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# *Research*

*at the*

## SCHOOL OF PUBLIC ADMINISTRATION

SEOUL NATIONAL UNIVERSITY  
1959 - 1960

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Terminal Report  
by  
GLENN D. PAIGE

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MY  
Se61pai

SEPTEMBER 1961

RESEARCH AT THE  
SCHOOL OF PUBLIC ADMINISTRATION  
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University of Minnesota

United States Operations Mission to Korea

September 4, 1961

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## I. OBJECTIVES OF THE ASSIGNMENT

The main objectives of the assignment of the second research advisor at the School of Public Administration, Seoul National University, from September 1959 to September 1961 were (1) to assist the School in developing a comprehensive research plan for faculty research activities including those of the Research Center, (2) to guide the preparation of University of Minnesota theses and dissertations by returned participants, and (3) to conduct demonstration teaching and research.

During his short six-month tour the first research advisor, Dr. William O. Farber, had been highly successful in pursuing the second of these objectives. Two M.A. theses were completed during that period with his encouragement and guidance: "The Higher Civil Service Examination System in Korea" by Hae Dong Kim and "Administrative Structure and Practices in the Government of Korea" by Woon Tai Kim.

## II. PHASES OF ADVISORY EXPERIENCE

The experience of the second advisor fell into three perceptible stages: (1) a period of program formulation, (2) a period of analysis of program obstacles and search for solutions, and (3) a period of initial implementation.

### Phase I: Program Formulation (9 months)

The central question of the initial period was, "What needs to be done?"

Some of the major activities undertaken during the period were: (1) to discuss the School's research needs with all members of the faculty and advisory group, (2) to interview Minnesota degree candidates about their research plans, (3) to discuss public administration research needs with

Korean and American officials, and (4) to become familiar with relevant social science research through talks with Korean social scientists at Seoul National University and at other institutions.

The projected program which arose out of these deliberations was contained in a paper entitled "Research Frontiers in Korean Public Administration" which I completed in the spring of 1960.<sup>1</sup> This paper suggested six research strategies for advancing the study and teaching of public administration in Korea: (1) empirical institutional description and analysis, (2) the articulation and analysis of administrative values, (3) systematic comparison and empirical theory building, (4) the analysis of administrative problems, (5) the preparation of case studies, and (6) the conduct of studies in administrative history.

One hundred twenty-five copies were distributed to faculty members, students, and interested officials. Two copies were deposited in the School Library.

Two other major activities occupied my attention during this initial period.

First, at the request of the School, nearly four months of full-time effort were devoted to rendering translation and editorial assistance to a Research Center publication: Organization and Functions of the Republic of Korea Government.<sup>2</sup> Less extensive assistance was given to a subsequent Research Center publication of a similar nature: Organization and Functions of the Government-General of Korea. This publication outlines the Japanese

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<sup>1</sup>Consult Appendix F.

<sup>2</sup>The publications of the Research Center, 1959-61 are listed in Appendix D.

administrative structure in Korea prior to 1945. These two translations were financed with School funds.

Second, the Research Center was aided in helping the then Office of Public Information to conduct the first radio audience survey in Korean history. The first survey involved 1500 Seoul households, the second covered 2500 households throughout the nation. The results of these surveys were reported as: Radio Management Bureau, Office of Public Information, Final Report on the Radio Listeners Opinion Survey, January 1, 1960, 77 pp. For its assistance to these surveys the School of Public Administration was awarded a citation by the Republic of Korea Government. These surveys constituted the first major collaborative effort between the Government and the School. Both projects were financed with Government funds.

Phase III. Analysis of Program Obstacles and Search for Solutions (10 months)

By the fall of 1960, a set of factors impeding the development of research activity by the Research Center, by Minnesota degree candidates, and by other faculty members had become clear. These, in order of importance, were as follows:

1. Lack of Incentive. By this is meant both social psychological and economic incentives. The Korean academic system did not encourage research: appointment to full-time instructor brought permanent tenure; promotion was based primarily on seniority, not productivity; there were no research funds; perceived low pay, light teaching burden, and shortage of teachers encouraged teaching at several universities.

Routes to economic and social status were seen through multiple teaching opportunities and easily prepared newspaper and journal essays for which monetary compensation is customary in Korean society. If

research was to be promoted, some strong incentives had to be provided. For those who already possessed graduate degrees, the University of Minnesota M.A. or even Ph.D. degree was not attractive enough to divert energies from other activities into substantial academic research.

## 2. Absorption of Energies in Preparation of Classroom Presentations.

Since the School was entirely new, the young faculty was under heavy pressure to prepare and present courses for the first time. Students were critical and tended to judge the faculty innovators against traditional content and methods of instruction. This accentuated the normal problems of a beginning teaching.

3. Lack of Research Experience. Since the study and teaching of modern public administration was an entirely new field, the pioneer scholars at the School were faced both with exceptional opportunities for creative innovation as well as abnormal difficulties. One of the major obstacles was lack of experience in empirical research. Traditional methods of documentary exegesis were simply inadequate for a situation in which there was virtually no primary or secondary documentary material at hand. The Library had not gathered the primary sources; the secondary sources had not been written. Where financial and social recognition incentives were present, traditional research skills were applied with general success in the writing of general texts based on American sources: e.g., Sang Jyo Lee, Introduction to Public Administration (Seoul, Changmunsa, 1959, 391 pp.); Woon Tai Kim, Essentials of Public Administration (Seoul, Minjung sogwan, 1960, 410 pp.); and Hoon Yu, Introduction to Public Administration (Seoul, Popmunsa, 1961, 415 pp.).<sup>1</sup> The latter is noteworthy for its initial introduction

<sup>1</sup>Consult Appendix C for a list of faculty publications, 1959-61.

of Korean materials with respect to the process of budget formulation and other respects of financial administration.

Translation skills were also applied to advance the field; e.g., by Bong Chan Suh and Chae Suk Lee in Introduction to Public Administration (Seoul: Iljogak, 1961, 208 pp.), which introduced Dwight Waldo, The Study of Public Administration (New York: Random House, 1955) to Korean readers.

But, to produce a literature about unexplored Korean administration, a different order of skills was required: first, problem formulation, requiring both disciplinary training and some minimum knowledge of actual administration; second, research design, requiring knowledge of the alternative means and possible sources of acquiring data; third, research execution, requiring at least some field observation and interviewing; and finally, data analysis and reporting, requiring the ability to systematize data collected for the first time.

That the skills problem was recognized by the faculty was illustrated by an initial tendency to regard "research" as a function to be carried out only by persons with specialized training.

4. Reluctance to Approach Government Officials. During the first year of the School's history, there was marked reluctance to approach government officials for the purpose of studying administrative operations. This reluctance was the product of several factors: the School was little known and its prestige was not great enough to encourage the faculty to test assumed official non-cooperation; the faculty were somewhat uncertain of their own competence; there was little confidence that reliable information could be gained from officials; and finally there was a difficult status problem involved



in the event that a high status professor might be rebuffed by a haughty lower status, but powerful, official.

One of the means for circumventing these status obstacles was to depend upon students, especially incumbent officials of the evening classes, to provide necessary information about administrative operations through class discussions, course papers, and theses submitted in candidacy for the master's degree.

The foregoing analysis served as the basis in the fall of 1960 for a search for means to remove the obstacles to productive research on Korean administration.

Until the norms of Korean academic society changed, it was considered reasonable that the most powerful incentive for research activity would be a combination of individual desire to improve his knowledge of Korean public administration and strong financial support. Therefore, a modest research budget was formulated, incorporating funds for the Research Center and faculty research professorships. The release of the necessary counterpart funds was awaited for nearly one year.

In order to encourage the faculty to develop research skills and to suggest research possibilities, it was decided that some kind of demonstration research activity should be undertaken. Because of linguistic inadequacy, a research assistant would be essential to the success of any such project. A request for funds for this purpose was included in the budget for advisory group assistants; counterpart funds for this project was awaited along with funds for general school research.

During the period of anticipation of financial support, a number of activities peripherally related to research were undertaken. Lectures on

research design, the case study as a tool of administrative research, and decision-making analysis were given. Several students were assisted with their master's theses. A case study of the formulation and passage of the Foreign Trade Law of the Republic of Korea was planned with University of Minnesota M.A. degree candidate Jai Duck Suck, an experienced government official. The desirability of conducting research on modern Korean society and administration was stressed at every opportunity.

One way in which the School circumvented the lack of funds and gained research experience during this period was by collaborating in government research activities. Assistant Professor Hae Dong Kim, for example, assisted the government in planning a public opinion survey. The results were published in Korean as Ministry for Cabinet Administration, Report of First Annual Public Opinion Survey (Seoul: November, 1960, 222 pp.).

#### Phase III. Initial Implementation (5 months)

The spring of 1961 brought signs for cautious optimism about the research prospects for the School of Public Administration. The School's sponsorship of two public hearings on administrative problems (in November, 1960, and February, 1961) and faculty contributions to newspaper forums on administrative reform had brought the School increasing recognition by officials and the general public.

The eighty M.A. theses completed by the School's first graduating class in April, 1961, demonstrated a wide variety of research interests and some variation in research techniques. In addition to those theses based on traditional documentary analysis, one thesis was based in part on interviews with officials about their understanding of the concept of "political neutrality" and of obstacles to achieving it. Another thesis

involved the detailed study of a judicial process from arrest to incarceration. A third study described the conduct of an electoral campaign by a single candidate. The sociometric analysis of a ministerial bureau served as the basis for another thesis.

The general political climate was favorable to free inquiry of a field research nature.

In order to fulfill partially the need for demonstration research, a pilot study of local administration was planned throughout the month of March, 1961. When Mr. Doo Bum Shin, an April graduate of the School, offered to assist the study as a voluntary interviewer, a field survey of gun (county), myōn (township), and ri (village) administration became possible. The field investigation was conducted in a county near Seoul during the first week of April.

This research interested some faculty members; at least two proceeded to launch initial field investigations of their own. Assistant Professor Hae Dong Kim, under the auspices of the Ministry of Home Affairs, interviewed some local officials. Assistant Professor Suk Choon Cho interviewed officials and made observations in the field of Seoul municipal administration.

Because of Mr. Shin's obligations as a government official, analysis of data obtained during the local government survey had to be delayed until research assistance became regularly available to the advisory group. This assistance was forthcoming on July 1, 1961, two months prior to the departure of the present research advisor. Mr. Shin was then able to accept a two-month appointment to help prepare a report on the field study. A joint paper covering one aspect of the study was drafted in August, 1961,

"Psychological Dimensions of Korean Administrative Behavior: Pilot Study of Thirteen Local Administrators."<sup>1</sup> The paper explores concepts of "best" and "worst" administration and perceived obstacles and aids to administrative change.

Release from official duties after the May military coup enabled Mr. Jai Duck Suck to devote full attention to the completion of his University of Minnesota M.A. thesis, "The Foreign Trade Law of the Republic of Korea: Case Study and Recommendations." Mr. Suck defended his thesis successfully before the University of Minnesota advisory group examination committee on August 16, 1961. It is expected that the degree of Master of Arts in Public Administration will be awarded to him formally by the University of Minnesota in December, 1961.

### III. OUTLOOK AND RECOMMENDATIONS

#### Outlook

As this report is written, the prospects for the future development of research in the School of Public Administration seem promising. Some of the most salient facilitating factors are as follows:

1. Limited counterpart funds for research have become available.

The receipt of counterpart funds which may be used for research purposes is an extremely important development. Small material support can now be provided for one or two motivated researchers.

2. General faculty disciplinary competence and confidence has improved. Heightened feelings of competence derive from two years of teaching experience, knowledge and experience gained in supervising

<sup>1</sup>Consult Appendix G

student theses, experience gained in serving as consultants to government,<sup>1</sup> participation in government research activities, and experience in publishing articles and books. This increased confidence in their public administration competence will facilitate the devotion of energies to research if motivation is present or if sufficient incentives are provided.

In addition, increased knowledge of actual Korean administrative operations will aid the identification of research problems.

3. A legal requirement for the submission of an annual research thesis has been established. On July 21, 1961 the Ministry of Education announced that "college teachers of the rank of full-time instructor and above must submit an annual research thesis." Henceforth the submission of a thesis will be required for appointment and promotion. The Ministry further announced that persons who are incompetent or who have been unsuccessful in research will be fired. Despite an impending debate over what constitutes "research" and how it shall be evaluated, if these provisions are enforced a strong incentive for faculty research will be present in the School as well as in the entire Korean academic world.

4. Government is showing growing interest in administrative research. Government interest in research is increasing. Since May, 1961, faculty and students of the School have been called upon to design and execute research in such areas as local administration, work simplification, census of officials, and policy-related public opinion polls. As a consequence of these cooperative activities, the reluctance to approach government officials is swiftly diminishing.

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<sup>1</sup>A list of faculty advisory activities is included in Appendix E.

## Recommendations

In addition to the suggestions contained in "Research Frontiers in Korean Public Administration," three major recommendations for developing research activities at the School of Public Administration are made.

1. The research budget should be increased. In 1959-60, there were no funds clearly designated for research purposes. In July, 1961, about five million hwan became available for the support of research professorships. It is recommended that a minimum research budget for 1962-63 should be twenty million hwan.

Although there will undoubtedly be pressures for equal subdivision among full-time members if the faculty thesis requirement is maintained, it is strongly recommended that pressures toward automatic equal distribution be resisted. The selection of projects and the determination of the extent of support should be based on scholarly calculations. A library study need not receive the same material support as an extensive field investigation, although both may make equal contributions to the study and teaching of public administration in Korea.

Part-time as well as full-time staff members should be considered for research support.

An adequate budget is believed to be the major variable involved in stimulating the development of a systematic School research plan and the completion of University of Minnesota theses and dissertations.

2. The School ought to seek greater autonomy in the planning and execution of administrative research. This recommendation is not to be interpreted either as a disparagement of Government-School

cooperative research activities in the past nor an injunction against those in the future. Government sponsored and directed research activities have provided valuable experience for faculty and students alike.

Nevertheless, there seems to be a danger that the development of a systematic body of knowledge about public administration may be seriously impaired if the faculty limits its activities only to crash research needed by government for policy-making purposes. Sometimes the interests of administration and scholar coincide; sometimes they do not. Provisions should be made for the study of long-range problems not of immediate concern to administrators. Provision should be made for the study of important problems of administrative theory which have wide general application but are not directly related to the program of any particular agency - experimentation on the effects of organizational change, for example.

If the School is to accomplish its social role - not only as a collaborator with government but as an independent source of public administration knowledge - commanding wide respect for accuracy, thoroughness, and integrity - it should exercise some independence in choosing research problems and in planning and executing research.

Some combination of cooperative and independent research must be sought. Independence may be promoted by government-contract research conducted under broad guidelines, by foundation-supported research, and by judicious use of the School's own research funds. The importance of a research budget is underscored once again.

3. There should be more opportunities for the exchange of faculty research experience. A monthly faculty research seminar is suggested. Each seminar would hear and discuss reports on research given by a member of the faculty or an invited guest. The sharing of knowledge about research methodologies and substantive findings during these seminars would contribute greatly to the School's research activities. Faculty members could report on their own research experience or on the published results of research in their field conducted by others. Other social scientists or governmental researchers should be invited to report on their work. Certainly one hour per month would not be too great a price to pay for such beneficial professional intellectual stimulation.



APPENDIX A

University of Minnesota Degree Research, 1959-61\*

Hae Dong Kim. "The Higher Civil Service Examination System in Korea,"  
Unpublished M.A. thesis, University of Minnesota, 1959, 80 pp.

Woon Tai Kim. "Administrative Structure and Practices in the Republic  
of Korea," Unpublished M.A. thesis, University of Minnesota,  
1959, 52 pp.

Jae Duck Suck. "Foreign Trade Law of the Republic of Korea: Case Study  
and Recommendations," Unpublished M.A. thesis, University of  
Minnesota, 1961, 89 pp.

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\*Only degree research completed in Korea is shown.

APPENDIX B

School of Public Administration M.A. Theses, 1961

1. Kyu Song Bai. "A Study of Agricultural Census Planning."
2. Yoo Bai Cha. "The Possibilities of Wage Increase for Public Officials."
3. Sung Sil Chai. "Human Relations in Management."
4. Suk Won Chang. "The Process of Criminal Investigation."
5. Sung Tae Chang. "A Study of Informal Organizations."
6. Jong Kul Chee. "The Prospects of US Military Aid to Korea and the Establishment of a Self-sustained Economy."
7. Byung Moon Cho. "Budget Preparation and Execution of the Budget in the Ministry of Justice."
8. Don Joon Cho. "Government and Public Relations."
9. Sun Jae Cho. "Some Problems of the ROK Military Pay System."
10. Sung Kun Cho. "The System of the Military Force Construction Administration."
11. Sung Ok Cho. "A Critique of Decentralized Administration of Seoul National University."
12. Sung Rae Cho. "Current Status of Grain Administration and Its Improvement."
13. Young Sup Choi. "General Principles of Planning and the Management of ROK Military Establishments."
14. Jae Ku Ha. "The Role of Pressure Groups and Some Characteristics of Lawyers' Organizations in Korea."
15. Baik Whang Han. "The Relation of In-Service Training to Public Personnel Administration."
16. Dong Woo Han. "A Study of Land Tax Administration."
17. Myun Hoo Hong. "Making the Fixed Assets Accounting Process Efficient in Special Accounts for Transportation Enterprises."
18. Sung Joon Huh. "The Influence of Staff Unions on Personnel Administration."

