent.

D. Fred E. Brown, Vice President and Program Chairman, Greater Chicago Chapter.

1. This Chapter's membership consists of 50% Federal employees, 30% municipal employees, 10% academic personnel, and the rest is miscellaneous.
2. The Chapter has set up a good luncheon program meeting, and usually there are 50 members present.
3. The University of Chicago takes the secretarial duties.
4. The Chapter is trying to get members from the Federal government and also from Military personnel.

E. Wendell H. Russell, President, East Tennessee Chapter.

Because there is a geographical problem, a distance problem, and some delicate problems between local people and the Tennessee Valley Authority people, an effort is being made to set up sections for different levels and sources of people.

In order to get more membership, the following measures are being taken:

1. Luncheon meetings.
2. Job placement.
3. Setting up the subgroup by profession and picking up leaders from each subgroup.

F. Donald P. Smith, President, Cleveland Chapter.

1. This chapter is four years old. It is regarded as a mutual admiration society.
2. The membership committee was originally set up by telephone, but now, many contacts are made personally.
3. Joint meetings with Federal groups.

Case studies included the following:

A. Detroit

This Chapter has about 700 members. It was noted that the membership was increased by trained leadership and valuable programs.

The Chapter has tried to include the following:

1. Strong chairmanship role.
2. Strong committees.
3. Every section of business included.
4. If possible, local membership should be brought to national membership.
5. Good relationship between scholars and government officials.
6. Potential members and lecturers from local committees are sought.

B. Maryland.

1. There is a problem of over-organization.
2. There is also a problem of how to attract people from other sources who are oriented in their own way of thinking.

C. General conclusions:

At the local level, personal contact is useful to attract people for membership. Furthermore, it was noted that from the Detroit experience, the content of the program was quite essential in order to attract people for membership.

IV. The Man In The Middle

Reported by Mr. Chang Keun Park

The clinic discussion on the above subject was held with Daniel L. Goldy, Assistant Commissioner of the New Jersey Department of Labor and Industry, as chairman and seven career administrators and political scientists on the panel.

In opening the clinic, Chairman Goldy said the question of the man in the middle is the problem of the administrator of any government organization. The administrator, he said, is surrounded by context of programs and of pressure groups. Therefore, he pointed out, the ethical and loyal problems arise to the administrator.

He then raised the question: where should the loyalty and responsibility of the administrator lie--to the central executive, or to the program?

Panel members discussed this question. There was an argument that there might be three factors affecting this problem: relation of the chief executive and department heads, character of statutory mandates, and the nature and implications of the program.

Some panel members argued that the administrator should be responsible to the program, and must protect the program regardless of the pressure of the central executive authority. Others contended that the administrator should be responsible to his boss who, in turn, is responsible to the program.

Then a second question was raised: What should the relationship of the administrator to various pressure groups be?

The panel members discussed that the administrator is the responsible communicator between the executive and the public. They said the administrator must live with pressure groups, and must fight for getting the program done.

Then a third question arose: In the absence of strong central directives, what extent should the propriety of the administrator be? Also, what should his relationship to pressure groups be?

It was discussed that the administrator should be free to get his suggestions and opinions of the pressure groups to the top executive until the final decision is made by the executive. Thereafter, they said, the administrator should loyally go with the decision and try to harmonize the program.

They admitted that there is no guidance or rule for this matter in the whole area of American administration. It was generally agreed, however, that issues must be clearly presented to the central executive, and after a decision is made by the executive authority, the administrator should "shut up" and carry it out.

V. Businessman In Government

Reported by Mr. Kwang Pil Choi

The chairman of this panel was Marver H. Bernstein, Professor, Department of Politics, Princeton University.

- A. William C. Foster, Vice President of Public Affairs, Olin Mathieson Chemical Corporation.

There are two basic thoughts about the businessman in government:

1. Is the large businessman or the small businessman the best recruit for the government? Mr. Foster made a strong plea for the small businessman. As a jack-of-all-trades, he must deal with a variety of problems and is forced to make many kinds of decisions. Others said that the large businessman is better because his problems are more analogous. There is also the problem of representation in a democracy. What will happen if all the top jobs are filled by representatives from top businesses?
2. A top executive spends a very large portion of his time in recruiting his key sub-ordinates. This is equal in time with his other duties.

- B. Willis D. Gradison, Jr., W. D. Gradison and Company.

1. Mr. Gradison stated that it was hard to recruit from business.
2. The Junior executive feels that to leave the firm will mean a set back to his career in business.
3. Firms are also reluctant to release their best people.

- C. Cecil Morgan, Executive Assistant to the Chairman, Standard Oil Company (N.Y.); President, National Municipal League.

1. Business has become timid, afraid and silent in the affairs of government. Unlike prior times it has allowed itself to be overshadowed by other interest groups. Therefore, it must re-assert itself and stimulate businessmen to take part at all levels of government.
2. The Sherman Act, the basic defense of the free-enterprise system, has remained virtually unchanged by congress since it was passed at the time when big business was hitting its stride.

VI. Famous Administrators We Have Known

Reported by Mr. Suk Choon Cho

The panel was opened at 2:30 P.M., April 2, after a brief introduction by the chairman of the subjects to be discussed. Mr. Pyke Johnson, consultant, Automotive Safety Foundation, talked about Mr. Thomas H. Macdonald who use to be Chief of the Bureau of Public Roads. Mr. Macdonald contributed greatly to the development of highways in the United States. A high standing engineer, he came from the state of and his contributions were in various ways. There were only twelve and a half

of Federal highways in 1919 when he came to the Federal government. When he retired in 1953, 28,000 miles of highways were improved. He built the Panama Canal Road. He was the chief creator of the Highway Research Board and the Inter-American Highway System. I think the things we can learn from him are his strong interests in highway improvement, and his personality which is modest and quiet. We can also learn from his effort to make himself equipped with knowledge in various fields. He studied history, philosophy and contributed to political science too. He also showed a strong interest in research.

Next was the story by Mr. Mathias E. Lukens about Mr. Clarence A. Dykstra, city manager of Cincinnati. He was at one time a professor of political science at the Kansas University, executive head of the Civic Organization of Los Angeles, and President of the American Political Science Association. He was active in various campus activities during his student life at the college. Thus, in him we find a wide variety of activities. He had a sense of purpose, and raised the questions "why" and "how" in every job he had to deal with. He fought for public interest, freedoms of speech and assembly, and academic freedom. Looking ahead of the time, he started college training programs and central purchasing in municipal government. He was a perfect communicant, well adjusted, dynamic and inspirational.

Mr. Fiorello H. LaGuardia, one time mayor of the City of New York, was the next figure to be discussed. According to the speaker, Norman J. Powell, Professor at the New York City College, Mr. LaGuardia came to office at a rather peculiar time. In those days corruption and bribery existed. He, himself, checked everything. He was of strong character, neglecting others' opinions and going his own way. However, I think we can find his character an interesting one to study, because of his strong interest in his work and his energetic way of implementing what he thought was right. It may be because of these factors, according to the speaker, that every citizen of New York City was aware that they had Mr. LaGuardia as their mayor.

Mr. Donald C. Stone, of the University of Pittsburg, talked about Mr. Harold D. Smith the one time Director of the Bureau of the Budget. He had been the executive secretary of the State of Michigan before he came to the Federal government. Appointed in 1939 as chief of the Bureau and starting with a bare number of personnel, he built the organization into the size of its present day 400 employees. According to Mr. Stone, the reasons why he did so much work was his personal capacity, his broad background of knowledge, and the way he approached the job. He was a man of great imagination about the concept of the presidency of the United States. He made every effort to put in good management in various departments and agencies.

Harold L. Ickes, one time Secretary of the Interior, was the last figure talked about by Mr. Joel D. Wolfsohn, Attorney-at-Law in Washington, D.C. Mr. Ickes used the Public Works Agency for local improvement and began the Department of Conservation. He was the type of man who never expected a negative answer but wanted to know the way to solve the problem. Though he was suspicious of subordinates in his earlier days, he later delegated substantial authority to them. He also was a man of perseverance.

Later at the same panel meeting, a question was raised by the Chairman to the participants. He questioned "how far can an administrator rely on his memory in saying yes or no?" The answers to this question were depended on the staff assistance and a sense arising from long experience.

VII. Administering Law Enforcement--Federal, State, Local  
Reported by Mr. Kee Mook Kim

The major points of this clinic were:

1. Problems of Police Management in different agencies.
2. Progress and pitfalls in interagency cooperation.

In general, the contents of the clinic were as follows:

1. The Civil Service Commission should enact and enforce the entrance standards for the selection of personnel.
2. Basic and advanced training of personnel is required for policework management in different agencies, and on the federal, state, and local levels.
3. Policework management is related to both the Legislative and Judicial Branches, as well as with individuals. Administrators are responsible for the legislation in the field of public administration, and should try to get public support for the law enforcement.
4. Supervision, motivation and discipline have to be considered as subject matter for the personnel management of police for the interagency, federal, state, and local cooperation. There is a need to establish the standardization of policy and procedure for interagency cooperation.
5. Current problems in interagency relations are a lack of exchange of information and intelligence among police agencies. This cooperation is very valuable and useful in order to perform police work. Armed Forces' police cooperate with other police agencies.
6. Police officers can not perform their functions and responsibilities without a nationwide interagency communication system, and there is a need for a national organization to coordinate these functions. A teletype communication system is needed to transfer police information and intelligence. An international radio communication system is available.
7. The shortage of police power and the increased number of unemployed contributes to the increase of crimes. There is a need to establish a minimum dosage for the narcotic addict, and a need for a statute for gambling. Supervision by national and state level agencies will help local police officials become more effective.
8. Police officers are provided with tremendous powers including the right to arrest individuals and to carry weapons. They are assigned to protect the civil rights, and at the same time, to investigate and arrest individuals, therefore, they must be extremely conscious of their duties and responsibilities. Police heads must exercise responsibility as well as authority to run the police force, regardless of external or internal pressures.



### VIII. Administering Scientific Research

Reported by Mr. Woo Hyun Lee

This clinic was held April 2, 1959, at the National Conference of A.S.P.A. Mr. Riecken, the chairman, opened this clinic with several participants; Mr. Baker, Brown, Davis, Henry, and Ide, and with a reporter, Mr. Ferguson.

The topics of this clinic were; Are there special problems and methods in administering scientific research? Must scientists manage scientists? Can scientific programming be integrated and controlled by the generalist? What is the view of both researchers and managers?

The process of talking was as follows:

1. Administering scientific research is directed to administrators. It is very difficult to research them with scientific research. We, nevertheless, have to deal with this problem.
2. Who should the administrators be? They are political, and the scientist must be technical. But the comment was made that technical judgement was more important than the other.
3. In administering scientific research the most important thing is to set goals and obtain good leaders. Also, the leader should have knowledge in the fields. Some said he must be in engineering. The good leader, however, is both a generalist and a scientist.

### IX. Program Leadership--Is it Compatible with Administrative Survival?

Reported by Mr. Bong Chan Suh

This clinic discussed "Program Leadership"--How can the government executive effect his program without destroying his position or usefulness?

The clinic chairman was Rufus E. Miles, Jr., Director of Administration, U.S. Department of Health, Education and Welfare, Washington, D. C. He introduced each speaker in the clinic and some of the material suggested about the problems was as follows:

1. Concerning aspects of the leadership programs.
2. Coordination of leadership programs.
3. Leadership program in hierarchy of government.

This clinic was discussed with respect to different points of view on the same subject by each speaker.

The first speaker was James P. Dixon, Commissioner, Philadelphia Department of Public Health. Mr. Dixon stressed the following:

1. Local or state level in leadership.
2. Administrative role of leadership.

The second speaker, Albert H. Aronson, Chief, Division of State Merit Systems, Office of Field Administration, U.S. Department of Health, Education, and Welfare, Washington D. C., emphasized as follows:

1. Leadership as an administrative function.
2. Individual concern and coordination necessary in leadership.
3. Professional leadership in public administration.

The third speaker was Richard E. McArdle, Chief, Forest Service, U.S. Department of Agriculture, Washington, D. C. Mr. McArdle emphasized the following:

1. Survival of administration.
2. Responsibility of leadership.

The fourth speaker, Paul T. David, Senior Staff Member, Governmental Studies, the Brookings Institution, Washington, D. C., stressed as follows:

1. Leadership between the politics and the administration aspect.
2. Aspects of political leadership and administrative leadership.

X. Universals of Administration--Common Ground of Program Managers  
Reported by Mr. Pyung Kun Kang

This clinic began at 2:30, April 2, 1959, with the introduction of participants by the chairman, Mr. Henry Reining, Jr., Dean, School of Public Administration, University of Southern California.

The participants, their program fields and positions were as follows:

James V. Bennett	Prisons - Director, Bureau of Prisons, U.S. Department of Justice, Washington D. C.
S. L. Descartes	Water Resources - Director, Water Reservoir, Puerto Rico.
Vilmer C. Dutton, Jr.	Planning - Executive Director, American Institute of Planners, Washington D. C.
Bernard F. Hillenbrand	County Government - Executive Director, National Association of County Officials, Washington D. C.
Kewley, Thomas H.	No assignment - Visiting Professor, Senior Lecturer in Public Administration, University of Sydney, Australia.
Lyman Moore	Public Health - Assistant Executive Officer, Public Health Service, U. S. Department of Health, Education, and Welfare.
Wendell H. Russell	Scientific Research - Chief of Extension Services, Museum Division, Oak Ridge Institute of Nuclear Studies.
Leo C. Riethmayer	Municipal Management, University - Chairman, Graduate Program in Public Administration, University of Colorado; Mayor, City of Boulder.

Each participant referred to the following six topics in relation to his specific field with the exception of Mr. Kewley, who made a brief comment on topic 6:

1. Brief description of the functional fields represented.
2. Pertinent context as to the levels of government--local, state, national, international--at which they operate. Also, additions of any Federal, i.e. intergovernmental aspects.
3. Stated what they considered to be universals of administration in their fields.
4. Stated what they considered to be differences, peculiarities of administration.
5. Stated any conjectures they had as to the existence or development of a science of administration.
6. Stated their opinions as to whether a specialist or generalist should head their fields.

The outline of the clinic included: What are the universals of Public Administration? What are the similarities, differences and peculiarities in administering varied public administration? Is there a proper combination of the specialist and generalist? To find out the proper answers to these questions was the main purpose of this clinic.

Argument was focussed on the various topics as to whether a specialist or generalist should head up the field and why, and the right blend of specialist and generalist was generally expected.