19. Nak Chul Joo. "A Study of the Career Military Service System."
20. Ho Taik Jung. "An Analysis of Coal Production Management in Korea."
21. In Yong Jung. "Problems of Foreign Capital Investment in Korea."
22. Sang Yong Jung. "Efficient Administration of Special Accounts of Transportation Enterprises."
23. Whan Kuk Jung. "The Planning for Foreign Exchange Earnings in Korea from Non-Trade Sources."
24. Min Koo Kang. "Problems in Efficient Personnel Administration."
25. Sin Tak Kang. "Community Development in the Philippines."
26. Suk Kee Kang. "An Analysis of the Task of Educational Administration."
27. Bong Kyu Kim. "Political Neutrality of Public Officials in Korea."
28. Byung Joon Kim. "The Establishment of Accounting Laws and Regulations Necessary for the Adoption of a Business Enterprise Accounting System in the Special Accounts of Transport Operations."
29. Byung Yul Kim. "Problems of Normal School Administration."
30. Chai Ho Kim. "Privileges and Immunities for International Civil Servants."
31. Chan Dong Kim. "Political Neutrality of the Civil Service in Korea."
32. Dong Il Kim. "The Influence of Human Relations Upon Administration."
33. Dong Won Kim. "A Study of the Development of Scientific Management."
34. Han Sang Kim. "Election Administration of Local Autonomous Bodies."
35. Jong Kee Kim. "Changes in the Present Special Accounting System for Transportation Enterprises to an Enterprise Accounting System."
36. Jang Do Kim. "A Study of a Political Campaign."
37. Jung Hyun Kim. "Administrative Management and the Inspection System in Korea."
38. Kee Moon Kim. "Financial Problems of the UN."
39. Kyoo Jung Kim. "A Study of Technical Aspects of Administration."

40. Suck Ku Kim. "Reorganization of the Military Defense Structure."
41. Tae In Kim. "An Historical Study of the Development of Small Industries in the Process of Industrialization in England."
42. Yong Bo Ko. "Reorganization of the Civil Air Transport the Administrative Structure of the Ministry of Transportation."
43. Yong Woon Koo. "A Criticism of the Labor Management System and the Labor Standards Act."
44. Yung Chan Kwon. "The Korean Farm Economy and the Agricultural Cooperative Movement."
45. Chang Hoon Lee. "An Evaluation of the ICA Technical Training Program in Korea."
46. Chang Sei Lee. "A Modernization Process for ROK Financial Administration."
47. Chi Up Lee. "Work Measurement and Standardization in Public Administration."
48. Dal Hee Lee. "A Study of Morale of Korean Government Employees in Terms of Human Relations."
49. Heung Keun Lee. "Effective Human Organization in the Ministry of National Defense."
50. Ho Kyung Lee. "The Effect of Lee Dynasty Bureaucracy on Korean Modernization."
51. Hyun Sung Lee. "Problems of Personnel Systems in International Civil Service."
52. Jae Seok Lee. "A Study of Morale."
53. Kyu Wan Lee. "Devises for the Solution of Farmers Usury."
54. Kyung Bok Lee. "The Management of Profits in Business Enterprises."
55. Soo Nyong Lee. "Reclassification of the Budget."
56. Won Ho Lee. "Some Problems of Penal Administration."
57. Yang Soon Lee. "A Power Development Plan and Economic Development in Korea."
58. Young Whe Lee. "A Study of the Compensation System for Public Officials."

59. Suk Hong Oh. "The Public Personnel System in the Korean Government."
60. Sung Sik Oh. "How to Improve Korean Local Government."
61. Chin Suk Park. "Decision Making in Democratic Administration -- Its Nature and Process."
62. Dong Yul Park. "Reformation of the Military Defense Structure of Korea."
63. Hyun Shik Park. "A Study of the ROK Military Planning System."
64. Jong Kuk Park. "The Influence of Modern Bureaucracy on Politics."
65. Jung Hoon Park. "Problems of Leadership by the Chief Executive in Korea."
66. Wan Ki Park. "Financial Problems of Small and Medium Scale Industry."
67. Woo Hee Park. "Economic Cooperation Through International Agencies."
68. Tong Chin Rhee. "A General Study of the Basic Character of Public Opinion Formation and Propaganda."
69. Choon Woo Ro. "Suggestions for the Planning and Management of a Defense Budget for the Economic Development of Korea."
70. Ui Hyuk Shim. "On the Political System of the Lee Dynasty."
71. Doo Bum Shin. "A Public Administration Approach to the Study of Government Corporations."
72. Jai Myung Shin. "Reforming the Wage System in Communication Enterprises."
73. Yong Kuk Shin. "A Study of Organization to Increase Management Efficiency."
74. Chang Kyu Son. "The Reform of Army Personnel Administration."
75. Joo In Song. "The Present and Future of the Resettlement and Assimilation Projects and the Home and Cottage Industry in Korea."
76. Jung Whan Suh. "Foreign Investment and the Development of Korean Farms."
77. Jung Wook Suh. "Organization and Management of the 'Board of Audit' of Korea."

78. In Jung Whang. "Reforming the Present Budgeting System."
79. Kap Son Whang. "An Economic Development Plan and the Role of Government for Underdeveloped Countries in Southeast Asia (Especially Korea)."
80. Hae In Yoo. "A Study of the Teachers Union Movement in Korea."
81. Ki Sun Yoon. "The Formation of Policy."
82. Sang Son Yoon. "Modern Marine Transportation and the Scope of Korean Marine Transportation."
83. Won Joong Yoon. "The Compensation System for Public Officials."

APPENDIX C

Faculty Publications, 1959-61\*

I. Journal Articles and Separate Monographs (In Korean)

Hae Kyun Ahn. "Various Approaches to the Study of Public Administration," Examination World, June, 1961.

Hae Kyun Ahn. "Public Relations," Local Administration, September-April, 1961.

\_\_\_\_\_. "The Basic Idea of Liberal Democracy," Saebyok (Dawn), September, 1960.

\_\_\_\_\_. "Administrative Reorganizations," Saebyok (Dawn), October, 1960.

\_\_\_\_\_. "The French and German Civil Service Systems," Examination World, Spring, 1960.

\_\_\_\_\_. "The Paradox of the Higher Civil Service Examination," Examination World, December, 1960.

\_\_\_\_\_. "New Personnel Management," Electric Power, Spring, 1961.

\_\_\_\_\_. "The Divine Theory of Managerial Right," Business Management, August, 1961.

Dong Suh Bark. "Public Personnel Administration," Local Administration, February, 1960.

\_\_\_\_\_. "Personnel Administration and the Compensation System," Local Administration, November, 1959.

\_\_\_\_\_. "Public Relations and the Families of Employees," Business Management, October, 1960.

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\*Only faculty members trained at the University of Minnesota are represented in this list of articles, books, and translations. The list is incomplete; not all faculty members were able to provide the desired information before the completion of this report. Greater appreciation of the nature and scope of faculty publications will be possible with the publication of a bibliography of Korean public administration now being prepared by Assistant Professor Hae Kyun Ahn. The present list omits a voluminous output of newspaper articles.

Suk Choon Cho. "The Study of Organization and Decision-Making Theory," Journal of Public Administration, June, 1961.

\_\_\_\_\_. "Municipal Planning and the City of Seoul," Local Administration, July, 1961.

\_\_\_\_\_. "Work Simplification in the Government," Local Administration, August, 1961.

\_\_\_\_\_. "Public Administration and Private Administration," Business Management, April, 1961.

Chong Ki Choi. "Problems of International Administration," Law Monthly, 1960.

\_\_\_\_\_. "The 1961 Budget of the United Nations," Examination World, Vol. 46, 1960.

\_\_\_\_\_. "The Administration of Foreign Affairs," Educational Lectures, 1960. Three lectures.

\_\_\_\_\_. "Administrative Agreements and Sovereignty," Journal of the House of Representatives, March, 1961.

\_\_\_\_\_. "The Plan to Reform Administrative Organization," Journal of the House of Councilors, May, 1961.

\_\_\_\_\_. "The 1960 Budget of the United Nations," Law and Politics, March, 1960.

\_\_\_\_\_. "International Administration," Law and Politics, June, September, 1960.

Kwang Pil Choi. "The Railroad Corporation in Korea," Unpublished paper for the Ministry of Transportation, 1961.

Hae Dong Kim. "Administrative Research," Local Administration, March, 1960, and following issues.

Tae Choon Kim. "Administration and Statistics," Local Administration, November, 1959.

Woon Tae Kim. "The Characteristic of Leadership in India," World of Thought, July, 1961.

Sang Jyo Lee. "Basic Problems of Administrative Management," Local Administration, March, 1959.

\_\_\_\_\_. "Scientific Management," Local Administration, September, October, November, 1959.



- \_\_\_\_\_. "Budgetary Problems of Public Administration," Local Administration, June, July, August, 1959.
- \_\_\_\_\_. "Regional Administration," Local Administration, March, 1960.
- \_\_\_\_\_. "Trends in Korea's Local Autonomy," Local Administration, June, July, 1961.
- \_\_\_\_\_. "Goal of Unifying the Economy-First Policy and Organizational Reform," Business Management, January, 1961.
- \_\_\_\_\_, co-author. "Organization and Management," in Sanggon Paek, et al., Lectures in Public Administration (1960).
- \_\_\_\_\_. "Various Problems in the Reform of Korean Local Administration," Local Administration, May, June, July, August, 1961.
- Woon Geun Lee. Recommendations for Managerial Improvement in the Transportation Special Account. Ministry of Finance, 1959, 40 pp.
- \_\_\_\_\_. "Lectures on Governmental Accounting," Educational Lectures (a publication of the Ministry of Home Affairs), 1960. Six lectures.
- \_\_\_\_\_. "Enterprise Analysis of the Kyongsong Electric Company: A Case Study," Bulletin of the Kyongsong Electric Company, 1959-60. Total of about 250 pages covering several numbers of the Bulletin.
- Yung Hee Rho. "Local Autonomy System in Various Countries," Educational Lectures, 1959-60. Five lectures on France, England and Wales, West Germany, and the United States of America.
- \_\_\_\_\_. "Administrative Management," Local Administration, 1960. Eight articles on leadership, supervision, communication, human relations, and public relations.
- \_\_\_\_\_. "Lectures in Public Administration," Examination and Fact (Correspondence course publication of the National Police Academy), 1961. Three articles in a continuing series.
- \_\_\_\_\_. "Local Administrative System of France," Local Administration, December, 1959.

- \_\_\_\_\_ . "The Local Administrative System of the United States," Local Administration, March, May, July, 1960. Covers historical background, county, New England town, town and township, and special districts.
- \_\_\_\_\_ . "Position Classification and Personnel Administration," Local Administration, November, 1959.
- \_\_\_\_\_ . "Contents and Critique of the State Council Degree on the Revised Appointment System for Government Officials," Local Administration, March, 1960.
- \_\_\_\_\_ . "Personnel System Based on the Merit System," Penal Administration. Vol. 10.
- \_\_\_\_\_ . "Functions and Scope of Autonomous Bodies," Local Administration, October, 1960.
- \_\_\_\_\_ . "The Path to Popular Respect," Democratic Police, May, 1961.
- \_\_\_\_\_ . "Evaluation of the Theory of the Popular Election of Local Administrative Heads," Journal of Public Administration (in press).
- \_\_\_\_\_ . "Problems of the Suitability of Introducing a Position Classification System," Unpublished paper for the Ministry of Cabinet Administration, August, 1961.
- \_\_\_\_\_ . "Interpretation of the Revised Public Officials Law," Unpublished paper for the Ministry of Cabinet Administration, June, 1961.
- \_\_\_\_\_ . "Standards for the Reallocation of Functions," Unpublished paper for the Local Administration Research Committee, Ministry of Home Affairs, April, 1961.
- \_\_\_\_\_ . "The Realities of Administrative Management and Improvement Policies," Unpublished paper for the Local Administration Research Committee, Ministry of Home Affairs.
- Bong Chan Suh. "What is Social Welfare Administration?" Local Administration, April, May, June, 1961.
- Won Woo Suh. "Administrative Responsibility" in Sanggon Paek et al., Lectures in Public Administration (1960).
- \_\_\_\_\_ . "Human Relations in a Bureaucratic Organization," World of Thought, November, 1960.

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- Woon Tai Kim. Essentials of Public Administration (1959), 610 pp.
- Woon Tai Kim. Essentials of Political Science (1961), 573 pp.
- Sang Jyo Lee. Introduction to Public Administration (1959), 392 pp.
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- Sang Jyo Lee. New Public Administration (1961), 556 pp.
- Woon Geun Lee. Lectures on Accounting (1959), 250 pp.
- Hoon Yu. Introduction to Public Administration (1961), 415 pp.

## III. Translations

Note: The first date given is the year of publication in Korea; the second date indicates the publication year of the original.

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- Hae Dong Kim (1959). William J. Goode and Paul K. Hatt, Methods in Social Research (1952). First half of book translated.
- Woon Geun Lee, co-translator (1960). O.H. Brownlee and E.D. Allen, Economics of Public Finance (1953).
- Yung Hee Rho (1960). National Civil Service League and National Municipal League, A Model State Civil Service Law, 15 pp.

Bong Chan Suh, co-translator (1961). Dwight Waldo, The Study of Public Administration (1955). Translation includes papers by Lloyd M. Short, W. T. Sayer, and J.A. Perkins as an appendix.

Won Woo Suh (1960). O. Glenn Stahl, "Public Personnel Administration," First part published in Local Administration, July, September, 1961.

APPENDIX D:

Publications of the Research Center, 1959-61

A Regional Review of Public Administration Institutes: South East, Middle and Near East Asia and Middle and South America. Research Series Number 1, June, 1959, 183 pp. In Korean.

Organization and Functions of the Republic of Korea Government. Research Series, Number 2, April, 1960, 238 pp. In Korean and English. Translation of the functions prescribed in laws and decrees for each administrative agency. Organizational charts appended.

Survey of Ministerial Public Service Training Institutes. Research Series Number 3, April, 1960, 76 pp. In Korean and English.

Aspects of Public Administration in Korea. Research Series Number 4, April, 1960, 39 pp. In Korean and English. Brief survey articles on government organization, personnel administration, financial administration, and local government.

Organization and Functions of the Government-General of Korea. Research Series Number 5, December, 1960, 19 pp. In Korean and English. Translation of the functions prescribed for administrative agencies during the late period of Japanese colonial rule (1910-1945).

APPENDIX E

Faculty Advisory Activities, 1961\*

Hae Kyun Ahn

Advisor to the Committee on the Military Career System,  
Republic of Korea Army, April-June, 1961.

Member of the Committee on Governmental Corporation Management,  
Ministry of Commerce and Industry. June, 1961-

Advisor to the President of the Korea Electric Company,  
August, 1961-

Lecturer in Public Administration, Seoul City Government  
Training Institute, April, 1961-

Research Consultant, Survey of Opinion on Local Administration,  
Ministry of Home Affairs, August, 1961-

Research Consultant, Administrative Survey of Local Government,  
Ministry of Home Affairs, August, 1961-

Dong Suh Bark

Member of the Civil Service Training Committee, Ministry  
for Cabinet Administration, August, 1961-

Specialist Member of the Political Subcommittee, Planning  
Committee, Supreme Council for National Reconstruction,  
July, 1961-

Suk Choon Cho

Member of the Administrative Management Committee, Ministry  
for Cabinet Administration, June, 1961-

Kwang Pil Choi

Specialist Member of the Political Subcommittee, Planning  
Committee, Supreme Council for National Reconstruction, July,  
1961-

Hae Dong Kim

Member of the Administrative Management Research Committee,  
Ministry for Cabinet Administration, June, 1961-

Member of the Local Administration Research Committee,  
Ministry of Home Affairs.

\*This information is incomplete.

**Woon Tai Kim**

Member of the National Planning Board under the Supreme Council for National Reconstruction, June, 1961-

Member of the Local Administration Research Committee, Ministry of Home Affairs, June, 1961-

Member of the Higher Civil Service Selection Committee, Ministry for Cabinet Administration, July, 1961-

Planner of Higher Civil Service Training Project, Ministry of Cabinet Administration, June-July, 1960. (Six weeks course for training public servants.)