XI. The Federal Executive Career Program--A Critique  
Reported by Mr. Chang Keun Park

The panel on the Federal Executive Career Program was opened with a speech by the Chairman, Kenneth O. Warner, Director of the Public Personnel of Chicago. His speech was followed by brief statements by the various panel members, and questions.

In his opening speech, Chairman Warner said that since the report of the Hoover Commission in 1955, steps have been taken toward improved senior civil service programs and the seven-member Career Executive Board was appointed by the President under the Career Executive Order. The Board, he said, tries to develop a career executive service, to establish a supplementary roster of career executive eligibles, to develop methods for regular appraisal of career executive performances, to assist the Civil Service Commission and the agencies in the development of effective training programs for career executives, to recommend to the Commission changes in position classification practices to permit greater flexibility in assignment of career executives, and to make such other recommendations as will strengthen the career executive program.

Van Riper, professor at the Graduate School of Business and Public Administration of Cornell University, made a statement that under the senior service program, selection of career civil servants is sometimes made by department heads who may lack sufficient knowledge about competent eligibles for higher positions. This is where the major problem lies.

Richard M. Paget from New York stated that the career executive program is designed to secure competent career civil service men in the Federal administration. In defending the Executive Career Program, he said "we have to measure the needs for career service and try to solve administrative problems."

Frederick C. Belen, Civil Service and Post Office Committee of the House of Representative, attacked the career executive program with the remark that the program would weaken the Civil Service Commission and its merits, and that the senior civil service idea would affect the morale of the civil service people. He said the Career Executive Board is not based on the law.

Fordyce W. Luikart, Assistant Administrator for Personnel and Training of the Federal Aviation Agency, defended the program by stating that the program is a positive action toward a solution of managerial and other problems confronting the Federal government. He said the program is designed to preserve qualification and prestige of the civil servants and to encourage them. He pointed out that the President has the right to strengthen the civil service corps.

These statements were followed by pro and con arguments. The audience also voiced opinions. Some attacked the career executive program by arguing that the door should be wide open. No one group of people can determine in advance who will be the President of the United States in the future.

Still others argued that there is no reason why such a program if it is regarded properly, cannot be carried out in the framework of the present Civil Service Commission.

Others expressed anxiety about the program. They said that such a program may turn out to be a device for particular groups of people to get their own people into top executive positions through the back door.

XII. Management In Moscow--Administration In The USSR  
Reported by Mr. Kwang Pil Choi

The chairman of this panel was Mr. Charles S. Ascher, Associate Director, Institute of Public Administration, New York City.

The Panel gave the Soviet concept of the role of Public Administration as follows:

1. Hatred of bureaucracy began with Lenin (akin to the ruling class).
  - a. He envisioned a society without bureaucracy. He wanted the people to administer in government on a rotation of three months, which never took effect. In actual operation, bureaucracy started immediately after the revolution.
  - b. This had some similarity to the Jacksonian or Jeffersonian idea of the "simplicity" of public administration.
2. After six months, the old forms of public administration under the Czarist regime were employed to handle the new administration machinery under control of the course of the Bolsheviks.
3. Presently, the public administrators are communist trained elite personnel. There is a bias in favor of technology, particularly engineering. Prestige goes to the engineers, not the public administrators. There is a conflict between technocrats and bureaucrats.
4. During the Stalin era, a definite reacceptance of a bureaucratic hierarchy evolved. Stalin re-established a table of ranks, which was comparable to the military rank in bureaucracy. Mr. Khrushchev is now attempting to abolish this. Also, an attempt is being made to contrast the Khrushchev era with the early Stalin era. There were many more radical changes and instabilities in the Stalin era, but now everything is more solid. An attempt by Khrushchev is being made to rely more heavily on incentive rather than on coercion. The society is becoming more stable. But the desire on the part of the people to have "things" is beginning to corrupt them, therefore there can be less reliance on coercion.

The Stalin era--table of ranks, officers, and non-officer corps.

1. Mainly for the government of the states, not the party hierarchy. Now, Khrushchev is causing the party to rise and dominate the government hierarchy. There is a strong political element in the struggle of party bureaucracy vs. official government bureaucracy. During the last decade, friction has arisen between the manager and the party group. The management group has tended to take a technical or non-partisan view of the administration. On the other hand, the party has not accepted this. It feels that all administration must be partisan. After Stalin's death, the grab for power centered here. Khrushchev wants the party concept, while Malenkov leaned toward professional administration.
2. The manager of a factory is appointed by the minister, thus there is a party influence. A party secretary is installed in each enterprise. He is not to interfere in management decisions; but he does in fact rule on policy. Therefore, the economy is controlled for political reasons. The chairman of party organizations (usually a member of the central committee,) is in a geographical area, and can at any time inject political influence on all enterprises in his area.
3. The trade union in the USSR is an adjunct of management. In Mr. Khrushchev's time, the trade union had a nominal right to recommend hirings and firing.
4. About 1957, specific industry ministries were abolished and a council of national economy for each province was set up. (The basic principle in Soviet thought is centralization.) These councils still effectively control the management of industry. (The district province boss gives effect to the party influence.) But, councils are subordinate to party machinery.

What kinds of decisions can managers make?

There is an attempt always to keep management subservient to the party, and under the supervision of the party. But, Khrushchev wants supervision closer to the factories. Therefore, this had resulted in a terrific coordination problem. It is difficult to make and execute a national plan. There is now a State Planning Committee in Moscow which has to power of the old ministries. Each plant makes its own plans, and goes to the regional economic council for review and revision. Then the plant goes to the apex (Moscow) for national integration, and then back down to its regions and plants.

Coordination of all regional plans rests with Moscow ("Gosplan"). The main criteria of performance under a planned economy is fulfillment of the plan, i.e., and surpass the target (measured by total quantity of output). The plan is the law and the targets are deliberately set high for maximum effect and therefore it is very difficult for managers to fulfill them. For this reason many evasions must be used; cut quality, and use influence to obtain more labor and materials. In some ways, the abnormal U.S. war time economy was very similar to the Soviet normal economy. For example, price controls and production controls. Thus, the Soviet's role of the expeditor is pronounced. He knows who's got what. He can get around the central allocation. However, the expeditor's operations are only quasi-legal. Risks and rewards are high and are carried on a plant payroll as consultants or supply agents. The problem of supply in the Soviet Union is paramount, except in special factories (i.e. missiles).

Differences between the managerial concepts in the public sector and in industry.

1. There is a difference between the services such as public utilities, housing, etc., and what we normally call consumer industries.
2. Standards in industry are much higher than services. Quality must be high in industry, and it is very low in public services. There are forms of punishment for failures in industry.
3. Services (public welfare items such as homes, housing, etc.) have low priority.
4. There is an interchangeability of administrators, primarily, if they have technological background. Those without it (like Khrushchev,) usually go only into the party hierarchy. A successful administrator or industrial manager is rewarded through promotion to higher party responsibilities.

### XIII. Starting Fresh—Creating A Government for Alaska

Reported by Mr. Suk Cheon Cho

The panel was opened at 9:30 a.m., April 3. It started with the introduction by the chairman, Harold S. Sheffelman, concerning the physical conditions of Alaska.

The next speaker, Mr. John E. Ebbcut, discussed the adoption and characteristics of the Alaskan state constitution. The constitution, written by the members of the constitutional convention, is a real product of the Alaskans themselves, and was adapted to the special conditions of Alaska. The constitution, which is one of the shortest among the state constitutions, provides for legislative apportionment, separation of powers, popular rights, and bicameral system. It shows the effort of representing the people living in the countryside too. The governor, one of the strongest in the United States, appoints every head of the eight departments. Regarding the local government, it adopted a borough system instead of a county system. A local boundary commission is set up to meet the changes in boundaries of local areas. In the executive branch of the central government, there is an agency dealing with local government.

Mr. G. M. Morris of the Public Administration Service, the third speaker, talked about the implementation of the constitution. According to him, there have not been means to carry out the state functions. Three fourths of the legislators had no previous legislative experiences whatsoever. The state legislature, however, passed laws on court organization, administrative procedures, development of natural resources, and the organization of the executive branch. Because of the governor's absence due to his illness, no appointment, except the Commissioner of Administration, has been made. This is the main reason why no implementation of the laws has been made possible so far. Presently, the Lieutenant Governor is taking care of the executive branch. He is reluctant to make any appointments. Substantially the State of Alaska now has what it formerly had.

The fourth speaker, Mr. Harold Seidman, Assistant Chief, Office of Management and Organization, U.S. Bureau of the Budget, talked about the Federal government's policy as it existed before and after Alaskan statehood. Before 1930, Alaska was taken little care of by the federal government. However, since the 1930's the Federal government has undertaken such jobs as judicial function, public health, highways, and other means of transportation. It was discriminated in the grants-

in-aid of the Federal government. After it acquired the statehood, the Federal government under the basic assumption that Alaska lacked funds and personnel, offered a five year program of transitional grants to Alaska. Alaska is now asked to contract with the Federal Agencies and make known to them by July first of this year whether it wants the federal aid to continue.

The Alaskan senator in the U.S. Congress, Mr. E. C. Bartlett, was not present due to the fishery questions in Alaska, and in lieu of him, his administrative assistant and a legislative assistant were sent to the panel. The former explained the economic conditions of Alaska, and the latter a dispute on jurisdiction of the federal judges in Alaska.

**XLV. Community Development--A New Dimension For Overseas Technical Assistance**  
Reported by Mr. Hai Won Rhee

The chairman, Mr. Glen Iest, Program Director, Community Development Foundation, and Save the Children Federation, explained the topic of the clinic. He especially emphasized responsibility for community activities which are related to development in any community field and suggested discussing the administrator's role for community development.

The major speaker, Mr. Emil J. Sady, Office for Public Administration, United Nations, N.Y., discussed the general idea in community development. In his speech, he pointed out the following three major factors for developmental function: idea or policy, technique, and institution in the local level. In addition, he argued the relationship between department and citizens which might occur during the activities of development. He also pointed out, as the most important thing, the so-called financial problem which must be brought to act in any field in society. Mr. Sady mentioned the geographical difficulty and its impact on community development.

Mr. Sady summarized the following three types of plans which are needed to achieve development and to solve difficulties: nationwide training, institution committees (Puerto Rico and Africa), and a project type program. Also he said, education should be considered as a tool for pre-knowledge in community development. Upon considering the political problem which is brought into social activities, he argued that we can get a great deal of benefit through political power, but we should omit the influential political power from the committee. In summarizing, he said that any problem and every plan should be related and considered under the control of the central Government.

The next speaker, Mr. Louis Miniclier, Chief, Community Development Division, argued that every activity should be considered under national object in the development of the community. He stressed that it is dangerous when the power of development is too centralized.

Mr. Carl G. Burness, Program Associate, Overseas Development Program, Ford Foundation, N.Y., asked what kind of way is the best way for community development as an institutional structure? Should it be done by the Top to Bottom or by the local government itself? Alone, it has special benefits, but when we have to choose any kind of way among these methods, we should consider the historical background of the political system and the national character.

Mr. Burness chose the following examples to explain his topic.

1. Puerto Rico - Department of Education prepares any plan for community development.
2. Mexico - Department of Agriculture plans and trains the technical employees.
3. India - The above functions are used through the Central Government.

Mr. Burness pointed out the financial problem at the local level. The revenue source is too little for community development which depends on local tax only, therefore, we have to prepare grants-in-aid from high level government.

Mr. Henry F. Goodnow, Professor, Department of Political Science, University of Colorado, discussed Pakistan which is too much centralized country to explain the historical problem of the political system.

Mr. Carl Taylor, former Community Development Consultant, Ford Foundation, argued that the training of social skill for the Public Administrator is a more important thing rather than having an institution to develop the community in the too centralized countries.

Mr. Willard W. Beatty, Associate Program Director, Save the Children Federation, insisted that community development depends on self-help among members who comprise the community. For the second problem, he emphasized money which is called a key of community development.

Mr. Edward A. Lutz, Professor, Department of Agricultural Economics, Cornell U., discussed the necessity of a strong central power in many fields especially in the under-developed country.

XV. Educating Executives--Effective Elements In Development Programs.  
Reported by Mr. Tae Sup Park

Learning by doing can be augmented by a number of valuable off-the-job training methods. In general, the more closely off-the-job training is geared to real governmental problems, and involves participation, the more likely it is proved effective. Some off-the-job training can be transformed easily into on-the-job training and action by drawing only on real and current problems for training material. In particular, the panel discussed and criticized the university program as an off-the-job training program.

The advantages of a university program were as follows:

1. The university brings together men from a variety of occupational skills and agencies.
2. High level executives who are normally reserved and conservative in expression can, when taken away from their agency, sometimes participate more freely and profit more fully in the new environment.



Selection of trainees in a government agency include the following:

1. Relation to job analysis - A basic rule in training holds that it should be based on a careful appraisal of training needs. In other words, what needs should be taught.
2. Problems of selection - In most agencies, the real purpose of certain selection of trainees in connection with training is not recognized. We should recognize the nature of certain training for a public career. Also we should standardize the selection criteria of trainees.

The content of liberal education for public careers was discussed as follows:

1. Inspiration of liberal art for the upper managerial staff and middle management; broad area training.
2. Executive decision making.
3. Dealing with human relations
4. Leadership
5. Receptive capacity of law changing.
6. Technology in connection with nature of the specific job.
7. Development of critical view points.
8. Role playing.
9. Case methods
10. Statistical management.

In teaching jobs, you cannot teach everybody, but you can help people to learn. In addition, the teacher should have powerful teaching methods. On the other hand, in the agency, the training program for public careers should be based on the element of techniques.

Generally, most long terms in university programs are about 3-4 months, and the short terms are from about one to two weeks.

The limitation of university programs is that the university program can not tell you how to resolve all problems of on-the-job training in the agency.

Academic programs for the public career not only show good information, but they also concentrate best liberal education for the development of executives.

XVI. Ethics for Administrators

Reported by Mr. Woo Hyun Lee

This clinic was held April 3, 1959, at the National Conference of the ASPA. The chairman of the committee, Mr. Wayne A. R. Leys, Dean, the Graduate Division, Roosevelt University, Chicago, introduced the participants.

At the beginning of the session, Mr. Leys pointed out that "ethics for administrators" concerns the problem of what should be done to be ethical and that it involves the problem within a code of ethics, of legislated or adopted standards of self-restraint. Thus, he asked such questions as:

1. Are the standards of ethics proposed?
2. What do we mean by the Code of Ethics?
3. Is there any definite measure of sealing these standards?
4. Are there any problems involved in depending upon levels of government?