**Jong Han Park**

Specialist Member of the Political Subcommittee, Planning Committee, Supreme Council for National Reconstruction, July, 1961-

**Yung Hee Rho**

Member of the Local Administration Research Committee, Ministry of Home Affairs, October, 1960-May, 1961.  
Reappointed: July, 1961.

Member of the Personnel Subcommittee of the Administrative Management Research Committee, Ministry for Cabinet Administration, June, 1961-

Member of the Taxation System Survey Committee, Ministry of Home Affairs, June, 1961-

Member of the Higher Civil Service Selection Committee, Ministry for Cabinet Administration, July, 1961-

Member of the Local Government Structure Survey Committee, Planning Committee of the Supreme Council for National Reconstruction, August, 1961-

**Bong Chan Suh**

Specialist Member of the Political Subcommittee, Planning Committee, Supreme Council for National Reconstruction, July, 1961-

**Won Woo Suh**

Member of the Administrative Management Research Committee, Ministry for Cabinet Administration, June, 1961-

Member of the Committee on the Improvement of Financial Administration, Ministry of Finance, June, 1961-



Hoon Yu

Member of the Taxation System Survey Committee, Ministry of Finance, June, 1961-

Member of the Committee on the Improvement of Financial Administration, Ministry of Finance, June, 1961-

Member of the Committee on the Improvement of the Governmental Accounting System, Ministry of Finance, July, 1961-

APPENDIX F

RESEARCH FRONTIERS IN KOREAN PUBLIC ADMINISTRATION

by

Glenn D. Paige  
Assistant Professor of Public Administration  
University of Minnesota  
United States Operations Mission to Korea

School of Public Administration

Seoul National University

May 1960

"If the university teaching of administrative sciences is not to become sterile, and a victim of empiricism and set formulas, it must both rest upon and provoke research."

Professor Andre Molitor

University of Louvain, Belgium

## RESEARCH FRONTIERS IN KOREAN PUBLIC ADMINISTRATION

### The Objectives of Public Administration Teaching<sup>1</sup>

One way of thinking about the objectives of public administration teaching is that it aims to equip the student as an "autonomous analyst" of the administrative problems which will confront him in the course of his official career. The minimum prerequisites for functioning as an autonomous analyst would appear to be: (1) the mastery of a set of concepts which sensitize the official to make certain observations of his organizational and social environment which are relevant for the attainment of administrative goals; (2) the possession of a body of theory which helps him to specify alternative courses of action and to predict their possible outcomes; (3) the possession of an articulated set of values which aids him in choosing among those courses of action alternatively possible; and (4) an awareness of the ways in which concepts, theories, and values are formed, interrelated, and changed in response to changes in the social environment and to advances in administrative science. It is this last quality which makes the administrator as an analyst truly "autonomous."

In his role as an autonomous analyst the public administrator may well be thought of as an applied social scientist. He seeks to

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<sup>1</sup>While I have taken personal responsibility as research advisor for drafting this working paper, it would have been an impossible task without the thoughtful suggestions of both my Korean and American colleagues in the School of Public Administration, Seoul National University. It is hoped that this paper will stimulate thought and discussion out of which will emerge vigorous research efforts to advance the teaching and practice of public administration in Korea and to maximize Korea's contribution to the building of a universal science of administration.

apply a body of knowledge about the ways men behave in organizations and the ways in which their behavior relates to society as a whole in the achievement of certain politically determined goals. Since the propositions being developed by the social sciences must generally be stated in terms of probabilities surrounded by conditions, and since political policies and administrative directives are rarely so unambiguous as to stifle all innovative behavior by the administrator, his role has frequently been likened to that of the creative artist rather than to that of the applied social scientist. But with every advance in the scientific study of human behavior, the image of the administrator as creative artist seems destined gradually to be replaced by the image of the applied scientist. This by no means is to suggest that creativity in administration is doomed to extinction or that administration is to be made so "scientific" that it can be conducted by a cadre of robots; nothing could be further from the truth. Since the political and social values which motivate administrative behavior are capable of scientific investigation but not of scientific prescription, the administrator cannot but be involved in a creative way in both shaping and achieving these goals. Furthermore, creative artistry and social science are not incompatible. In fact, advances in the latter are dependent upon the presence of the former. As the American poet Stanley Kunitz recently phrased it, "Poetry and the highest reaches of scientific imagination are very much akin."

In addition to the qualities of the autonomous analyst discussed above, the public administrator must possess a general body of factual information about his society and its institutions, including the government in which he will serve. To the extent that such information is not

provided the student in the course of his general education, the university teaching of public administration seeks to provide it.

### The Importance of Public Administration Research

Research--defined broadly as the planned acquisition of new knowledge--is a constant concern of the public administrator from his student days until his retirement as a public servant and beyond. During his pre-service training the student is deeply concerned about the timeliness and empirical bases, as well as value premises, of the theoretical formulations and factual propositions which are presented to him by his teachers. In his course papers and theses the student himself is introduced to the systematic acquisition of new knowledge, either from documentary sources or from interviews or observation. Later, as a public official, he is continually in need of new information upon which to base administrative decisions as well as new theoretical propositions which aid him in the analysis of the events of daily experience. The quality of the research performed by his teachers; the quality of the research undertaken by him as a student; and the quality of the research conducted either personally or by scholars, subordinates, or superiors during his official life--all combine to influence the performance of the administrator.

From the point of view of the scholar, research is essential for building a science of administrative behavior. It aids in the formulation of concepts, provides evidence tending to confirm or deny theoretical propositions, and clarifies values. In addition it contributes to an understanding of the domain of administrative behavior and aids the formulation of significant problems. Thus research in the field of public administration helps teachers develop their students as autonomous

analysts of administrative problems and to contribute responsible social recommendations.

### Types of Public Administration Research

There are at least six common types of research to be found in the literature of public administration. Since typologies are intellectual constructs, there is nothing self-evident about them; and the reader may well think of other ways of classifying writings in the field. The basis of classification employed here is that of the purpose of the studies, not the particular research techniques employed. Often scholars in the field conduct research for multiple purposes; their completed studies reflect this multiplicity. Therefore a single study may contain aspects of several of the categories suggested below.

We think that the following six types of research are illustrative of that which is conducted by scholars and practitioners in the field of public administration for broad general purposes of teaching and of official decision making.

#### 1. The Formulation and Analysis of Administrative Problems.

In this type, the researcher begins with some problem--either common to the administrative organization or characteristic of the society at large--, clarifies its nature and various ramifications, and tries to suggest the administrative action which may be taken in its solution. The problem may be relevant for a number of administrative organizations and institutions such as the problem of unemployment which may concern the Ministries of Reconstruction, Commerce and Industry, Education, and Health and Social Affairs, among others, as well as have important implications for the Korean

family system. The study may be based on documentary sources, interviewing, or observations. Insofar as the researcher is concerned with a problem which has empirical referents, he takes care to ensure that his formulation of it and the alternative solutions he suggests for it are also empirically based. These remarks on sources and empirical bases apply to all the research types commented on below.

2. The Description and Analysis of Administrative Organizations and Administratively Relevant Institutions. In this kind of study the researcher is organization- or institution-oriented rather than having his attention focused on a single problem area. Studies in administrative history are examples of this type of research, as are holistic surveys of contemporary organizations. Here the researcher studies in detail the ways in which the organization attempts to carry out its prescribed functions and often seeks to analyze the causes for its success or failure.

Commonly, the researcher reaches conclusions as to how the organization should be reorganized or aided to reach its prescribed goals or as to changes in the goals themselves. An example of this type of research would be a study of the amalgamation of the former Ministries of Health and Social Affairs from the point of view of whether the new, integrated Ministry has been able to perform the functions expected of it. Another example would be a study of the role of the House of Representatives as an overseer of administrative action.

3. The Articulation and Analysis of Administrative Values. Research in this category can entail either an empirical determination of the actual values held by administrators and an assessment of their implications or



the marshalling of arguments in favor of some value or value system. The former may consist of scientific empirical investigation; the latter may involve metaphysical exhortation. Each may confound elements of the other, although both are analytically separable.

An example of this type of research would be the analysis of the value proposition, "The civil service of the Republic of Korea should be made politically neutral." One could, for example, sample the Korean population for the distribution, intensity, and understanding of this value proposition; or one could formulate arguments for or against it. To the extent that these arguments entail empirical predictions as to the behavioral consequences of adherence to such a value, the investigation remains in the realm of scientific inquiry. To the extent that they do not, the analysis remains at the level of logico-deductive philosophical disputation.

#### 4. The Compilation and Interpretation of Descriptive Statistics.

This is the type of study which is commonly of most immediate concern to the practicing administrator. He wants to know the answers to such questions as the number of students first entering primary school next year, the expected autumn rice yield, the number of postmen expected to retire in the next twelve months, and the size and composition of the labor force.

Sometimes the interests of the administrator and the scholar overlap; and the scholar may utilize the statistics collected by the administrator such as those contained in the Statistical Yearbook of the Republic of Korea as a starting point for further analysis, correlation, and interpretation. At other times, the interests of the scholar and

administrator diverge and the scholar may wish to collect data on the education and socio-economic backgrounds of the administrators themselves as an aid to his understanding of the behavior of the men serving in public office.

5. Case Studies of Administrative Problem Solving. Empirical case studies are generally prepared by the academic researcher in order to provide teaching materials which enable the student or administrator to participate vicariously in a variety of administrative situations and thus sharpen his own ability to deal with the particular problems which confront him. There are two main approaches to the preparation of case studies. The first, more common than the second, is for the researcher to attempt to describe the genesis, course, and disposition of a matter for decision and its ramifications by tracing the interplay of individuals, organizations, and interested parties--public or private--through a kind of unstructured research technique in which the researcher's frame of reference and criteria of relevance remain largely implicit.

The second approach, which might be termed a "semi-structured" research technique, attempts to employ an a priori conceptual scheme as a guide to data collection, to systematically gather data relevant to initial hypotheses, and yet to make maximum utilization of the unexpected "leads" and "insights" which the attempt to recapture an administrative situation in comparative fullness provides. Since the materials for this kind of study are rarely adequately presented in either newspaper accounts or memoirs of participants, the researcher must engage in substantial field interviewing and, in some cases, even participant observation.

A full-blown case study might involve the behavior of a single administrator or might necessitate the study of several officials at different organizational levels in a number of agencies. The unit of analysis will depend upon the objectives of the researcher. The process by which a ministry arrives at a policy decision would be an example of this kind of research.

6. The Testing of Hypotheses about Administrative Behavior. The final type of research to be suggested here is by far the least common. In fact, it is only recently achieving widespread recognition. In this type of research, one or more hypotheses are formulated and prior decisions are made as to what kinds of observations will be accepted as evidence of the concepts employed in constructing the hypotheses. In the making of observations on the administrative process, either past or present, great care is taken to ensure the reliability of measurement. Sometimes a panel of judges is employed to lessen individual bias.

While field research on contemporary organizations or contrived laboratory situations is normally characteristic of this type, the controlled use of documentary sources through such techniques as content analysis is also possible. The investigation of a hypothesized correlation between certain types of individual characteristics, such as age, education, length of service, and organizational position, with certain attitudes such as toward equals, superiors, and subordinates, would be an example of this kind of research.

The techniques of hypothesis testing are particularly useful for studies of organizational change. For example, if the researcher is interested in assessing the effectiveness of a planned program to

decentralize decision-making in an organization, he can devise indicators of decentralized decision-making and then make observations of the indicators before and after the plan goes into effect.

#### Some Major Criticisms of Public Administration Research

One of the prerequisites for the advancement of an academic discipline is continued professional assessment of its intellectual foundations.

Public administration, as a field of academic teaching and research, is now in an especially important period of critical evaluation, reflecting the intellectual currents which are stirring the contemporary discipline of political science to which it has traditionally been related.

One of the major criticisms which is being directed against public administration research of the recent past is that it has been "non-cumulative" in nature. Several contentions are customarily made in connection with the charge of non-cumulativeness. The first is that scholars are prone to carry out research projects without knowledge of the methods and conclusions of studies which are already reported in the literature of the field. A related criticism is that scholars in public administration are unfamiliar with recent contributions relevant to their concerns which have been made in the literature of the other social sciences, especially sociology, social psychology, and anthropology.

Thus the question is raised as to how scholars unfamiliar with advances in their own and related fields can formulate and execute research designs which will contribute to the progressive advancement of public administration knowledge. As a self-check against ignoring relevant information already published, it has been suggested that scholars writing in the field of public administration preface their research reports

with brief summaries of the work which has already been done in their area of interest by other scholars.<sup>2</sup>

While Woodrow Wilson wrote of the need for, and even the existence of, a "science of administration" as early as 1887, recent criticisms of the non-cumulative nature of public administration research hold that the canons of scientific procedure in developing this body of knowledge have generally been neglected. Concepts lacking clearly defined empirical referents which would permit intersubjective scholarly understanding have contributed to ambiguity and imprecision in the formulation, execution and reporting of research. Thus some scholars in the field are reassessing such concepts as "efficiency," "authority," "responsibility," and "control" and are pondering the problem of developing new concepts which might both encompass traditional concerns and promote theoretical progress.

Critics of contemporary research have also pointed out that few research efforts are designed to confirm or disconfirm initial hypotheses. Thus many research findings tend to consist of ex post facto generalizations. Closely related to this criticism of failure to test hypotheses is the criticism of non-replication. By this is meant that scholars in the field rarely try to duplicate the research designs of others in order to test the validity of their general conclusions. In the United States it has been argued that the norms of the liberal arts academic community, which reward originality rather than replication, are partially responsible for this state of affairs.<sup>3</sup>

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<sup>2</sup>James W. Fesler, "Programing Research--Linear or Circular," Public Administration Review XIX (Autumn, 1959), 285.

<sup>3</sup>Herbert Kaufman, "The Next Step in Case Studies," Public Administration Review, XVIII (Winter, 1958), 57.

A further basic criticism is that studies have been "descriptive" in nature, based on largely implicit criteria of relevance. It is argued that unless the implicit theoretical substructure of descriptive studies is made articulate and subjected to empirical testing, public administration research cannot be made cumulative. This criticism need not be interpreted as a disparagement of descriptive studies per se; such studies can be most helpful in exploring the domain of administrative behavior. But the criticism does direct attention to the problem that since the researcher cannot possibly collect all the facts about a particular administrative problem or institution, those he does collect are related to some theoretical structure or value system, whether made explicit or not. The question then becomes not whether to conduct theory-oriented or descriptive research, but rather the level of explicitness to which theory is to be raised.

Another set of contemporary criticisms of public administration research center around the problem of values. It is held, especially with respect to case studies, that the values of the researcher often intrude to such an extent that they prevent collection of data which would permit direct analysis of the values held by the studied administrators. In other words, the researcher tends to block communication between the administrator and the student, thus hampering independent analysis of the nature and role of values in administrative behavior.

The argument is not that researchers should not hold or express their value preferences (both as to goals and as to ways of achieving them), but rather that they should distinguish them from those held by the administrators whom they are studying and should report administrative

values as important data. Since there is abundant psychological evidence to indicate that values influence cognition and motivate behavior, the modern scholar in public administration is striving to clarify their role in the administrative process and in his own research activity.

The above criticisms have arisen in areas of the world in which the study of public administration is rather well developed. Nevertheless, they should be helpful guides in making contributions to a universal science of administration from whatever empirical base or stage of development. One of the cautions which has been directed to scholars in areas in which public administration teaching and research are in their incipient stages is that the understandable and healthy desire to conduct research directly related to pressing administrative problems should not be satisfied at the sacrifice of basic theoretical research with a less immediate practical application. In such areas there is a distinct need for both. Furthermore, the choice of one research emphasis does not necessarily mean the exclusion of the contribution of the other. Problem-oriented research may produce basic theoretical findings; basic efforts to construct theory may make major contributions to problem solving. The potential contributions of both will depend on the skill of the researcher and the alertness of his public administration colleagues.

Having suggested for consideration some general ideas on teaching objectives, the importance of research, types of research, and criticisms of research in public administration, the remainder of this paper will be devoted to attempting to specify the contemporary research frontiers in Korean public administration and to making some suggestions for pushing them back. Before proceeding with this task, a precaution is in order.

While there is a sense in which the frontiers of a discipline are "fixed" by scholarly consensus as to what is known and what is not, no single scholar or group of scholars can prescribe an infallible program for advancing those frontiers. In public administration, as in other fields of knowledge, gains will usually be made in any period as a result of the combination of a collective consensus as to general strategies and an individual display of tactical ingenuity. Out of tactical successes, improved general strategies are evolved. It is in this spirit that suggestions as to strategies and tactics for advancing the frontiers of Korean public administration will be made.

#### The Primary Korean Research Need: Empirical Studies

One research need overrides all others, the need for empirical field research on Korean administrative problems and processes. The fact that virtually no scholar has yet published the results of such research is indicative of the present state of the study of public administration in Korea. The pioneers of the new science of public administration in Korea are the product of (1) the administrative and constitutional law traditions and (2) the textual assimilation of theories and values which have been forged out of a different research and social experience. The former have implanted respect for structure and order; the latter has opened horizons for innovation. Neither has been tested or refined through research on actual Korean administrative behavior in its societal context.

The reasons why empirical research on Korean administration has not been conducted in the past twelve years are many and varied. It is suggested that among the most salient of these are: (1) the lack of



training and experience in the utilization of field research techniques; (2) the lack of a well developed conception by scholars, administrators, and other members of society of the role of the academic researcher as a comparatively "disinterested" seeker after knowledge; (3) the unsympathetic attitude of the authorities toward scholarly investigation into what were regarded as politically sensitive administrative processes; and (4) the failure of the academic community as a social system and as an extension of government to develop norms favoring empirical research and to provide rewards for its successful completion.

If Korean scholars in the field of public administration are to make responsible recommendations for solving the pressing administrative problems of their society and are to make a contribution to developing a universal science of administration, they must engage in empirical research. Public administration scholars in many lands have long since discovered that simply being a generally educated native of one's society endowed with "common sense" is an inadequate basis upon which to make professional recommendations for administrative change. They have learned that, in addition to mastery of the body of theory being developed by the international fraternity of public administration scholars, penetrating investigation of their own particular administrative and social processes is also necessary.

On the other hand, if Korean administrators are to reap the potential benefits accruing from research and publication by public administration scholars, they must encourage them to obtain direct knowledge of Korean administrative practices and to test their theories and recommendations against actual patterns of administrative behavior. A striking innovation

in the development of public administration in Korea would be a regular semester exchange program in which outstanding scholars in the field might be invited to administer. While a few administrators now sometimes teach, the assumption of administrative responsibilities by public administration scholars is virtually unknown.

The conduct of research based on direct acquaintance with actual government operations would appear to be the greatest single need which now confronts the scholarly pioneers of Korean public administration.

The Major Korean Research Challenge: Studies of Administrative Change

Given the desirability and even the logical necessity of empirical research, the question still remains as to what should be the major foci of investigation. There seem to be sound reasons to support the position that studies of administrative change merit consideration as the major challenge to public administration research in Korea.

The pulse of social change is the heartbeat of contemporary Korean life. Important changes are taking place in such areas as communications, transportation, industry, education, urbanization, and the Korean family system, as well as in political behavior. The behavior of Korean administrators is both a product of these and other changes and a major factor in bringing them about. Korean government and Korean society are in dynamic interaction.

Korea's political leaders and administrators are confronted with complex problems associated with their attempts to achieve economic growth within the framework of a developing democratic society. Each attempt to implement a new policy or to bring about changes in administrative behavior affects and is affected by the societal environment in ways both

anticipated and unanticipated. The habitual modes of action remaining after centuries of adapted Confucian thought and four decades of Japanese hegemony are influencing contemporary attempts to change Korean behavior in ways which, in the absence of empirical research, can only be hypothesized.

Thus Korea's leaders need studies which sharply reveal the factors, interrelationships and conditions which retard or promote desired change and which foster appreciation of the possibilities and consequences of alternative courses of action. In the task of mobilizing social knowledge which will help them to achieve their valued objectives, Korean leaders have at their disposal the tools and techniques of modern social science research--resources unavailable to the leaders of Meiji Japan and Ch'ing China as they sought to modernize Korea's cultural neighbors.

In the classroom the scholarly pioneers in Korean public administration are engaged in a kind of intellectual "demonstration" against prevalent administrative practices. The slogans they are now chanting in the lecture halls will send young men out against the barricades of customary patterns of administrative behavior. Logic and responsibility both demand that the scholar should venture forth regularly to observe the front line of administrative change so that he may improve his teaching in the fight to improve public administration in Korea. One way of observation is for the scholar to conduct careful empirical studies of the effects of attempts to introduce new administrative practices and of the effects of social change on administrative behavior.

Through studies of administrative change, Korean scholars can make a major contribution to developing a universal science of administration.

## A Suggestion for Accelerating Research Competence: Partial Replication

One of the basic canons of science is the principle of replication. Basically, replication means repetition or reproduction. Science holds that one scientist should be able to repeat the experiment of another scientist and obtain the same result. The idea of replication may be adapted for accelerating the development of Korean competence in administrative research, the acquisition of data relevant to the solution of pressing administrative problems, and the contribution of Korea to administrative science.

It is suggested that Korean scholars give serious consideration to developing habits of research in which the better research designs reported by scholars anywhere in the world are adapted for at least partial reproduction in Korea. A design for the study of supervisory practices developed elsewhere may have many features immediately applicable to Korea; perhaps the major measuring instrument (a questionnaire for example) need only be translated into the Korean language. Many research designs, of course, may be found to be only partially applicable; some concepts and procedures may have to be revised, eliminated or added. By attempting to adapt and execute already reported research designs, Korean scholars can gain valuable self-training in the planning and conduct of administrative research.

More advanced scholars need not wait for the development of a new generation of students well versed in the philosophy of social science to produce similar or improved research designs for Korea. The new generation surely will make its contribution; in the meantime, available designs may be seized, modified, and executed. The collection of data

thought to be pertinent for solving problems of administration need not be deferred.

Partial replication of reported studies in one of the ways in which Korean scholars can make an immediate contribution to universal administrative science. One hypothesis, for example, which has been developed by Lipset, Trow, and Coleman in their study of printing unions, Union Democracy, is that organizations which grow from the bottom up are more democratic than those which are deliberately organized from the top down. Since Korea is grappling with the problem of developing administrative policies which will promote the growth of a healthy democratic society, an attempt to replicate the design of the portions of Union Democracy<sup>4</sup> relevant to the hypothesis would not only be a contribution to Korean problem solving but would also permit a Korean contribution to a theoretical formulation which has attracted wide attention among Western social scientists.

#### Six Suggested Research Strategies

Six general research strategies for advancing the frontiers of Korean public administration are suggested below. They are: (1) empirical institutional description and analysis, (2) the articulation and analysis of administrative values, (3) systematic comparison and empirical theory building, (4) the analysis of administrative problems, (5) the preparation of case studies, and (6) the conduct of studies in Korean administrative history. Under each strategy some suggestions are made as to specific research topics.

It is hoped that both kinds of suggestions will stimulate Korean scholars and administrators to think creatively about Korea's research

<sup>4</sup>S. M. Lipset, et al, Union Democracy, (Glencoe: Free Press, 1956).

needs. Furthermore, it is hoped that some of the suggested topics for research will be found suitable for creative implementation. Until significant research problems are defined, research designs are formulated, research projects are vigorously pushed to completion, and research reports are published, the frontiers of Korean public administration will remain static.

#### Strategy I: Empirical Institutional Description and Analysis

It is suggested that studies be undertaken which describe contemporary administrative organizations on the basis of field research and which analyze their operations. If possible and appropriate, the reports of such studies may make considered recommendations for administrative change.

An outline of such a study might be as follows:

Part I. Introduction--Statement of the purposes of the study, including statements of hypotheses, if any; survey of existing knowledge in the area of inquiry; explanation of the concepts and frame of reference employed; and explanation of the data-gathering methods utilized.

Part II. Description of the Administrative Organization to be analyzed--Statement of its legal basis and prescribed functions, description of its observed organizational structure, report of the socio-economic characteristics of its personnel, description of the physical work environment, and description of the material resources at its command.

Part III. Organizational History--Brief survey of the changes in organization, functions, and personnel which have taken place

since the inception of the organization.

Part IV. Description of the Environment of Administrative Behavior--Description of the geographical, sociological, economic, and political characteristics of the administrative domain (or clients) for which the organization is responsible and a statement of general relationships with other administrative units.

Part V. Description of Patterns of Administrative Behavior--Description of annual, monthly, weekly work patterns; observational report of a single day's operations; report of evidence bearing on initial hypothesis, if any; presentation of a case study of the way in which the organization reacts to an occasion for administrative action; and statements of problems as perceived by the administrators.

Part VI. Conclusions--Statement of conclusions bearing on initial hypotheses; critical evaluation of the organization's ability to perform its prescribed functions; recommendations, if any, for organizational or prescriptive changes; and suggestions of hypotheses and methodological refinements to guide future inquiries.

An entire administrative monograph series might be developed from studies similar to that suggested above. The series might have four parts:

Series A. National Administration--The office, the ministry, the general affairs section, the bureau, the section, etc.

Series B. Provincial Administration--The office of governor, the bureau, the section, the gun, the myon, the eup, village heads as an administrative organization, etc.

Series C. Municipal Administration--The office of mayor, the municipal bureau, the ku, the dong, etc.

Series D. Government Enterprises--The "X" Corporation.

Descriptive studies could be done on a single individual, such as a study of the role of the secretary to a minister, or of a whole complex of organizations, such as a study of Korean organization for tax or judicial administration. Studies primarily descriptive in nature might be done of analytical aspects of an administrative organization such as the description and analysis of (1) the communications flow pattern within a ministry, (2) the relationships between a provincial government and the central government, and (3) the pattern of communications linking administrators, National Assemblymen, and community leaders.

Studies undertaken along the lines suggested could serve an important exploratory function. They could provide the first maps of hitherto unexplored administrative domains, could clarify important administrative problems, and could suggest hypotheses for further parsimonious concentrated research effort. Any government organization could serve as the empirical base of such studies. Practicing administrators with an interest in advancing the knowledge of public administration in Korea could make major contributions to the field by conducting descriptive studies as participant observers. The scholarly pioneers in the field can lead the way by showing the potentialities of this kind of research.

Strategy II: The Articulation and Analysis of Administrative Values

Studies which articulate and analyze values (desired goals and preferred ways of achieving them) held by administrators will do much to foster an understanding of the factors which motivate Korean admin-



istrative behavior. There are a number of forms which such studies might take: the logical behavioral implications of expressed values might be articulated; values held by administrators and other leaders of Korean society might be compared; the stated values of the administrator and other aspects of his behavior might be compared; etc. Such studies would be based primarily upon verbal reports of administrators, but attention could also be given to non-verbal indicators of values and attitudes (i.e. consistencies in response to social objects).

Some studies which might be conducted in the area of administrative values include the following: (1) study of the conception of the ethics of their position held by government officials at various levels; (2) comparative study of the conceptions of the rewards and obligations of public position held by candidates in the ordinary and higher civil service examination with those held by incumbent administrators; (3) study of the conceptions of obligations toward superiors, peers, subordinates, family members, friends, and the general public held by administrators; (4) study of preferred methods for maintaining organizational control, resolving conflicts, and introducing change espoused by administrators at various levels; (5) inventory of administrative problems (some of which will involve threatened values) perceived by administrators at various levels; (6) study of alternatives to government position perceived by administrators at various levels and analysis of the implications of these perceptions for administrative behavior; (7) study of the most important elements bearing on a decision as perceived by an administrator and comparison with perceptions by his superiors and subordinates of factors influencing the same decision; (8) study of the extent to which the value

"respect for age" affects conference procedures, communications patterns, delegation of authority, and personnel management; and (9) study of beliefs concerning an appropriate social role for the police held by a sample of citizens, police officers, and patrolmen.

### Strategy III: Systematic Comparison and Empirical Theory Building

There appears to be no compelling reason for Korean scholars to delay systematic efforts to build empirical theory until some predetermined volume of predominantly descriptive research is completed. As suggested above, both can proceed simultaneously. The research strategy suggested here, however, is primarily theory-oriented rather than description-oriented.

By empirical theory building is meant the testing of empirical hypotheses or propositions. A proposition may be thought of as a statement which can be confirmed or disconfirmed through empirical observation. Theory may be regarded as an interconnected set of propositions. A Korean scholar might begin to build theory by attempting to test even a single proposition. In the process of gathering data relevant to the proposition, he would undoubtedly think of other behaviors related to the one which he was attempting to explain. The behavior to be explained may be thought of as the referent of the dependent variable, while the behaviors believed to be related to it may be regarded as the referents of independent variables. A proposition may then also be thought of as a stated relationship between at least two variables which have empirical referents.

An example will illustrate this type of theory building: Suppose a scholar wished to attempt to build a theory which would account for Korean patterns of authority delegation (i.e. superior approval of subordinate decision latitude). The delegation of authority thus may be

taken as the dependent variable. Suppose further that the researcher has a notion that security of position bears some relationship to the extent to which the superior permits his subordinate to make decisions.

Then he might formulate this proposition for testing as either:

Proposition 1--The greater the feelings of position security, the greater the delegation of authority; or

Proposition 1a--The less the feelings of position security, the less the delegation of authority.

In order to test this proposition, however stated, the researcher would have to (1) devise indicators of both the dependent and independent variables, (2) construct an interview schedule or other measuring device incorporating these indicators, (3) observe an appropriate sample of administrators, and (4) analyze the obtained data.

In this analysis the researcher would seek further to explain the results of his findings. Suppose he found that Korean administrators generally tend to have low security feelings and also tend to delegate little authority. He might suspect he had obtained a spurious correlation such as between the occurrence of sun spots and business cycles. Then he would search for more significant independent variables. Or he might uncover some deviant cases in which one or more administrators with great insecurity feelings nevertheless delegated a great deal of authority. These deviant cases would also stimulate him to search for new variables such as the duration of the relationship between superior and subordinate, the superior's confidence in the subordinate's ability, and so forth.

For purposes of illustration, the example above has dealt with only a single independent variable. Usually, given the admitted complexity of human behavior, the researcher will be able to begin with several. For the scholar who becomes interested in this approach to building a theory of Korean administrative behavior and who is seeking stimulation for creative hypotheses which might be tested, the following recent "classics" in the literature of the social sciences are strongly recommended: March, James G. and Herbert A. Simon, Organizations. New York: John Wiley & Sons, 1958; and Stogdill, Ralph M., Individual Behavior and Group Achievement. New York: Oxford University Press, 1959.

Comparative studies have often been found useful in building social science theory. Usually it is explained that comparison of the similarities and differences of two or more organizations or institutions helps in some way to build theory. Actually, it could be asserted more precisely that the existence of a single conceptual or theoretical framework, either implicit or explicit, permits recognition of similarities and dissimilarities in social objects in the first place; and that not the compared objects but the conceptual or theoretical framework and its necessary modifications should be the focus of attention in comparative studies. This is one of the reasons why the combination of comparative studies and hypothesis testing has been suggested as a single strategy.

Another reason for suggesting comparative studies as a focus for administrative research is the contemporary appreciation of the importance of other behavior patterns within a culture for the understanding of the behavior of officials in administrative organizations.

Some suggested comparative studies are: (1) interministerial comparison of personnel changes made following the appointment of a new minister for the purpose of determining common patterns, personality effects, technical limitations, and differential effects on organizational morale; (2) comparison of patterns of decision making at the ministerial, bureau, and section levels; (3) comparison of an attempt to decentralize decision making with an attempt to centralize it; (4) comparison of intra-organizational conference procedures with those involved in family decision making; (5) comparison of inter-organizational bargaining patterns with non-administrative patterns such as market bargaining and engagement patterns; and (6) cross-cultural problem-solving experiment in which the modes of analyzing the same problem by administrators of two or more nations are compared.

#### Strategy IV: The Analysis of Administrative Problems

Problem-oriented research is probably the first type which suggests itself to Korean scholars in public administration. Contemporary Korean society is seized with great issues: the problems connected with creating an efficient, non-corrupt, politically "neutral" but politically responsible bureaucracy and police force are the focus of attention of citizens, administrators, and scholars alike.

Citizens, administrators and scholars do not always agree--nor need they always agree--on what are the most important problems requiring attention. Nor would they necessarily agree on what a "problem" is. One hypothesis is that the most commonly shared notion of the nature of a problem is that it is a question of how to achieve, or avoid a threat to, some value or set of values. The scholar, however, may find useful a more detailed

paradigm for finding a problem in administrative research. Such a paradigm will be suggested briefly below.

The essence of a "problem" appears to be indeterminacy. Several kinds of indeterminacy suggest themselves: The first is present empirical indeterminacy. To solve this kind of problem the researcher sets out to answer the question, "What is \_\_\_\_\_?" The second type is past empirical indeterminacy. Here the researcher wants to know, "What was \_\_\_\_\_?" A third type is future empirical indeterminacy. The researcher wants to answer the question, "What will be \_\_\_\_\_?" This type of problem is different from either of the foregoing because it necessitates prediction and thus requires the determination of two elements (a) the present state of the system, however conceived, and (b) the laws of system change.