Mr. Stanley Kreutzer, Counsel to the City Council, New York City, pointed out the following problems in relation to the Code of Ethics which had been passed in his city:

1. Disclosure of financial and official records as one of the best means of preventing unethical practices.
2. A code as a means of controlling misconduct and reconciliation of conflict of interest.
3. The relation of the integrity of an employee to the interest of the city.
4. A code of ethics as a tool of government and the city administration's dependency of maturity upon this tool.

Mr. Edward G. Conroy, City Manager, Medford, Massachusetts, discussed the conflict of roles.

Phillip Monypenny, Professor, Department of Political Science, University of Illinois, pointed out the problem of loyalty to the office program.

Mr. O. Glenn Stahl, Director, Bureau of Programs, Washington, D. C., gave his view points on the conflict of efficiency and due process in terms of public welfare.

Mr. Nathan D. Grundstein, Visiting Professor, University of Pittsburgh, was asked by the chairman to explain how ASPA had been working on subject problems. He therefore gave an analysis of the process of establishing a Code of Ethics. This included:

1. The problem of non-market morality; he pointed out the lack of a guide by which this problem is to be evaluated.
2. The problem of the realm where the individual is to find choices in terms of his selection of behavior. He argued we must try to tolerate permissible choices for the individual.

3. The problem of organizational loyalty and humanitarian loyalty. The speaker recommended that we should not go too far in terms of organization by referring to an illustration concerning German soldiers.
4. The problem of abstract goodness as an ethical standard. This is not effective, and not definite in understanding what the public really expects to be essential.

Mr. Robert A. Walker, Chairman, Committee on General Studies, Stanford University, made comment on the danger of excessive literal interpretation of ethics as follows:

1. Loyalty: There is a dilemma between organizational loyalty and higher morality. He raised the question; "how can we reconcile this dilemma?"
2. Conflict of Interest: He argued, that conflict of interest is not such a difficult problem, because there are certain boundary lines beyond which public servants cannot go.
3. Democratic process: The question of relation with the public representative in terms of the democratic process. E.g., Informing the public of what the public servant is doing.
4. Obligation to organization: An obligation within an organization in terms of internal relation with colleagues and subordinates or superiors.
5. Development: An obligation of superior developing and encouraging junior officials in connection with recommendations. Also a recognition and transfer of individual capacity.
6. Conclusion: He concluded that what we really need is not a "record" or "code" but man's brain.

Mr. Orba F. Traylor, Commissioner of Finance, Kentucky Department of Finance, Frankfort, was asked by the chairman to talk about the problems confronting state government. Mr. Traylor warned about the importance of efficiency in administration in case of codifying a code of ethics.

Mr. S. Stanley Krutzer, Counsel to the City Council, New York City, pointed out valuable merits and functions of the Board of Ethics in New York City. They are as follows:

1. A central place for discussing the problems.
2. A necessity of providing certain guide lines based on experience.
3. A safeguard of clientele is involved.
4. An educational tool.

He emphasized that we cannot get everything done at once, but what we need is "a good start". He argued that public opinion won't denounce this kind of institution or practice.

Finally, the role of education in universities was discussed. Mr. Grundstein and others emphasized the need of new evaluation as time goes on. The role of the public servant in contrast to other professions should be oriented during the university training or education. The continuous effort of ASPA to cooperate in this task is very significant.

In his summarization, the Chairman concluded that:

1. Abstractness of standards is less effective in motivating public servants than ethical consensus.
2. Broad information should be gathered to study the problem through discussion and research.
3. Cooperation with ASPA concerning problems is essential.
4. One approach to a problem is not enough for solving a matter.

XVII. Disaster Preparedness--Inter-Governmental Relations in A Crisis  
Reported by Mr. Kee Mook Kim

Confusion of time schedules prevented Mr. Kim's attendance.

XVIII. Competing for Administrative Brainpower  
Reported by Mr. Tae Sup Park

As in so many fields of public management, the evaluation of the personal function has been especially dynamic during and following the war and emergency years of the past four decades. There are still continuing problems that are pointed up by the modern social science research program.

Many problems facing the public career were discussed. Particularly, we discussed and commented on problems of recruitment for public careers.

First of all, the most attractive factors for a public career today were enumerated as follows:

1. Equality of opportunity for promotion.
2. Equal economic conditions among the same level careers.
3. Distinguished responsibility of work scope.
4. Broadening reaction of the job.
5. Good working conditions
6. Fringe benefits.

The unattractive factors are:

1. Political pressure.
2. Public opinion.
3. Fringe benefit--less amount.
4. Job security.
5. Low prestige.

The answers to those questions were discussed as follows:

1. There should be less of an impersonal bureaucracy.

2. There should be more pay.
3. A more flexible transfer system should be made possible.
4. An improvement of selections of recruitment should be made.
5. We should guarantee job security for public careers.
6. Improve human relations.
7. Improve quality of public servants, (scholarship).

The above aspects affect motivation of young people who are deciding whether to have a public career or not after graduation of school.

One young discussant who was from a government agency remarked on the experience of his job in the government in regard to personal advantages. They were as follows:

1. Personal satisfaction: He has developed in the professional area since coming to the government agency.
2. There is an opportunity for movement.
3. Jobs are comfortable.
4. There are good relationships.

He described personal disadvantages as:

1. Retention: The likeliness of getting new things is hard.
2. Restriction of contact in decision-making matters with supervisors.

The conclusions this panel arrived at were:

1. The government should create for itself more attractive factors in order to absorb the best brain power in the nation.
2. The government should keep compatible promotions, transfers, and placements, plus job description and job security.
3. We should consider problems of prestige at the state and local level, because public careers in connection with recruitment at these levels are lower in prestige than those at the federal level (flexible transfer).

**XIX. The Executive Office—Extension of the President's Personality?**  
Reported by Mr. Chong Ki Choi

Mr. Elmer B. Staats, Assistant Director, U.S. Bureau of the Budget, Washington, D.C., presided as Chairman of the panel. Mr. Staats said the President is the chief of state, the leader of a political party, and the commanding general of the armed forces. Therefore, can a chief executive's staff really speak for him?

Mr. Richard E. Neustadt, Associate Professor, Columbia University, said the staffs make the political policy for the President, and they can strongly advise the President. He further said that each Department should have a channel of communication with the National Security Council.

Mr. Maxwell M. Rabb, Attorney-at-Law, New York City, said the staff of the president is too large. In 1936, however, the executive office was smaller than the present one. The cabinet of the President is a simple unit which coordinates all committees and departments. The Security Council and Cabinet, are coordinating Departments for team work. Every question is tackled in these Departments and reported to the President. The President needs his assistant's advice to examine the problems.

Mr. James H. Rowe, Jr., Attorney-at-Law, Washington, D.C., said the President controls the government's finance and budget on which he was advised by an economic advisor of the executive office. The economic advisors really speak for the President. Cabinet secretaries are highly qualified and very well trained executives.

Marshal Dimock stated that this problem has been discussed along with the coordination of administration and institutionalization of coordination for the past 20 years. The Presidential staff is at the Departmental level, therefore, the Department is large. The Chief executive and vice-president are seen in a cooperative structure. The President has constitutional power regarding institutions. He cited the example of the General Motors Company system. He emphasized that the White House is moving more and more toward the departmental level. The White House staffs are not in the executive career service.

**XX. Forethought Vs. Crisis--Preventing Problems by Planning**  
Reported by Mr. Hai Won Rhee

Mr. Reuben G. Gustavson, President and Executive Director, Resources for the Future, Inc., Washington, D.C., discussed the material resources in the modern world. In his speech, he raised the question about why we have to plan for natural resources. Of course, the United States has various kinds of resources and they are extended, but it will meet the end of its resources anyway.