A fourth type of problem may be thought of as potential indeterminacy. Here the researcher is interested in answering the question, "What can be \_\_\_\_\_?" Potential indeterminacy can also have past and future forms. The analysis of problems of potential indeterminacy assumes the prior solution of appropriate problems of empirical indeterminacy. A fifth major type of problem is normative indeterminacy (i.e. value indeterminacy). The researcher's focus of inquiry here is the question, "What should be \_\_\_\_\_?"

The problem of how to avoid corruption in government is a problem of potential indeterminacy. A study which might help to solve it is a study of present empirical indeterminacy; i.e., a study of how the compensation of government officials relates to cost of living, psychological utilities, and societal obligations. Some other studies related to one of the five basic types of problem which might be carried out in Korea are:

(1) study of multiple employment and potential conflicts of interest of government officials, (2) study of the property and organizations under ministerial control. (3) study of actual and budgeted ministerial staffs, (4) study of administrative reporting in rural areas, (5) survey of citizen attitudes toward payment of taxes, (6) study of the nature and citizen understanding of channels for the redress of administrative grievances, (7) survey of problems of retired officials, (8) study of problems of city planning, (9) study of the subsequent careers of successful civil service examination candidates, (10) "before and after" study of the behavior of participants in an in-service training program to measure program effectiveness, (11) study which attempts to develop and apply to various organizations a scale of indices for the measurement of "efficiency" and "morale," and (12) development and testing of an objective rating scale of individual performance.

#### Strategy V: The Preparation of Case Studies

It is suggested that careful preparation of a number of case studies will do much to promote the understanding of Korean administrative processes and to advance the building of a body of administrative theory. In essence, a case study represents an attempt to describe and explain a certain sequence of administrative behavior. As suggested above, case studies may be conducted on the basis of a largely implicit criteria of relevance or may be based on an explicit a priori frame of reference (Conceptual scheme) or set of hypotheses.

The attempt to combine rigorous hypothesis testing with freedom for the creativity of the human intellect to detect significant relationships has been referred to as the "semi-structured" case technique. It may

happen, although it need not, that the first case study conducted in Korea will be based on a more or less implicit frame of reference. But unless the first Korean case study produces one or more hypotheses which are incorporated for testing in the second case study, Korea will likely follow the path of American case studies which are now subject to major professional criticism for their failure to contribute to the progressive development of a body of administrative theory.

If the first case study is undertaken with even a single initial hypothesis, it will offer great promise from a theoretical point of view for the future of public administration in Korea and for Korea's potential contribution to administrative science. In the conduct of a semi-structured case study, Korean scholars need not follow, but can lead new developments in case research.

A suggested outline for a case study is as follows:

Part I. Introduction--Statement of the objectives of the study, existing knowledge, frame of reference employed, hypotheses which were tested, and the methods for gathering data which were utilized.

Part II. Descriptive Narrative of the Administrative Action--Narrative account of the behaviors which produced the administrative outcome upon which the study was focused.

Part III. Empirical Analysis--Report of the findings with respect to initial hypotheses, including the results of statistical analyses, if any.

Part IV. Value Analysis--Empirical analysis of the values held by the administrators and other social actors involved in the process described in the case, and exposition of the researcher's own value



preferences or logico-deductive contributions to normative theory, if any.

Part V. Conclusions--Summary statement of the conclusions of the researcher with respect to empirical administrative and normative theory, recommendations for administrative change, suggestions for improving research methods, and recommendations for the study of promising new problems or new hypotheses brought to light by the research.

It is suggested that such studies would be found useful for students of public administration and the social sciences, other research scholars, and practicing administrators. Some case studies which might be conducted in the fields of (1) organization and management; (2) personnel management; (3) budgeting, accounting, and taxation; and (4) administrative environment are suggested below.

1. Case studies in organization and management: (a) study of the introduction of measures designed to achieve work simplification or management improvement in any administrative agency, (b) study of the making of any administrative decision, (c) study of the execution of a decision from the ministerial level to a rural household, (d) study of an attempt to decentralize decision making, (e) study of problem solving involving interministerial or inter-organizational coordination, (f) study of a decision of the Combined Economic Board as a case study in international administration, (g) study of the ministerial processing of a citizen petition or any government-citizen contact, (h) study of the creation of a new organization (e.g., the creation of the Pension Planning Section in the Office of General

Affairs), and (i) study of the daily activities of any government official.

3. Case studies in budgeting, accounting, and taxation: (a) study of the budgetary process (preparation and execution) in any administrative organization, (b) study of accounting procedures in any government agency or enterprise, (c) study of an attempt to introduce new budgeting or accounting procedures, and (d) studies of tax collection in rural and urban settings.

4. Case studies in administrative environment: (a) study of the origin and passage of a law relating to administration in the National Assembly (e.g., a tax law); (b) study of a judicial decision relevant to administration by the Supreme Court; (c) study of the action of a private or semi-private organization to obtain a favorable administrative decision.

#### Strategy VI: The Conduct of Studies in Korea Administrative History

Studies in administrative history may be considered to be a sub-type of the empirical description and analysis which was suggested as Strategy I. They are here suggested as a separate strategy, however, in order not to de-emphasize the empirical field research activity which is an essential aspect of the first strategy. Some historical studies, obviously, must be conducted without benefit of field observations.

Historical studies help to promote deeper understanding of contemporary organizational structures, patterns of behavior, and systems of value. They also can be made to serve the purposes of hypothesis derivation and testing. Although historical studies may differ from studies of contemporary administration in the degree of potentially available data, the intellectual

problems of research and analysis are much the same.

It is suggested that one of the major tasks on the frontiers of Korean public administration is the conduct of a frank examination, from a modern point of view, of Korean administration history. What is needed is not an awe of history but a respect for the perspective which can accrue from a solidly based reconstruction of the past. Korean scholars, informed by modern ideas of administration in its societal context, undoubtedly will not be satisfied with traditional historical surveys in secondary sources. They will want to dig with new insights and purposes into primary source materials in order to expose the roots of contemporary Korean administrative behavior.

It is suggested that five careful historical studies would make a major contribution to the teaching and practice of public administration in Korea: (1) the description and analysis of the administrative institutions developed in the late Yi Dynasty (e.g. from 1876 to 1910); (2) the description and analysis of the administrative institutions developed during the period of the Japanese Government-General of Korea, 1910-1945; (3) the description and analysis of the administrative organizations developed during the American Military Government and Soviet occupation period, 1945-48; (4) the description and analysis of the administrative history of the Republic of Korea from 1948 to 1960; and (5) the description and analysis of the administrative history of the Communist regime in North Korea. All of these studies could make a contribution toward building administrative theory, deepening the understanding of contemporary administrative problems, and providing a sound basis for administrative planning for the future.

One kind of historical study which should not be overlooked is that of biographies of outstanding Korean administrators. Another legacy of immense value which the scholarly pioneers of Korean public administration could leave for future generations would be a comparable recurring depth study (perhaps every three or four years) of the values, experiences, and problems of a small sample of contemporary administrators from the time of their recruitment until their separation or retirement from government service. This small panel of officials might be kept anonymous so that the studies would not have a reactive effect upon their official careers, and the findings might be published periodically as a series of career histories in Korean administration. A research design of this nature would entail the forward planning of what eventually could become an important historical study.

#### Some Needed Works of Basic Reference

Three basic reference works which would materially aid research in Korean public administration are briefly suggested below.

The first is bibliography of documents of the Republic of Korea Government published since its inception. A scholar or librarian interested in the field of public administration could also make an important contribution by publishing a thoughtful plan for establishing a repository of public documents and for periodically publicizing new accessions to the public administration profession. Administrators, scholars, and citizens with similar interests could make a memorable contribution by working to turn such a plan into reality.

A second needed reference work is an annotated bibliography of books and articles relevant for the study of public administration already published by public administration scholars, political scientists, economists,

sociologists, social psychologists, and other social scientists. While such studies may be relatively few, there is reason to believe that they may be more numerous than expected. The main thing is that scholars and students alike be alerted to available resources at an early date by an editor of broad vision even if his contribution consists of but a few mimeographed pages. One function such a publication could serve would be to establish a framework of attention to certain kinds of resources by scholars in the field. Furthermore, the discovery of only two or three buried gems might stimulate a teaching and research rush with unpredictable, but hopefully beneficial, consequences.

A third needed reference work is a reader in administrative research. Such a reader would attempt to combine in one volume examples of some of the more successful research reports in the literature of public administration. The volume might include a short case study, a report of a sample survey, a study of organizational change, a study analyzing administrative values in relation to other societal values, an organizational description, and an example of historical administrative research. The editor could preface each selection with a note explaining why it was included, underscoring its virtues, and suggesting possible improvements or adaptations which might be made in the research design.

At the present time most of the selections would require translation, but an adaptation of an original Korean sample survey, such as the nation-wide survey of radio listeners conducted by the Office of Public Information<sup>5</sup> could be included. It is suggested that such a volume would

<sup>5</sup>Radio Management Bureau, Office of Public Information, Chonguk Pangsong yoron chosa kyolgwapa so (Report of National Radio Opinion Research Findings), Seoul, 1960, 105 pp.

be found extremely helpful to scholars and students planning research projects and would help to establish research standards. The publication of a reader in administrative research might accelerate research progress by several years.

#### A Four-year Cycle of Research

One way in which research in Korean public administration might be stimulated and in which scholars in public and private universities throughout the nation might come to pool their talents in the pursuit of common professional purposes might be the execution of a long-range research cycle involving annual research themes and resulting in the delivery of individual research reports at a yearly public administration conference. There are a number of annual themes which might be adopted, a number of methods by which the pertinent research might be supported, and a number of ways in which an annual public administration conference might be organized. Some suggestions concerning the themes of a four-year cycle of research are presented below.

It is suggested that the first annual research and conference theme might be National Administration. Research in this first year would emphasize Strategy I suggested above (the description and analysis of national administrative institutions) but would not exclude research along the lines of any other appropriate research strategy. The second annual research theme could be Provincial Administration with the same relative research strategy emphasis. Strong material support for field research in the rural areas would be essential.

Having established a solid empirical descriptive base in the first two years, scholars could utilize the theme of the third year for focusing

attention and efforts upon the development of normative and empirical administrative theory. The third annual research theme would emphasize Strategies II, III, IV and V but not neglect other possible strategies. During this phase of the cycle particular attention might be given to the societal environment of Korean Administration. To this end, outstanding social scientists might be invited to report research with recognized implications for the building of administrative theory. Thus the third theme might be Administrative Theory and the Societal Context of Korean Public Administration.

By the end of the third year, Korean scholars should have made substantial progress toward developing useful bodies of both normative and empirical theory. In the fourth year, scholars in the field could turn their attention to the theme of Comparative Administration. During this year Korean scholars could be sent abroad to conduct research on foreign administrative systems and to lecture on the fruits of Korean research. At the same time foreign scholars might be invited to Korea on an exchange basis to lecture and to conduct research. Some Korean scholars might wish to conduct comparative historical studies of administrative development by combining strategies III and VI. Comparative studies need not be understood solely in international terms. Intra-societal comparative studies, such as comparisons of provincial administration, would be equally applicable. As a result of the new theoretical and methodological findings developed during this year, scholars could then turn with new insights to pushing back the frontiers of Korean public administration as they then perceived them.

Actually, in any well developed research program all of the topics

suggested as annual research themes and many more will be pursued simultaneously. But, given limited resources, incipient professional standards and beginning intellectual communication, a dynamic research-conference cycle with broad themes permitting wide freedom of individual choice, such as the four suggested above, might serve to stimulate multiple interests, develop multiple competences, and thus contribute to the building of a vigorous scholarly public administration profession as well as to the solution of major administrative problems.

### Conclusion

The challenges along the contemporary research frontiers of Korean public administration are such as to excite the finest efforts of human intellect. The obstacles to launching and carrying through to successful completion research projects of depth and substance are such as to call forth the best of human tenacity and dedication. The opportunities for service to the Korean people are immense. Upon the direction and standards of research set by today's scholarly pioneers will depend, in large part, the future of the teaching and practice of public administration in Korea.



APPENDIX G

PSYCHOLOGICAL DIMENSIONS OF KOREAN ADMINISTRATIVE  
BEHAVIOR: PILOT STUDY OF THIRTEEN LOCAL  
ADMINISTRATORS

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## Introduction

The psychological dimensions of administrative behavior in Korea have not yet become the subject of extensive empirical research. Thus there has been virtually no research on the values, attitudes, and cognitive fields of Korean administrators.<sup>1</sup> An important exception has been the work of Ch'an Dong Kim on administrators understanding of the concept of "political neutrality" and their perceptions of obstacles to its achievement.<sup>2</sup>

One of the most challenging future tasks of students of administrative behavior in Korea will be to test the hypothesis that the traditional value system of Korean Confucianism structures contemporary administrative behavior and influences the alternatives and tempo of administrative change (modernization). The accomplishment of this task will require:

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<sup>1</sup>Values are defined as desired goods and preferred methods for achieving them. Attitudes are defined as consistencies in response to social objects. Cognitive field is defined as a set of perceived relevancies for goal achievement.

<sup>2</sup>In a study of eleven administrators Kim found that the concept tended to mean: absence of traditional administrative discrimination in favor of the party in power, security of status when power is transferred, and abstention from party membership and activity. Obstacles were thought to be: low morality of politicians, a traditional tendency to rely on influence rather than achievement, pressures on politicians by the unemployed, parties based on power and influence rather than on program and principles, and defects in the political and administration structure. Consult Ch'an Dong Kim, "Hanguke issosō ūi kongmuwōn ūi chongch'jok chungnipsong" (The Political Neutrality of the Civil Service in Korea), Unpublished M.A. thesis, School of Public Administration, Seoul National University, April, 1961, pp. 21-22, 29.

(1) the investigation of the values actually held by contemporary administrators, (2) the study of non-value patterns of administrative behavior, (3) the correlational analysis of values and other behaviors, and (4) experiments or case studies in administrative change to test the emerging theory.

The present study is but a small step forward toward the future goal of the systematic analysis of the interaction of values, attitudes, and cognition as they relate to Korean administrative change. In the present investigation we have merely sought to explore certain evaluative and cognitive elements in the psychological fields of a purposive sample of thirteen Korean local administrators.

The objectives of this study were to investigate on the basis of data gathered from these administrators (1) the concept of "public administration," (2) the concept of "best possible administration," (3) the concept of "worst possible administration," (4) perceptions of the extent of administrative change in terms of valued outcomes, (5) perceptions of obstacles to administrative improvement, (6) perceptions of aids to administrative change, and (8) recommended actions to achieve desired administrative goals.

### Research Methodology

The research reported here was carried out in connection with a field survey of gun (county), myon (township), and ri (village) administration which we conducted in Yōngu Gun,<sup>1</sup> a county in central Korea less than seventy-five miles from Seoul, during the spring of 1961. Our study was made nearly one year after the April 19 student uprising and approximately one month prior to the May 16 military coup d'etat.

<sup>1</sup>Literally, "Research County," a pseudonym.

The data-gathering instrument which we used for this part of the survey was an interview schedule<sup>1</sup> which incorporated the Kilpatrick and Cantril self-anchoring scale.<sup>2</sup> Basically the use of this scale involves asking respondents to report (1) their ideas of a "best possible" world and (2) their ideas of a "worst possible" world. Then they are presented with a ten-point scale in the form of a ladder (or other appropriate image) and asked to rate their position between the "best possible" (top of the ladder) and "worst possible" (bottom of the ladder). Respondents may be asked to report their positions in terms of present, past, and future for the purpose of studying perceptions of change. Analysis proceeds by the qualitative and quantitative content analysis of "best" and "worst" worlds and by the quantitative analysis of perceived changes. One of the principal merits of self-anchoring scaling is that it avoids the imposition by the researcher on the respondent of predefined items among which the latter has only to choose. While the method of self-anchoring scaling produces data which is unique to each individual, it is data which is psychologically comparable and thus is suitable for comparative quantitative analysis. The method has been used successfully in the study of buying behavior, occupational value systems, and the aspirations and fears of the parliamentarians of seven nations.

We elected to use the self-anchoring scale because it suited well our interest in learning something about the aspirations and fears of Korean administrators and how they view the development of administration

<sup>1</sup>See Appendix A-1.

<sup>2</sup>F. P. Kilpatrick and Hadley Cantril, "Self-Anchoring Scaling, a Measure of Individuals Unique Reality Worlds," Journal of Individual Psychology, XVI (November, 1960).

since Korea emerged from Japanese domination. As far as we know, ours is the first attempt to apply the scale in public administration research. We believe that self-anchoring scaling offers great promise as a tool for the advancement of the study of comparative administration. The interview schedule we have devised, for example, could be utilized also in Japan and on Taiwan for the purpose of gathering interesting comparative data.