Mr. Gustavson discussed the oil problems, for example. Oil is one of the most important material resources. When we imagine the shortage of oil, it is frightening. It has been stated that we can use the atomic power instead of oil, but oil is one of the keys of atomic energy. Therefore, he argued, we still have to plan using material resources. However, it should be noted that planning is completely different from collectivism or socialism because we can see planning everywhere where there are more than two people working for a particular purpose.

He discussed the following three categories to develop his topic:

1. **Technology:** Technology depends upon energy and is a kind of energy because, we can cover the shortage of resources through well skilled technology.
2. **Education:** Education is the key of technology.
3. We must consider the universal resources allocation.

At the end of his speech he stated that we have to consider the relationship not only in the underdeveloped countries themselves, but also the relationship between underdeveloped countries and developed countries to achieve the above purposes.

Mr. Phillip M. Hauser, Chairman, Department of Sociology, University of Chicago, spoke on the "long view of our human resources."

First of all, he made the following four points to develop his discussions

1. Relation of human resources in the various fields of activities.
2. Relation of human and natural resources.
3. Crisis of increasing of human resources.
4. Universalizing of human resources.

Mr. Hauser argued that human resources are concentrated too much in the top government officials. Especially in the underdeveloped countries, the majority of people who are well educated are concentrated into the public administrator.

Secondly, he said, the increasing of human resources should be equal with the increase of industrial outputs. We also have to consider the rate of increasing between resources with natural resources. (The latter point comes out clearly in the next stage).

Thirdly, the rate of increasing of human resources is 1.7% in the world. The maximum of increasing is 50 billion throughout the world. If we have a maximum population, the social structure, political and educational conditions should be changed. Therefore, he said, we need birth control to prevent the crisis of increasing human resources. Of course, birth control sometimes depends upon the economical situation. Therefore, the increasing of human resources should be equal with the increasing of industrial outputs, but the population of the United States decreases against the increasing of industrial outputs.

Fourthly, in order to solve the above crisis, we have to consider the "universalizing" of human resources between underdeveloped countries and developed countries.

Mr. W. Arthur Lewis, Deputy Managing Director, United Nations Special Fund, New York City, spoke about "making a development plan."

In his speech he insisted that the nature of economics is composed by private sector and public sector, and both sectors should be researched and planned by Governmental planning. The planning of foreign exchange and the increasing of national income are good examples, because Government planning can stimulate the economic condition through private and public sector. Mr. Lewis took public housing for an example. He also said education is one of the most important methods to develop Government planning and to realize the final goal.

He then chose Africa to conclude his discussion and noted the following:

1. Poor quantity of educational organizations.
2. Poor quality of teachers.
3. Too many children in families of the unemployed.

Therefore, he said, we have to use both ways to stimulate private and public sector (public interest) in order to get a development plan. Of course, it is difficult to distinguish public interest from private sector, but it comes out clearly, he insisted, when we use the modern "democratic sense".

## XXI. Mathematical Management

Reported by Mr. Jong Han Park

The thought of this panel included integrating operations research and electronic data processing into administration of public programs. The procedures, problems and potentials were discussed.

Mr. Leslie C. Edie, Chief, Project and Planning, Tunnels and Bridges Department, The Port of New York Authority, New York City, gave us the following report:

Mathematical management is a controversial subject in operations research of the New York port. Mathematical management has been defined as the application of the scientific method to management's decisions. Although mathematical management is not now prevalent in decision making, it is hoped that it will come into universal use. Among the areas in which mathematical management is put into use are operations research and quantitative measurement.

Mr. William E. Young, Chief Data Processing Center, Ohio Department of Finance, Columbus, gave the following report:

The computer has created the seeds for future operation research. This is due to the fact that the computers using tape have concentrated whole universes of data in central locations. Examples of this are:

1. Checks: Check payment and the Reconciliation Division in the Treasury of the United States.
2. Bonds Bureau of Public Debt, Parkersburg, West Virginia.

When working with tape systems you can collect additional data with ease and little storage is needed. This provides adequate basis for operations research surveys to be programmed on computers during normal idle time.

Mr. Samuel N. Alexander, Chief, Data Processing Systems Division, National Bureau of Standards, U.S. Department of Commerce, Washington, D. C., gave us a slide presentation of the Bureau of Standards.

Professor Lowell H. Hattery, School of Government and Public Administration, the American University, said that operation research is an essential tool for management. He then raised the question of how well have we done in operation research?

Alexander answered that the real significance of the Electronic Data Processing and operations research work is that you can now bring in and identify all the values, factors and criteria which are diagnostic and are basic to the operation of a problem area and calculate their inter-relationships in definite quantitative and predictable terms.

Data processing in installation computers is not exact if there exists a mistake on the part of the men in the organization. Mathematical managements suffer from lack of data. Men must group exactly what is going on in the organization. Expenditure is a good standard of how good a new method is.

All of these problems are related to the organization problems. Therefore, these problems have risen from the idea of how well the organization is managed.



Mr. John R. Provan, Assistant Administrator for Administration, Veterans Administration, Washington, D.C., gave us the following report:

Where you have a series of comparable elements which can be equated in ratios in quantitative terms the use of computers is justified. However, where the factors are subjective then the computer is no good.

You must be able to quantitatively construct a model of the problem. Therefore, identify your problem. Usually operations research involves the running of a series of tests in which the aim is to obtain the optimum results given certain variables. This is done by holding all but one factor constant and varying one in relationship to the others until an optimum relation is achieved. This is done for all factors in the problem model. Finally, an optimum total of factors is achieved.

**XXII. Federal Dollars and Local Autonomy**  
Reported by Mr. Dong Hee Park

This clinic was held at the annual meeting of the American Society for Public Administration with Mabel Walker, Executive Director, Tax Institute, Inc., Princeton, New Jersey, as chairman.

In the basic overall questioning, Mr. Delphis C. Goldberg, Professional Staff Member, Intergovernmental Relations Subcommittee, Washington, D.C., argued the ultimate limit of Federal Aid. The Federal government has a limitation to protecting State Government through funds. Under this situation, he continued arguing that the responsibilities between State and Federal Government are very important and should be concentrated on minimizing central Government control of funds, and also how to make State Government action maximum in order to return benefit to the taxpayer.

Professor Kenneth E. Beasley, Department of Political Science, University of Kansas, also discussed relationships between state and Federal government. The state government of Kansas attempts to:

1. Balance in tax structure through regressive or progressive tax structure.
2. Unify the taxation system.
3. Have flexibility in operation of government.
4. Consider its psychological position.

Federal aid to State government should be a part of an economical structure. In other words, it must give more flexibility in revenue according to economical and political situation change.

Mr. Noel V. Lough, First Secretary, New Zealand Embassy, Washington, D.C., explained the New Zealand experience of central financing of education and construction of highway systems, the police department, or public education problem should be sponsored by central government. Central financing control in New Zealand has a built-in system. Public schools are operated on a regional basis even though they have a grant-in-aid from the central government. The central

government has a responsibility to allocate the grant-in-aid. However, the only thing which is different from other countries is the degree of centralization. In a democratic society, the Federal government has to assess social equality by diminishing inequality of education which is not easy for state government.