The size of our sample and the purposive manner in which it was chosen does not permit us to generalize to a larger universe of Korean local administrators. We can only speak with assurance about a universe of thirteen local administrators. On the basis of these thirteen, however, we can construct hypotheses about all Korean administrators. Thus our research constitutes a pilot study. All general propositions must be regarded as limited to the universe of our sample. Thus our hypotheses can be regarded as having the limitation of a low probability of general applicability and the merit of having some empirical basis, however small.

A note on a problem of interviewing we encountered may be helpful in planning future research of this nature. The self-anchoring scale, as do virtually all interviewing instruments, presumes that the interview situation involves only the interviewer and respondent. The presence of others is undesirable because it has a reactive effect on the respondent in the direction of encouraging him to respond in terms of perceived group norms rather than in terms of his own particular outlook.

We found it difficult to obtain privacy for interviewing in the local administrative office. Officials were cooperative and curious; thus they wanted to cluster around and listen to the interviewer and respondent.

In our first interview with the gun chief, we did not object to the presence of others. We wished to dispel any notion that we were prying into confidential matters and to provide a learning experience for gun officials which would help to maximize their cooperation in the future conduct of our research. The gun chief gave no indication that he was embarrassed by the questions, even by those of a highly personal nature.

In our subsequent interviews we employed two techniques to ensure privacy:

- (1) interviewing officials in the private offices of the myon chiefs, or
- (2) interviewing officials quietly at their desks. The latter technique was successful when there was a high level of office activity, but less effective when the office was quiet. We prefer the former technique, if possible, but this would interfere with the myon chief's work if any prolonged interviewing were to be undertaken. As alternative optimum methods we have thought of employing enough interviewers to interview all officials at their desks simultaneously or possibly of interviewing officials individually somewhere outside the office.

Ri chiefs were interviewed without difficulty in the privacy of their homes.

Another methodological feature of the study can be underscored because it constitutes something rarely found in contemporary research in Korea. All questions in the main part of the interview schedule were of the open-ended type. The categories found in the tables in the main body of this study were derived by means of content analysis. We did not wish to limit nor otherwise influence responses by multiple-choice questions.

### Thirteen Local Administrators

Our sample included four gun administrators, seven myōn administrators, and two ri chiefs - thirteen in all.

The four county officials interviewed were the gun chief, a grade 3a national official; the industry section chief,<sup>1</sup> a grade 4 national official; the chief clerk in charge of land reform administration, industry section, a grade 4 national official; and the administrative subsection chief of the home affairs section, also a grade 4 national official.

The seven township administrators in the sample were two myōnjang (township chiefs); two vice township chiefs; a general affairs clerk, a grade 3 local official; a household registration clerk, a grade 3 local official; and a farmland clerk, also a grade 3 local official.

In addition, two rijang (village chiefs) were interviewed.

At the time of the study the elected myōn chiefs, the appointed vice myōn chiefs, and the elected ri chiefs were not eligible to hold official ranks under the Local Public Officials Law.<sup>2</sup>

The officials (including the ri chiefs as quasi-officials) had a total of nearly fifty years of collective experience in their present positions: the minimum was ten months; the median was two years; and the maximum - that of a gun clerk - was seventeen years. This experience was buttressed by sixty-five years of collective experience in the administrative positions which the group had held just prior to their present assignment: the minimum was two years, the median was four years, and the maximum

<sup>1</sup>The gun office is divided into two sections: the saniōpkwa (industry section) and the naemugwa (home affairs section). The term "industry" roughly denotes all economic activities.

<sup>2</sup>After the military coup of May 16 the election system for myōn and ri chiefs was abolished. According to the Temporary Law on Local Autonomy promulgated by the revolutionary government on September 1, 1961, myōn chiefs are appointed by gun chiefs, while ri chiefs are appointed by myōn chiefs.

was twelve years.

Seven of the administrators had first been appointed to administrative positions prior to 1945 and thus had served under the Japanese Government-General of Korea. Three officials had been appointed prior to 1950 and two had entered the government shortly after the Korean Armistice in 1953. Only one, a ri chief, first took up an administrative position after the local elections which followed the 1960 student revolution.

The youngest member of the group was thirty-one. The median age was forty-seven. The eldest was sixty-one.

The administrators came from predominantly rural farming backgrounds. Eleven had spent at least the first twenty years of their lives in farming areas. Ten of these had been raised in Yongu Gun itself. Only two administrators, the gun chief and the gun industry section chief, had urban (Seoul) backgrounds.

The fathers of ten of the officials had been farmers; one had been a ri chief; and one had been unemployed, apparently without hardship since his own father had been a doctor. Of the remaining twelve grandfathers of the sample of administrators, ten had also been farmers and two had been minor functionaries in the Yi dynasty. In terms of Korea's traditional status system, at least two-thirds of the incumbent administrators had advanced in social status and prestige over their forebears.

The formal educational background of the administrators was limited. They had a median of six years of formal education and a maximum of eleven years (gun chief, myon clerk). One respondent, a ri chief, had no modern formal education, but had studied the Chinese classics with a village tutor. Seven of the thirteen administrators had attended school for only six years; i.e., they had completed only grammar school.



The family obligations of the administrators were extensive. All were married. They had a total of fifty-four children: a minimum of two, a median of four, a maximum of six, and an average of 4.5. The administrators reported a total of 102 persons in their immediate "households": a minimum of five, a median of eight, and a maximum of ten. The components of a household include wife, children, other relatives, and servants.

The highest monthly salary received by any of the administrators was the 47,186 hwan received by the gun chief. This total monthly income was composed of his base pay (786 hwan for a grade 3, step 5, national official) plus a monthly allowance (46,400 hwan) also based on his rank. The minimum monthly compensation for an official paid from public funds in the sample was the 36,082 hwan received by a myon clerk. This was composed of the 522 hwan base pay of a grade 3, step 13, local official plus the standard monthly allowance for this rank of 35,560 hwan. The medium monthly compensation for the administrators in our sample was 38,830 hwan.

Village chiefs receive no official compensation either from national or local tax revenues. It is customary, however, for them to receive contributions from each household in the village. The contribution is usually in grains and varies from place to place. One of the ri chiefs we interviewed told us that he receives an average of twelve or thirteen straw bags of rice per year. He explained that this amounted to a monthly income of about 17,000 hwan. A myon chief told us it was a practice in his district for each household to contribute to a ri chief about four gallons of rice in the fall and a similar quantity of wheat in the summer.

Some sense of the real value of the monetary compensations we have been discussing can be gained from the fact that enough rice to feed a household of eight persons (the median number of members reported by our respondents) for one month cost approximately 27,200 hwan on the gun seat market at the time of our interviews.<sup>1</sup>

In response to a self-rating question concerning economic status ("What is your economic status relative to those who live in your neighborhood?"), nine administrators reported that they lived in "modest" circumstances. Four reported that they were "poor." None considered themselves "well-off" or "rich." Seven reported that they engaged in subsidiary farming or business activities in addition to their official duties.

As a group, the administrators would rate fairly high on an index of modernization based on media participation and geographical mobility. Only one did not own a radio. Eleven listened to the radio every day. One said he listened only two or three times a week. All but two reported that their most preferred program was "the news." Two most preferred "music," including a ri chief who liked folk songs.

All of the administrators, literate and able to read Chinese characters, reported that they read a daily newspaper. Some read more than one. The majority, nine, read the Democratic Party but anti-administration paper, the Tonga Ilbo. Three read the Catholic-supported Kyonghyang Sinmun. Other papers read were the Seoul Ilil, two; the Choson Ilbo, two; the Hanguk Ilbo, one; and the Minguk Ilbo, one.

<sup>1</sup>The bases for this calculation are as follows: one person eats about one tu (taedu hannal, .4765 gallons) of rice per month. Each tu costs 3400 hwan. In August, 1961, the price of one tu was 3800 hwan.

The administrators showed more variation in the frequency with which they attended the cinema. Seven attended frequently (four went at least once per week and three went once or twice a month); three went occasionally (four or less times per year); and three - a myōn chief, a vice myōn chief, and a ri chief - did not attend at all. Although a large new motion picture theater has been constructed in the country seat, only two of the gun officials reported weekly attendance. There were two other motion picture theaters within the gun boundaries.

Easy bus transportation, departing for the capital every twenty minutes, permitted frequent trips to Seoul. Nine administrators reported that they went about twice a month. Four said that they went to the bustling city of two million two or three times per year.

Nine of the administrators reported that they had no religion. Four - the gun chief, two gun clerks, and a myōn chief - considered themselves to be "Confucianists."

#### Concept of "Public Administration"

All thirteen of the administrators were asked the question, "When you hear the word public administration what kinds of things come to mind?"

There was more homogeneity in response to this question than to any other question we asked. The respondents gave evidence of a unanimously shared concept of administration which might be summarized as public administration means to work for the welfare of the people. The readiness with which this response was given was probably the product of official indoctrination, reinforcement by the modern mass media, and the traditional Korean ideal of government activity as a kind of benevolent paternalism.

The Korean term we used for "public administration" was the term haengjong (literally, "the conduct of government"), a term in wide use which is employed, for example, in the title of the School of Public Administration of Seoul National University, and in the Constitution of the Republic of Korea to designate the executive branch of government.

There were slight variations on the "welfare of the people" theme. The gun chief gave the most elaborate response: "Administration is a function in addition to the legislative and judiciary whose purpose is to promote the welfare of the people by means of the administrative structure in accordance with instructions from higher authority." A gun clerk said, "Administration means to govern the people according to regulations and to improve their welfare." A vice myon chief called administration "a necessity for the welfare of the villagers." A myon clerk said, "Administration means to educate and to improve the welfare of villagers."

The responses given by the two ri chiefs shared references to the authority component of administration. One defined administration as "the guidance of farmers by direction of higher authority." The other stated, "Administration is conducted for the welfare of the people in accordance with directions from higher authority."

It is of interest to note that the "welfare of the people" concept of public administration stresses the valued goals of administrative activity rather than the operations components of administrative behavior - staffing, organizing, budgeting, supervising, and so forth. That is to say, in this context, the concept of public administration tended to have a value connotation, or in some cases an authoritative legal connotation,

rather than a managerial or operational one. This observation suggests the hypothesis that the greater the understanding of the concept of public administration in terms of values, the less the rationalization of administrative procedures. This is not to suggest that an exclusively normative, legal, or managerial concept of public administration is more or less desirable, but only to suggest that the understanding of the concept may have important implications for administrative behavior.<sup>1</sup>

It will be observed below, however, that when our respondents speak about valued states of administrative affairs and about obstacles to administrative change they refer to elements from which a managerial concept of public administration can be inferred.<sup>2</sup>

### Concept of "Best Possible Administration"<sup>3</sup>

The local administrators were asked, "Everyone these days is talking about the improvement of public administration. Now, when you think about the administration of this (gun, myon, or ri) what are your wishes and hopes for the future? In other words, if you imagine the best possible

<sup>1</sup>There is evidence that the understanding of the concept of haengjōng is changing with the development of the academic study of modern public administration in Korea. The same question asked of the local administrators was asked casually during the entrance and graduation examinations at the School of Public Administration, Seoul National University, in the spring of 1961. Our impressions were that (1) the concept of "public administration" was less well structured in the entering students than in the local administrators, and (2) that the eighty M.A. candidates tended to have a higher managerial content in their understanding of administration than the local officials. The implications of these casual impressions remain to be tested in accordance with the hypotheses stated above.

<sup>2</sup>We are indebted to Dr. Lloyd M. Short, Adviser in Public Administration, School of Public Administration, Seoul National University for calling this to our attention.

<sup>3</sup>Throughout the remainder of this paper wherever the English word "administration" is used with reference to questions asked the respondents, the Korean word haengjōng is to be understood.

administration for this (gun, myon, or ri) what would it be like? Take your time in answering, such things are not easy to put into words."

We have categorized sixteen separate responses to this question into five categories. The results are shown in Table 1. A myon clerk found it impossible to answer the question. He explained, "I do not have enough experience to know."<sup>1</sup>

Table 1

CONCEPT OF BEST POSSIBLE ADMINISTRATION

| <u>Category</u>  | <u>Number of references</u> |
|--|-----------------------------|
| Economic development   | 6                           |
| Strengthened local autonomy                                      | 3                           |
| Improved administrative operations                               | 3                           |
| Guaranteed protection of officials<br>from external interference | 3                           |
| Improved public cooperation                                      | <u>1</u>                    |
|  | 16                          |

Economic development. References to economic development included the full restoration of areas which suffered war damage (myon chief), better housing (myon chief), more schools (myon chief), electrification of the countryside (ri chief), the elimination of unemployment (ri chief), and the improvement of rail transportation (ri chief). A ri chief said, "I hope that administrative measures will soon be taken to relieve unemployment. The National Construction Service projects which are now underway will not be able to solve the unemployment problem completely. Therefore I hope the government will plan to set up industrial facilities to relieve it."

<sup>1</sup>Actually he had been an official for ten years, including two years as a myon chief.

Strengthened local autonomy. The gun chief was the main proponent of this idea of making the gun an autonomous body. He said, "The present Local Autonomy Act should be amended to define the gun as a local autonomous body. The existing myon (township) and eup (town) should be deprived of their autonomous status and should be made branch offices of the gun. The heads of these subordinate organizations should be appointed by the gun chief. The main reason for this change is that the gun, a non-autonomous body, cannot carry out its administrative tasks effectively because it is in an intermediate position between two autonomous bodies: the province and the myon."

A gun clerk stressed the integration of local administrative agencies in his vision of the best possible administration: "Now we have a number of agencies in the gun which operate independently of the gun administration; for example, the Educational District Office, the District Taxation Office, the Agricultural Extension Office, and the Grain Inspection Station. These agencies should be integrated into the gun administrative organization, not only because their operations involve unnecessary financial expenditures but because general government policies cannot be carried out otherwise."<sup>1</sup>

A myon clerk stressed the importance of local finance for strengthening local autonomy. "Up to now," he explained, "we have only been carrying out the directives from higher authority. Although we are supposed to be an autonomous administrative agency we have not been able to accomplish anything for the benefit of local areas because we have not had the funds."

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<sup>1</sup>In another context, a myon chief told us, "In principle, the gun office ought to be abolished." Thus a major issue of Korean local administrative reform is posed.

Improved administrative operations. A gun clerk said, "I hope that higher authorities will develop plans which are based on detailed knowledge of the situation at lower levels. Lack of such knowledge only results in unrealistic plans for administrative operations." A myon clerk thought that ri chiefs ought to have assistants to help them with their administrative tasks. A vice myon chief's vision of the best possible administration included the appointment of myon and ri chiefs by higher authority. He explained "It is better for them to be appointed rather than to be elected because the factional conflict which comes up during the election continues even after the election is over. Therefore we can't expect to have the cooperation of the people in performing our administrative duties."

Guaranteed protection of officials from external interference. A gun official said, "I hope that the police will be neutralized as soon as possible. A sharp distinction should be made between general administration and police administration. The distinction now is obscure; for this reason there is friction between the police and local officials." A myon chief insisted, "The status and political neutralization of public officials must be guaranteed. At present officials have no security and are always uneasy. Because of this, they find it hard to preserve their basic character as public servants."

Improved public cooperation. A myon clerk said, "I hope there will be a strengthening of public information administration. That is, national policy must be strongly presented to the average farmer. The present organization and budget are inadequate. Reform is desperately required so that the farmers may understand the necessity for the improvement of administration."



### Concept of "Worst Possible Administration"

Each of the local administrators was asked, "Now taking the opposite view, what are your fears and worries for the future? In other words, if you imagine the worst possible administration for this (gun, myon, or ri) what would it be like? Again take your time in answering."

In response, the administrators made twenty-seven references to negative aspects of their experience. Two things about their responses were noteworthy. First, they made almost fifty percent more negative references than they did to positive aspirations for the future. This might have been attributable to learning during the interview situation (a "warming-up" to the technique of answering an open-ended question), to a systematic tendency for most people to have more fears than hopes (this can be tested by analyzing a number of studies which utilize the self-anchoring scale), or to factors specific to the psychological environment of Korean local administrators. A second characteristic feature of their responses was that they tended not to project themselves into a hypothetical future disvalued state of affairs, but rather to report on concrete disvalued aspects of their immediate experience.