Professor Arthur W. Bronage, Department of Political Science, University of Michigan, contends that Federal aid has an impact on state government, because the increase of Federal dollars is increasing state and local efficiency. Now the government's function has been expanded day by day. Under this situation, the Federal government does a better job in policy making.

Mr. James A. Maxwell, Chairman, Department of Economics and Sociology, Clark University, stated that Federal aid should stimulate the device of state government to do its job. Actually, if the social welfare, education, or highway programs are put into the state government's hands, they could not be well done. Therefore, Federal aid should stimulate the device as far as state and local government are concerned.

Miss Selma Mushkin, Public Health Service, U.S. Department of Health, Education, and Welfare, Washington, D.C., explained about Federal and State government activities as follows: She said the most important device is to attain coordination between Federal and state government since the Second World War. As a matter of fact, Congress has passed several laws about Federal grants-in-aid dealing with specific programs of state governments. While state governments increase their service for the people, they have a lower level of revenue.

Mr. Goldberg expressed his opinion by stating that there are two kinds of grants-in-aid. One is the Block grant-in-aid which is an unconditional grant for public welfare, the other is an "earmarked grant-in-aid". He recommended the Block grant-in-aid as a highly desirable grant, because the state and local governments can get great autonomy in the use of funds. Professor Beasley agreed with Mr. Goldberg's recommendation.

Mr. Carter W. Atkins, President, Connecticut Public Expenditure Council, Hartford, explained his opinion about consideration in Federal aid programs. Revenues of federal government are largely dependent on taxation. Therefore, there is competition between Federal, state and local governments. The increase of the tax rate in the state-local level is very necessary in order to carry out extended government functions. Therefore, equity problems in the Federal aid program must be considered.

XXIII. A Novel Approach To Administration  
Reported by Mr. Pyung Kun Kang

There are many important things to be learned about administration from literary sources, and these sources should be regarded as resources by students, teachers and administrators. Simultaneous with this are insights from the vicarious experiences of novel reading which should also be regarded as very important. These viewpoints were the central concern of this panel and titled "a novel approach to administration".

The panel began at 9:30 a.m., April 4, with the introduction of speakers and discussants by the Chairman, Mr. Dwight Waldo, Acting Director, Bureau of Public Administration, University of California, Berkeley.

The first speaker, Mr. Edwin A. Bock, Inter-University Case Program in New York insisted on the following:

1. Novels are generally more illustrative and attractive to the readers than professional writings, and therefore, are valuable and helpful for undergraduate students in supplementing and making the rigid lecture soft.
2. We can get from good literary treatments of administration a wisdom that is impossible to get from professional writings. We can, through a literary view see administration and administrators as others view them.
3. Not only novels, but also plays are important in supplementing what we learn from professional writings because playwrights usually have a deeper insight into man in an administrative context than political scientists and public administration experts.

The second speaker, Mr. Rowland A. Egger, Chairman, Department of Political Science, University of Virginia, took the following five elements as the characteristic of good administration novels:

1. Through novels we can understand what we know.
2. From novels we can learn what we could not possibly learn about administration otherwise.
3. We can get from novels a desirable professional humility.
4. We can get from novels a coming to grips with decision making in its psychological and moral aspects.
5. We can get through novels a desirable emotional release.

The third speaker, Mr. Norton E. Long, Northwestern University, insisted that the following three facts should be taken into consideration:

1. The way to understand the administration through novels is better than through professional writings.
2. To get novels together, to try generalizing them, and making use of them is very important and relevant to administrators.
3. There are many problems in regard to form and construction of novels, implicit theory and case writings, etc.

There were comments on the above mentioned speeches by Mr. Coldwell, Mr. Campbell, Mr. Kaufman, Mr. Knoll and Mr. Stein. Roughly speaking, the four of them buttressed the importance of administrative novels, and Mr. Stein was the only one strongly against it. He insisted on the exclusive necessity of case study.

#### XXIV. Relating Regulatory Action to Public Policy

Reported by Mr. Jae Duck Suck

The Chairman of the panel, Mr. Marshall E. Dimock, All-University Head, Department of Government, New York University, noted that public regulations protect private rights and that only cooperation between government and private activities can resolve the regulatory policy problems.

Speaker Rosel H. Hyde, Commissioner, Federal Communications Commission, Washington, D. C., pointed out that most operations of communication facilities try to serve the public in much the same way that a public-utility business does. The operators' relation to the public is close, their capital investment is relatively large, and they have similar tendencies toward monopolies. Mr. Hyde also explained the purpose and function of the Federal Communication Commission.

Mr. Emmette S. Redford, the Brookings Institution, Washington, D. C., noted that there is a strong relationship between special commissions and public interests. The Commission's goal of regulation is effective control. In addition to meeting certain economic requirements, the policy should meet the test in practice through sound and efficient administration. Mr. Redford also pointed out that technical problems should receive complete research.

The five discussants of the panel covered the following:

1. All government plans should have their basis in public opinion.
2. Regulation should be made in consultation, not only with lawyers, but also with other specialists in the fields relating to the problem.
3. If the governmental agencies do not cooperate among themselves, they can not command the respect of the citizens.
4. Commission regulations and activities should be based on public interest.

#### XXV. Technological Change As A Governmental Problem

Reported by Mr. Bong Chan Suh

This panel discussed "Technological Change as a Governmental Problem"—how can the government organize and plan in advance to meet social tensions and adjustments caused by rapid technological change?

The panel Chairman was Mr. Don K. Price, Dean, Graduate School of Public Administration, Harvard University; and a member of the President's Advisory Committee on Government Organization. Mr. Price introduced the speakers and suggested with respect to this subject, problems concerning change in the next decade.

The panel discussed with respect to different points of view of the same subject by each of the speakers.

The first speaker, David Z. Beckler, Executive Officer, The President's Science Advisory Committee, Washington, D. C., emphasized the topic of how the government copes with problems. He listed the following:

1. Comprehensive study of technological problems.
2. Technological change in historical background.
3. Innovations of technological science in governmental problems.
4. Scientific methods are needed in governmental problems.
5. Scientific contributions in governmental problems.

The second speaker, Donald N. Michael, Senior Research Associate, Dunlap and Associates, Inc., Stamford, Connecticut, stressed the topic of tension and adjustment in an era of change. He stated the following:

1. Tension of social change in population.
2. Special change in army tensions.
3. Technological developments in governmental problems.
4. Behavioral organization in governmental problems.
5. Technological change in governmental organization.

The third speaker, John C. Honey, Executive Associate, The Carnegie Corporation, New York City, discussed the new approaches to rapid changes as follows:

1. The government is responsible in technological change.
2. Decision making is necessary in policy problems.

#### XXVI. ASPA Chapter Activities--Discussion and Action

Reported by Mr. Hong Soo Lee

Comments on the local chapters by the Chairman, Alfred M. Pelham, Associate Professor, Department of Political Science; Budget Officer, Wayne State University, were as follows:

1. People think of the local chapters as professional organizations, but this is not necessarily so. We need to do a better job than last year.
2. We should think about who are the administrators and what can the organization offer to its members? Services are qualitative rather than quantitative.
3. The two fundamental problems for development of the local chapters were discussed as:
  - a. How to set up work-shops which have continuity
  - b. How to set up a round-table which meets three or four sessions in a year. This type of meeting is best seen in the Washington, D. C., Chapter.
4. Also included was the idea of setting up study groups for special subjects, membership questionnaires, and local membership cards for identification.
5. The following factors should be considered in the exchanging of ideas with other chapters; time, mechanics, and geographical condition.