This apparent incapacity for empathic projection in our respondents is puzzling. Lerner, in his study of modernizing Middle Eastern societies, has attributed similar incapacity to low media participation; i.e., members of traditional societies have little opportunity for the vicarious experiences offered by the mass media and thus find it difficult to imagine themselves in strange new situations.<sup>1</sup> Our respondents, on the other hand, seem to rate high on media participation (newspaper reading, radio listening,

<sup>1</sup>Daniel Lerner, *The Passing of Traditional Society* (Glencoe: The Free Press, 1958). See especially pp. 49, 432-34.

and movie going), as well as on literacy. Our limited data suggests that for empathic projection into disvalued states of future affairs there may be a kind of threshold below which effective empathy does not take place even for persons of high media participation. That is, if the psychological environment is perceived to be extremely depressing, then the respondent tends to avoid adding hypothetical ills to those which he is already actually experiencing. An impressionistic confirmation of this hypothesis would be the common observance of a troubled person who emphatically rejects the notion that "things could be worse" even though it appears reasonable to a disinvolved outside observer.

We categorized the references to "worst possible administration" as shown in Table 2.

Table 2

CONCEPT OF WORST POSSIBLE ADMINISTRATION

| <u>Category</u>                                      | <u>Number of references</u> |
|--|-----------------------------|
| Non-cooperation by the people                        | 9                           |
| Non-rational local administrative operations         | 8                           |
| Ineffective and unreliable central government action | 7                           |
| Unemployment and poverty                             | <u>3</u>                    |

N = 27

Non-cooperation by the people. Four references were made to the failure of the people to comply with administrative instructions. According to a gun official, "Administration is not effective at the terminal farm areas. For example, in the past the order to prepare seed beds was immediately carried out. Since the April 19 uprising, however, the people tend not to observe any instructions." He continued, "The secret cutting

down of trees is at a high point. War refugees in particular cut down the trees in order to sell them." A vice myon chief also noted the lack of cooperation in forest conservation. He recommended that the number of forest wardens be increased and that the penalties of the Forest Conservation Act be made more severe. "The present fine of 500 hwan is not enough," he said. The gun chief reported that it was difficult to obtain the cooperation of the unemployed and "floating people" in the gun area. A gun clerk said that the presence of many unlicensed doctors and pharmacists made administration difficult.

Two references were made to the failure to pay unofficial fees such as those for the Army-Police Relief Association, Women's Association, and Red Cross Association which local officials are required to collect. One vice myon chief said, "In many cases we see that the ri chiefs pay these fees for the villagers themselves because there is no possibility of collecting them no matter how hard the myon staff works." The other vice myon chief explained, "In spite of the fact that the myon staff goes from house to house for half a year, they are not very successful in collecting these fees."

Factionalism and correlated lack of cooperation with local administrators were the subjects of reference by the two vice myon chiefs in our group. One explained, "Many quarrels continue after the election of the myon and ri chief. Those who oppose the elected myon chief are quite uncooperative with him in the conduct of administration. This makes us really mad!" The other said, "Ri chiefs had better be appointed rather than elected. The election system causes factionalism among the villagers. Furthermore this has a bad effect on myon administration."

One of the vice myon chiefs reported that tax collection had come to a standstill.

Non-rational administrative organization and operations. By non-rational is meant a discrepancy between organization, staffing, and financing on the one hand and administrative requirements and needs on the other.

Three references were made to the problem of inadequate staffing. A gun clerk said, "We have not been able to increase rice production. One of the reasons is that we do not have enough technicians. At present, only two officials are working on the problem of increasing rice production. The situation is worse at the myon level where there is only one official with this responsibility. All he can do is process documents. Furthermore, at the gun level no one is working full-time on farmland improvement." A myon clerk explained, "There are about thirty officials in the gun industry section, but here at the myon only one man handles their responsibilities. Up to now, all he has been able to do is handle the documents which have been directed to him by higher authorities. How can industry be developed like this?"

Lack of administrative integration at the local level was pointed out as an element of the "worst possible administration" by a myon chief. He said, "Administrative agencies which are independent of the gun office, such as the District Taxation Office, the Educational District Office, the Agricultural Extension Office, and the Grain Inspection Station, should be abolished. At least a taxation section and an agricultural guidance section should be established in the gun office. Furthermore, since there are many myon in the gun, they should be combined into viable and effective units by amalgamation." This same official favored the eventual abolition of the gun office.

Three references were made to problems of tax administration and local financing. A myōn chief explained, "At present there are many evils in tax administration. For this reason, national taxes should be largely transformed into local taxes. Now local taxes must be delivered into the hands of the central government authorities who redistribute them to local agencies in the form of grants in aid and other subsidies. This causes a lot of trouble." A vice myōn chief said "Tax administration today is just too complicated. There are too many different kinds of taxes and they are collected too often. The system must be simplified." The same official thought that funds were being wasted in administering the election of ri chiefs, "They ought to be appointed by the myōn chief," he added, "and the myōn chief himself might be appointed rather than elected."

The view of "worst possible administration" by a myōn clerk included the "demoralization" of employees not included in the regular table of organization at the myōn office. "The so-called 'temporary' ought to be abolished."

Ineffective and unreliable central government action. In describing the "worst possible administration," two references were made to the fact that the military authorities had not reimbursed farmers for land requisitioned for military use. "The government is too indifferent to control them," a vice myōn chief said. A ri chief said that farmers in his village had not been recompensed for "many scores of chōngbo."<sup>1</sup> Another reference to government unreliability was made by a ri chief who reported, "Although the government promised 650 hwan per day for labor on the National Construction Service projects, they are paying far from that. Workers are getting

<sup>1</sup>One chōngbo equals approximately 2,451 acres.

only 350 hwan per day on the forestry project here. That isn't enough to help much with living."

Central government delay in releasing local government budget allocations was mentioned by a vice myon chief and a clerk of the same myon. "In some cases," the latter explained, "payment of our salaries has been delayed for more than a month."

Other complaints were that the government passed unenforceable laws such as the Forest Conservation Act (myon chief), that the election of provincial governors and myon chiefs prevented effective central government policy execution (myon clerk), and that the fertilizer supplied by the government was inadequate and delivered too late (ri chief).

Unemployment and poverty. The gun chief said, "We have a great many unemployed persons in our area." A myon chief said, "About 3,500 of our 9,600 people are suffering from hunger according to statistics gathered at the end of March. I feel sorry not to be able to respond to the cries of the hungry people." "People are living in pits and caves," a ri chief said. "Many of our people live in houses rented from others. When the spring thaw comes, the pit dwellers - unemployed laborers, A-frame carriers, and fish peddlers - cry out in their collapsing holes."

#### Perceptions of Administrative Change

In order to obtain some indication of how local administrators tended to assess the development of public administration in Korea since 1945, we asked our respondents to rate on a ten-point scale their general assessment of administrative conditions at various periods. We asked: "Here is a picture of a ladder (with ten steps). Suppose we say that at the top of the ladder is the very best state of affairs which you have just

described. At the bottom is the very worst state of affairs. Where on the ladder do you feel the actual administration of this (gun, myōn, or ri) is at the present time?"

Then we asked similar questions about where they thought the administrative situation ranked just before the 1960 student uprising, the outbreak of the Korean War in 1950, and the liberation of Korea in 1945.

Respondents replied only in the event that they had had actual administrative experience during the periods indicated. It will be recalled that seven had served under Japanese rule and that three had served prior 1950. Future expectations were investigated by asking the officials to report where they thought the administrative level would be one year in the future, in April, 1962.

Mean rankings were obtained for each of these administrative periods. The results are shown in Table 3.

Table 3

PERCEPTIONS OF ADMINISTRATIVE CHANGE, 1945-1962

| <u>Administrative period</u>                  | <u>Mean ranking 1-10</u> | <u>Amount of change</u> |
|---|--------------------------|-------------------------|
| Present: April, 1961                          | 6.77<br>(N=13)           | --                      |
| Before 1960 student uprising                  | 6.16<br>(N=12)           | -.61                    |
| Before the outbreak of the Korean War in 1950 | 6.22<br>(N=9)            | -.55                    |
| Before the liberation of Korea in 1945        | 7.43<br>(N=7)            | +.66                    |
| Future: April, 1962                           | 7.92<br>(N=13)           | +1.15                   |

The data show that the thirteen administrators rated most highly the administrative situation under Japanese rule. They show that the officials perceived the level of administration had dropped considerably by 1950, that it had been at a somewhat lower level in 1960, and that it was rising in 1961. The officials expected that the local administrative situation would reach its highest valued state, even surpassing that of the Japanese period, in 1962.

Only one of the administrators, a ri chief, expected that there would be no change from 1961 to 1962.<sup>1</sup> This led us to investigate the hypothesis that the perceived level and extent of change were correlated with organizational location; i.e., that gun, myon, and ri administrators would tend to perceive these things in a different way. The results of this investigation are presented in Table 4.

Table 4

PERCEIVED CHANGE BY ORGANIZATIONAL LEVEL, 1961-1962

| <u>Organizational level</u>    | <u>Mean ranking April, 1961</u> | <u>Mean ranking April, 1962</u> | <u>Amount of change</u> |
|--------------------------------|---------------------------------|---------------------------------|-------------------------|
| <u>Gun</u> officials<br>(N=4)  | 6.25                            | 7.22                            | +0.97                   |
| <u>Myon</u> officials<br>(N=7) | 7.52                            | 8.71                            | +1.19                   |
| <u>Ri</u> chiefs<br>(N=2)      | 5.0                             | 6.50                            | +1.50                   |

The very small sizes of the subsamples makes our data extremely unstable, but at least part of it seems consistent with impressions gained in our analysis of the concepts of "best" and "worst" administration and certain historical circumstances.

<sup>1</sup>All of the other administrators expected some improvement. None expected a worsening situation.



With the passage of the Local Autonomy Law by the National Assembly on October 22, 1960, the myon became an autonomous body with an elected chief and council. The power and prestige of the gun office of which the myon had previously been but a branch office were considerably weakened. The finding, five months later, that gun officials tended to rate the state of administration lower than myon officials and expected less improvement in the coming year seems consistent with this historical background.

The relatively low ratings by the ri chiefs for 1961 are consistent with the tone of their responses to questions about "best" and "worst" administration. It is noteworthy that both of them rated the administrative situation at that time at exactly step five. The lowest ranking by any other administrator for this period was step six, except for a gun clerk who rated it at step three.

The extent of improvement anticipated by the ri chiefs (1.50) is exaggerated because of the small subsample; as previously noted, one of them expected no change at all.

In summary, myon officials tended to rate the administrative situation higher than gun officials and anticipated a larger amount of future change. Administrative rating of the present by ri officials was lower than either of the other two groups.

#### Perceptions of Administrative Obstacles

In order to learn what the local administrators considered to be the main obstacles to administrative improvement, we asked the following question: "Just a while ago you described the best possible administration for this (gun, myon, or ri). What do you think are the main things which will make it difficult to achieve this best possible administration?"

Responses are shown in Table 5.

Table 5

PERCEPTIONS OF ADMINISTRATIVE OBSTACLES

| <u>Category</u>                                      | <u>Number of references</u> |
|--|-----------------------------|
| Personnel obstacles                                  | 15                          |
| Financial obstacles                                  | 12                          |
| Ecological obstacles                                 | 9                           |
| Organizational obstacles                             | 3                           |
| Ineffective and unreliable central government action | <u>3</u>                    |

N=42

Personnel obstacles. The most frequently mentioned blocks to administrative development involved local administrative personnel. Ten of the fifteen references in this category concerned lack of staff. A gun clerk explained that, in general, the lower administrative levels are short on staff while higher organizations have many. "For example, there is only one man in the myon office in charge of agricultural administration. We can say that he is actually performing the duties of the Minister of Agriculture." A vice myon chief said, "We now have eleven full-time staff members and six temporary employees in the myon office. We need twice as many. Instead of one clerk in charge of agriculture there ought to be four or five. We also need somebody to take charge of public relations and petitions." "This myon is so short-handed that nobody has time to display his creative ability," one clerk complained. A ri chief said, "I have a lot of trouble with paper work. The ri needs a clerk but I can't hire one because there's no money."

Four references were made to insecurity and political pressure as difficulties in improving administration. The gun chief explained, "it is a fundamental principle that administration should be neutralized. Despite this, however, we have been subjected to unnecessary pressure from the various political parties and social organizations. Under such circumstances it is very difficult to conduct effective administration." A myon clerk said, "The status of officials is unstable because they are suffering economic hardships and are subjected to pressure from higher authorities." A myon chief explained, "Every time new people win political power many officials are shuffled. We feel insecure. In general, our staff can only live at a poor level with their salaries. Their treatment must be improved."

Low quality of personnel was cited as an administrative problem by the chief of the gun.

Financial obstacles. Ten references were made to the lack of funds as a hindrance to administrative progress. Thus lack of funds and shortage of personnel were by far the most frequently cited difficulties. The gun chief and virtually all others mentioned general inadequacy of financial support. The industry section chief said he needed funds for official trips.

The most detailed explanation of their financial problems came from officials at the myon level. A myon chief said, "As an autonomous administrative organization, it is difficult to work for the welfare of the people without financial resources. There is too much emphasis on national taxes and there is little income from local taxation. Our financial problems are made worse by the fact that often the subsidiary funds and grants

from the central government are not released on time. Our resources are so meager that we spend more than sixty percent of our budget simply for office overhead. This leaves us less than forty percent for other activities. We can't be very effective under these conditions." Another myōn chief explained, "Ninety-five percent of the budget comes from the central government and only five percent from local revenues. We are in serious financial trouble." A myōn clerk said, "The government allocations are just not enough."

A vice myōn chief complained that too many elections were causing financial problems: "Last year we had too many elections - elections for president, national assembly (lower house), house of councilors (upper house), provincial governors, provincial representatives, myōn chiefs, and myōn council members - in which a lot of money was spent. For this reason, I think that governors and myōn chief ought to be appointed."

Another vice myōn chief gave an example of how economic development activities were being hampered for lack of funds. "One of our irrigation associations," he explained, "is in bad straits for want of funds. An immediate government subsidy is needed so they can buy fuel and lubricants for a water pump."

Ecological obstacles. In this category we have placed nine references to factors in the environment of administration. Almost half concerned factionalism and non-cooperation by the people. A ri chief said, "The factionalism is just too strong to work." A gun official explained, "The people in Yōngu Gun are mentally not well prepared for administration." A gun clerk found transient "floating people" to be less cooperative than permanent residents.

Other references to environmental difficulties included the need for the "enlightenment" of villagers (vice myon chief), inadequate housing (ri chief), periodic flood damage (myon chief), and unemployment. A myon chief explained, "Disabled veterans often come to the myon office asking for help. They cause great disruption in our administrative work."

Organizational obstacles. Among the references to organizational obstacles to administrative improvement was one which suggests the paradoxical proposition that an obstacle to change is change itself. "Because of frequent changes in plans directed by higher authority," explained a myon clerk, "we encounter a lot of difficulties. For example, whenever a minister is replaced, plans are also very often changed." The same clerk thought that there were "many unnecessary administrative agencies" which hampered effective administration. He said, "I think that the Education District Office and the Taxation District Office ought to be closed and that it would be more effective if their functions were transferred to sections within the myon office."<sup>1</sup> A third organizational difficulty cited was that asserted to stem from the election of myon and ri chiefs (vice myon chief).

Ineffective and unreliable central government action. Two of three references in this category were made by a vice myon chief. He explained, "Because the government has not reimbursed the people of this myon for lands which have been requisitioned for military use, they are suffering great losses. About 500,000 p'yong are involved."<sup>2</sup> He continued, "The fertilizer which is now provided, either foreign or domestic, is not

<sup>1</sup>Note that this is a proposal for administrative integration at the myon rather than the gun level.

<sup>2</sup>One p'yong equals approximately thirty-six square feet.

suitable for our lands. It is to be hoped that in the future the farmers will be supplied with the fertilizer they want." A ri chief cited an obstacle to better administration which reflected upon local as well as central authorities. There was a tone of despair in his voice when he said, "Whenever there has been any difficulty in the village, we have never received any assistance from higher authorities."

Perceptions of Administrative Aids

Because we were interested in learning what kind of assistance local officials thought might be available to help them reach their valued administrative goals, we asked: "What do you think are the main things which will help to achieve the best possible administration for this (gun, myon, or ri)?" Responses to this question are reported in Table 6.

Table 6

PERCEPTIONS OF ADMINISTRATIVE AIDS

| <u>Category</u>     | <u>Number of references</u> |
|---------------------|-----------------------------|
| Don't know          | 7                           |
| Foreign assistance  | 3                           |
| Office morale       | 3                           |
| Popular cooperation | 2                           |
| None expected       | <u>1</u>                    |

N=16

"Don't know." We interpret the large number of "don't know" responses to be related to difficulty in imagining hypothetical alternatives to the existing state of affairs and to be consistent with the finding under "best" and "worst" administration that fewer responses were obtained with reference to the former than to the latter. This finding might also

be somewhat related to feelings of futility which the officials were reluctant to communicate with outsiders. A village chief, however, stated bluntly that he expected no assistance at all from any quarter. "We have never received any help," he declared. This was not the ri chief last quoted above; thus both village chiefs expected no assistance from either central or local government agencies.