XXVII. The Fight For Funds--The Administrator And The Appropriation Process  
Reported by Mr. Dong Hee Park

The clinic was held at the annual meeting of the American Society for Public Administration with Clark D. Ahlberg, First Deputy Comptroller, New York State Department of Audit and Control, Albany, as chairman.

First of all, Mr. George Y. Harvey, Director, Bureau of Government Research, University of Missouri, explained, in his opinion, how to deal with the budget in the Appropriation Committee as follows:

There is no hierarchy system in Congress. Each member has his own responsibility to the voter. Therefore, there are difficult problems in deciding the budget in Congress. The budget document has to take account of the business aspect and it also is a political document including a political program. Generally, there are three problems to consider about the budget before Congress can approve it. These include:

1. Each executive agency requests its financial requirements to the Bureau of the Budget.
2. The President's budget document, which has been made ultimately with respect to each appropriation and each executive agency's program by the recommendations from the Director of the Budget, is transmitted to Congress.
3. After the budget is sent to Congress, hearings are held and testimony is taken first in the House Appropriations Committee and then in the Senate Appropriations Committee. The hearing before the Congressional Appropriations Committee consists of appearances by representatives of each of the executive agencies and sub-agencies for the purpose of explaining and defending each item in the President's budget requests. Each item in the budget is thus examined again, and ultimately Congress enacts appropriations enabling Government agencies to incur obligations and make expenditures to carry out the various Government functions. Appropriation Processes are frequently influenced by political pressure groups.

In discussion of the executive budget system, Mr. William Cobb, Chief Examiner, Texas Legislative Budget Board, Austin, related that the State of Texas has no executive budget system. Their budget is more by consultation between the Executive branch and Legislature. Also, the Legislature has played a more helpful role for executive agencies.

Mr. Byron T. Hipple, Jr., Deputy Commissioner, New York State Department of Social Welfare, Albany, explained his views about the problem. He stated that political advice is needed to help the Legislature. When the Government budget is reduced or cut down by the state legislature, negotiation between department agencies and the legislature should be made to arrange reduced funds. With respect to the questions of "how well does it work in carrying out the people's will in the executive branch," and "should the Bureau of the Budget take in to consideration the desire of the legislature in forming the the Government budget," Mr. Hipple continued his argument by saying that as far as the legislature is concerned, they want to propose that the governor not take consideration actually, and they it would be possible to compromise with each other.

The Chairman, Mr. Ahlberg, explained his opinion by saying that if the governor and legislative bodies are from the same party, there would be a fixed prevailing budget. But if they are from different parties, there would be more flexibility in making budget estimations.

Mr. Donald C. Wagner, Managing Director, City of Philadelphia, discussed the following point. He said, the City of Philadelphia requires an executive budget. The Mayor and the Chief of Council use to consult about the budget policy on a tax base regarding the budget estimation before making the executive budget. Now, Philadelphia has a strong Mayor system. Therefore, there is no difficulty in budget making or fighting for funds by executive agencies. This is an extremely fortunate thing for the people of the city of Philadelphia.

In addition to this argument, Mr. Harvey explained his opinion about the difficulty of Federal Budget making. He said, the City of Philadelphia can have a balanced budget with careful consideration. However, the Federal Government's budget, within the last 30 years, can not be balanced because of economical stabilization. From the technical view point, there is a possibility of an executive fight for funds in Congress, while Congressmen tend to protect their voters.

Mr. O. Gordon Delk, former Deputy Commissioner, Internal Revenue Service, U.S. Treasury Department, Washington, D. C., discussed budget control as follows. He said, now we have an audit system for budget control. The General Accounting Office has taken the job for Congress. We expect more impartiality from the audit system which is neither in favor of Congress nor the executive agencies. Also, the pre-audit system should be emphasized in budget control, because more effective control will be produced.

XXVIII. Work Load Peaks and Valleys  
Reported by Mr. Jong Han Park

This panel was held at the 20th National Conference of the American Society for Public Administration. Mr. A. Freeman Holmer, Director, State Constitutional Studies Project, National Municipal League, New York City, acted as Chairman.

Every activity of government or private enterprise is subject to fluctuations of work loads. These fluctuations arise from many causes--cyclical, seasonal, legislative, traditional, and those inherent in the nature of the activity itself.

We are concerned with such things as the management of elections, coping with the Christmas mail rush, processing income and other tax payments, the annual licensing of motor vehicles or other objects of licensing, and similar activities. One purpose is to discover what common threads of administrative knowledge are woven in this particular managerial pattern and to discover, if we can, the best ways of dealing with the problem.

The question of how to handle heavy work loads was raised. The members of the panel answered the question by telling of the specific experiences they have in their jobs. The task of issuing automobile licenses and drivers licenses was discussed. One way to eliminate one huge peak each year in processing licenses is to stagger the registrations by a quarter or month of the year, that is, require renewal once a year but divide the renewal dates between four quarters or 12 months. The great advantage of this system is to eliminate hiring large staffs of temporary

employees. There are a number of states which do stagger the automobile licensing, and thereby realize savings.

A similar problem exists in processing income and property taxes. The panel discussed the possibility of staggering this work load problem, but decided it would be unwise because it would be hard for the citizens to understand the system and therefore difficult to enforce.

A businessman on the panel explained that his office uses advertising to get people to take care of their business during their normally slack periods.

The Post Office has a tremendous peak problem at Christmas time. They have had to increase their workers by 60% during the Christmas rush. The man representing the Post Office said that their "Mail Early Campaign," pushed by radio, television, newspapers, posters, etc., has enabled them to move the mail peak to 10 days before Christmas, and thereby enabling them to deliver almost all the mail by Christmas day.

Another instance in which peaks in work loads arise in almost any office is the requirement of special reports. One man explained that top management in his outfit was demanding extensive reports at a time when they were already overburdened. His solution was to prepare a calendar to show top management when their regular reports were required. The calendar had a very useful effect in that top management used it to schedule the reports they wanted during the "valleys" in the normal work.

Members of the panel discussed the use of electronic machines to meet peak loads, and suggested the rental of machines when they are needed if the cost is less than hiring temporary personnel. The machines can help to level the peaks, but they may also have the effect of creating greater peaks if data is compiled over a period of time to assemble sufficient quantity to justify use of machines.

Another general way of handling peak work loads is to decentralize the function. One man in the audience suggested that a number of gas stations be delegated the responsibility of issuing car licenses. Most of the men of the panel thought that this would not work because the state would not be able to adequately control the issuances. However, they did agree that a new concept should be considered.

Toward the end of the session, the point was made by several persons that before changes are made for the sake of efficiency, the question of will the change better serve the public should be carefully appraised. Efficiency should not be sought for its sake alone.

The mechanics of hiring additional employees for peak periods was discussed, and members of the panel told how their agencies did it. The Post Office and the Internal Revenue draw heavily on housewives and students who are seeking part-time or temporary employment. The Internal Revenue attempts to hire the same people year after year during its peak months. The use of permanent personnel already in the organization can be best done if specialization is avoided where possible and people are transferred laterally.



The use of equipment in meeting peaks has to be carefully considered. One man in the audience stated that it is often more economical to have individual computer machines near the source of information, than to group the machines all in one spot. The cost of bringing the data to the machines can be very high. If you plan to use basic equipment like trucks, typewriters, all office and field machines, you can use them interchangeably in more than one office or field post.