Foreign assistance. References under this category concerned possible assistance expected from United States Army units stationed in the county area. In the past, under the Armed Forces Assistance to Korea program, they had assisted in building roads, bridges, and schools; in social welfare; and in printing various materials for the local government offices. The officials anticipated that this source of help could be counted on in the future. "We use the American Army units for welfare work," explained a vice myōn chief.

Official morale. Three references were made to anticipated aids to administrative betterment which we have categorized as indicators of official morale. The gun chief said that he thought "democratic staff relationships" and "cooperation by subordinate officials" would be important factors in administrative progress. A gun clerk said, "Local administration will be improved by the hard work of overburdened officials."

Popular cooperation. Two officials said they thought that cooperation by the gun people would be the main source of administration improvement. A myōn official cited the recent voluntary organization of a Prosperity Association in a nearby village as an example of what could be done. The villagers had banded together to take joint action in street sweeping and sewage and garbage disposal.

## Perceptions of the Most Effective Agent of Administrative Change

Given concepts of best/worst administration and perceived obstacles/aids to administrative improvement, we thought it would be interesting to investigate perceptions of who the administrators thought were the most effective agents for bringing about administrative change. Therefore we asked, "Who do you think can play the most important role in improving the present administrative situation in this (gun, myōn, or ri)? The intent of this question was to give the respondent wide leeway in designating individuals, groups, organizations, or even "social forces." Responses are shown in Table 7.

Table 7

### MOST EFFECTIVE AGENT OF ADMINISTRATIVE CHANGE

| <u>Category</u>                | <u>Number of references</u> |
|--------------------------------|-----------------------------|
| Immediate principal supervisor | 7                           |
| Self                           | 4                           |
| Legislators and councilmen     | 4                           |
| High administrative officials  | 2                           |
| Other                          | <u>1</u>                    |

N=18

Self and immediate principal supervisor. Twelve responses designated the chief of the gun, myōn or ri as the person who could do the most to improve public administration in the area. All but one of the administrative heads (two gun chiefs, two myōn chiefs, and a ri chief) named themselves as the most effective agent of change; the remaining ri chief named no one lower than the ministerial level. Similarly, of the eight subordinates of the local heads (three gun officials and five myōn officials), all but



one named their immediate principal superior - either the gun or myon chief - as the one who could do most to improve administration. Only one official, a myon clerk, named no administrator lower than the provincial governor.

The striking emphasis on local administrative heads in response to this question may be interpreted as stemming from a strong sense of hierarchy in Korean administrative behavior, the acceptance of responsibility by the heads of various levels in the hierarchy, and perhaps a weak but developing conception (itself related to sparse social science research) of how political, social, and economic behaviors can have an impact on administration. The importance of the latter factor as an explanation is diminished somewhat, however, by references to political pressures or lack of them as elements of best/worst administration and as obstacles to administrative reform. Empirical support for the strong sense of hierarchy is to be found in a sociometric study of forty-nine officials in a bureau of the Ministry of Communications. A sociometric diagram of their first choice in response to the question, "If you wanted to discuss a personal problem, whom would you go to see in this organization," is almost identical with a chart of the formal organizational structure.<sup>1</sup>

Legislators and councilmen. Political representatives mentioned were opposition party members of the National Assembly (gun clerk), majority party members in the National Assembly (vice myon chief), gun members in the provincial council (vice myon chief), and the chairman of the myon council (ri chief).

<sup>1</sup>When asked to state the reasons for the choice, 71% checked the category "because he is a superior official." Third choice advisers, however, tended to be "colleagues." Sung Tae Chang, "Pisangsik chojike kwanhan yongu" (Study of Informal Organization), unpublished M.A. thesis, School of Public Administration, Seoul National University, April, 1961, pp. 69, 79.

High administrative officials. A ri chief thought that the ministers of Home Affairs and Health and Social Affairs were the persons who could most effectively improve the administrative situation in his village. These were the highest administrative officials named by anyone in our sample. The ri chief designated no one else. Two myon clerks considered the provincial governor to be the most effective agent of administrative change.

One of the two ri chiefs made a selection outside the above pattern; he thought that the chairman of the gun agricultural cooperative was a person who could do much to develop administration in cooperation with himself and the chairman of the myon council.

Recommendations for Administrative Change

We asked each of the thirteen local administrators what they would do to improve administration if they were a person or a member of an organization which they had named as an effective agent of change. Their responses are shown in Table 8.

Table 8

RECOMMENDATIONS FOR ADMINISTRATIVE CHANGE

| <u>Category</u>                          | <u>Number of references</u> |
|--|-----------------------------|
| Measures to promote economic development | 13                          |
| Improvement of personnel administration  | 10                          |
| Administrative reorganization            | 4                           |
| Improvement of financial administration  | 4                           |
| Improvement of public cooperation        | 3                           |

N=34

Economic development. A wide variety of recommendations to develop the Korean economy were made. They included the development of industry to relieve unemployment (vice myōn chief, myōn clerk, and ri chief); the provision of cheap fuel substitutes for wood, such as briquettes, and measures to improve forest conservation (gun chief, industry section chief, and myōn chief); the opening up of uncultivated lands (myōn chief, myōn clerk); the improvement of irrigation facilities (myōn chief); the improvement of welfare administration (myōn clerk); the encouragement of cattle and poultry raising (ri chief); the alleviation of farm indebtedness (ri chief); and the promotion of the 4-H Club movement (ri chief).

Improvement of personnel administration. The second most frequently mentioned area of recommendations concerned the improvement of personnel administration. Among the sub-areas cited were the improvement of staff training (gun clerk, myōn clerk), and the recruitment of more competent personnel. The gun chief said, "In order to improve the quality of officials, those now employed should be replaced by men with more education." A gun clerk declared "I would employ more competent personnel; for example, as agricultural technicians we ought to hire the graduates of agricultural schools. This doesn't happen now. Furthermore, for routine clerical work we ought to require officials to have more than a middle school education."

Other personnel recommendations were to increase the number of officials at the lowest administrative levels (vice myōn chief, myōn clerk); to guarantee job tenure (gun chief, vice myōn chief); to raise official salaries (gun chief, vice myōn chief); and to improve staff morale (gun clerk).

Administrative reorganization. Two officials (gun chief, vice myōn

chief) recommended that the then existing system of election of myōn and ri officials be abolished and that they be appointed by the central government. The gun chief explained, "The appointment system is much better than the election system. Elections bring much corruption such as too many candidates (sic) and bribery. Appointment will eliminate this corruption. Actually many successful candidates won because of bribery. This can be seen from the fact that the winning margin of those who had money was greater than that of those who did not."

A vice myōn chief voiced a major plan for reorganization involving administrative integration. He explained, "I would increase the number of provinces and abolish the gun level of administration. Presently existing myōn would have to be combined into more efficient units; for example, the eleven myōn in our gun might well be reduced to seven. Then, I think that separate agencies such as the Educational District Office, the Agricultural Extension Office, and the Agricultural Inspection Station ought to be abolished. In their place appropriate specialists should be assigned to work in the myōn offices."

A fourth recommendation for administrative reorganization was that the issuance of certain permits be delegated from the gun to the myōn level (vice myōn chief).

Improvement of financial administration. Recommendations for the improvement of local financial administration included advocacy that the central government release local funds according to schedule (vice myōn chief, myōn clerk) and that fees such as those for the Army-Police Relief Association and the Red Cross be changed into national taxes (vice myōn chief).

A myon chief explained how the present system of local finance was limiting the freedom of action of local administrative units which were supposed to be developing along lines of greater autonomy. He said, "The head of a local autonomous organization can't work freely because of too much interference from the central government authorities. For example, he can't even pay the salary of a myon clerk without supplemental funds from the central government. The present system of financial administration makes it extremely difficult to carry out an effective program to improve the people's welfare. River projects, dams, irrigation works, and other activities essential to the development of agriculture are only possible through central government support. The local taxes we collect must first be delivered to higher authorities; then they are reapportioned to us in the form of supplemental funds. This complicated system must be reformed so as to bring more benefits to the people living in the rural areas."

Improvement of public cooperation. "I would encourage the cooperation of the villagers in the conduct of administration," a vice myon chief said. A gun clerk explained, "The most important thing is to enlighten the people. We have to teach them what the government is going to do so they can be most cooperative." "By winning the public mind," another gun clerk said, "I would have the gun people follow administrative instructions."

### Conclusion

In a study of thirteen Korean local administrators, conducted in April, 1961, utilizing the Kilpatrick and Cantril self-anchoring scale of individual values, we have made the following findings:

1. The concept of public administration was understood primarily in terms of "working for the welfare of the people." Our total data provides the basis for inferring a more managerially oriented concept of administration.

2. The best possible administration was viewed in terms of economic development, strengthened local autonomy, improved administrative operations, security of officials from outside influence, and improved public cooperation.

3. The worst possible administration was conceived as involving non-cooperation by the people, non-rationalization of administrative operations, ineffective and unreliable central government action, and unemployment and poverty.

4. Perceived administrative changes with reference to valued states of affairs were that local administration had been at its highest past level just prior to liberation from Japanese control in 1945, that it had dropped to its lowest level just prior to the April 19, 1960, student uprising, and that it would reach its highest level by April, 1962.

5. There were differences between administrative echelons with respect to the perceived April, 1961, state of administrative affairs: myon officials rated it most highly; ri chiefs gave it the lowest rating.

6. Main hindrances to the improvement of local administration were perceived to be personnel obstacles, financial obstacles, ecological obstacles, organizational obstacles, and ineffective and unreliable central government action.

7. Perceived aids to administrative improvement were found to be foreign assistance, official morale, and popular cooperation. A majority of the officials were unable to name any anticipated source of assistance.

8. The most effective agents of administrative change were seen to be the heads of local administrative organizations, national legislators and local councilmen, and high administrative officials. Evidence for a strong sense of hierarchy in Korean public administration was observed.

9. Recommendations for administrative change concerned measures to promote economic development, the improvement of personnel administration, administrative reorganization, and the improvement of public cooperation.

Four major sets of problems in contemporary Korean local administration emerge from our research. First, there is the question of the relative power between the central government and local administrative organizations. Second, there are the problems of whether to integrate certain local administrative agencies and, if so, at what level. Third, these are questions of local finance: what proportion of tax revenues is to be retained for the benefit of the people who produced them and what proportion is to be turned over to central authorities to meet national needs? Fourth, we encounter problems of personnel administration which are also of crucial importance for national administration. All of these major problem areas can and should become foci for future empirical research in Korean local administration.

The results of our research experience encourage us to believe that replication of the study with an improved version of the present research design would be profitable. We also think that the self-anchoring scaling method might be applied with much success to more precise problems; i.e., to personnel administration rather than to public administration as a whole. Even in its present sweeping form, the study might be repeated on a larger sample (twenty-five to fifty respondents in each of four categories: gun officials, myon officials, ri chiefs, and farmers) to permit statistical analysis and the gaining of more precise knowledge.

We found the local officials as respondents to be most cooperative. The notion that Korean officials would not cooperate in scholarly research was demonstrated to be a myth in the spring of 1961.

The comments of the thirteen administrators at the end of their interviews are both a challenge and an inspiration to students of Korean public administration. The gun chief said, "I think it is very important and significant to carry out research on administration at the local level." A myon chief explained, "This kind of interview is very useful to us. I sincerely wish that good results will come from this research." A gun clerk said, "I thank you for your study of local administration at the lowest levels and hope that your studies will be helpful for our national development." Another gun official said, "I sincerely wish that with the immediate reflection of this research on practical action, we could enjoy a better life like the people of other countries."

Standing in a field beside a village which was celebrating his daughter's wedding with wine, dancing, and song, an aged myon chief said, "I wish to thank you for giving me, a myon chief, the opportunity to



disclose the realities of our situation. It is my hope that your research will be of great assistance in the future development of local administration in our country."

We hope that scholarly researchers, students, and officials in Korean public administration will take up this challenge.

APPENDIX A-1

INTERVIEW SCHEDULE

SURVEY OF LOCAL ADMINISTRATION: APRIL, 1961

1. Everyone these days is talking about the improvement of public administration so as to improve our country's situation. Now when you think about the administration of this \_\_\_\_\_, what are your wishes and hopes for the future? In other words, if you imagine the best possible administration for this \_\_\_\_\_, what would it be like? Take your time in answering; such things are not easy to put into words.

2. Now, taking the opposite view, what are your fears and worries about the future? In other words, if you imagine the worst possible for this \_\_\_\_\_, what would it be like? Again take your time in answering.

Here is a picture of a ladder. Suppose we say that at the top of the ladder (pointing) is the very best state of affairs which you have just described. At the bottom (pointing) is the very worst state of affairs.

3. Where on the ladder (moving finger rapidly up and down ladder) do you feel the actual administration of this \_\_\_\_\_ is at the present time?

Step number \_\_\_\_\_.

4. Where on the ladder would you say that the administration of this \_\_\_\_\_ was last year at this time?

Step number \_\_\_\_\_.

5. Where on the ladder would you say that the administration of this \_\_\_\_\_ was just before the summer of 1950?

Step number \_\_\_\_\_.

6. Where on the ladder would you say the administration of this \_\_\_\_\_ was just before August, 1945?

Step number \_\_\_\_\_.

7. And where do you think the administration of this \_\_\_\_\_ will be on the ladder one year from now?

Step number \_\_\_\_\_.

8. Just a while ago you described the possible administration for this \_\_\_\_\_. What do you think are the main things which will make it difficult to achieve this best possible administration?

9. What do you think are the main things which will help to achieve the best possible administration for this \_\_\_\_\_?

10. Who do you think can play the most important role in improving the present administrative situation in this \_\_\_\_\_? Identification \_\_\_\_\_. Why do you think so?

11. What would you do if you were (the person or a member of a group named in 10)?

Now I would like to ask you a few questions about yourself. The answers to these questions are necessary so that we can understand the life of the local official. (Do not ask these questions if you already see the answer.)

12. What is your official rank? Grade \_\_\_\_\_.

13. What is your present official responsibility?

(Give title and briefly explain the nature of the duties.)

Title:

Duties:

14. How long have you been in your present position?

\_\_\_\_\_ years

15. What position did you hold before this one?

Title:

Duties:

16. How long did you hold that position?

\_\_\_\_\_ years

17. In what year did you first accept an official position?

\_\_\_\_\_

18. In what year were you born?

\_\_\_\_\_

19. In what place did you spend most of your life before the age of 20?

\_\_\_\_\_ province.

\_\_\_\_\_ city or county.

(Check whether this is \_\_\_\_\_ rural or \_\_\_\_\_ urban.)

20. How many persons are in your household?

\_\_\_\_\_ persons

21. Are you married? Yes \_\_\_\_\_. No \_\_\_\_\_.

22. How many children do you have?

\_\_\_\_\_ children.

23. Do you engage in any subsidiary farming or business activities in addition to your main occupation?

Yes \_\_\_\_\_. No \_\_\_\_\_.

24. What is your religion?

- None
- Confucianist
- Buddhist
- Catholic
- Protestant
- Ch'ondogyo
- Other

25. What is your official compensation for your rank and position?

(money or goods) per  (month).

26. Do you receive compensation in addition to this during the year?

Yes . No .

27. Do you read a newspaper regularly?

Yes . No . Which one? . Why? .

28. Do you own a radio?

Yes . No .

29. About how much do you listen to the radio?

- almost every day
- 2 or 3 days a week
- 1 day a week
- almost never.

30. What kind of program do you prefer most?

Why? .

31. About how often do you go to the cinema?
- \_\_\_\_\_ 1 or more times per week
- \_\_\_\_\_ 1 or 2 times per month
- \_\_\_\_\_ 3 or 4 times per year
- \_\_\_\_\_ less than 3 times per year.
32. About how often do you go to Seoul?
- \_\_\_\_\_ at least 1 time per month
- \_\_\_\_\_ 2 or 3 times per year
- \_\_\_\_\_ almost never.
33. What is the last year of education you have completed?
- 0 1 2 3 4 5 6 7 8 9 10 11 12 other \_\_\_\_\_.
34. Literacy?
- Writing and reading Chinese characters \_\_\_\_\_.
- Writing and reading Hangul \_\_\_\_\_.
35. What was your father's occupation?
- \_\_\_\_\_.
36. What is the last year of education which your father completed?
- 0 1 2 3 4 5 6 7 8 9 10 11 12 other \_\_\_\_\_.
37. What was your grandfather's occupation?
- \_\_\_\_\_.
38. What is your economic status relative to those who live in your neighborhood?
- poor \_\_\_\_\_
- modest \_\_\_\_\_
- well-off \_\_\_\_\_
- rich \_\_\_\_\_.

39. When you hear the work "administration," what kinds of things come to mind?

40. Do you have any comments to make in connection with this interview?