

# Major Causes of Administrative Development in Korea\*

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## 1. Introduction:

Korea has successfully achieved the rapid development of economy especially since 1962. It is no doubt that lots of factors have contributed to the economic development, for example, political stability, responsible politics, increased capital investment and saving, planned strategies, educated people(mass), and diffusion of mass communication. It is, however, well known that the initiative for economic development came from the government, executive branch in Korea, which is quite different from the developed nations of the West, because we had the few entrepreneurs who accumulated capital enough to engage in large industries. Therefore, it could be impossible to achieve the economic development without the support

of the government and especially developed administration, which is not easily found in most developing nations.

Here I shall try to define the concept of administrative development, formulate the theoretical framework of administrative development, select some major causes which have greatly contributed to administrative development in Korea last twenty years, and then analyze, evaluate them from the perspective of the environment and administrative management composed of planning, organizing, motivating, and controlling.

Such discussion of the administrative development will contribute to the theory-building of the public administration and also help formulate the effective ways of administrative improvement in other new nations throughout the world.

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## 2. The Concept and Theoretical Framework of the Administrative Development.

### A. The Concept

Many people in the academic world have discussed and tried to define the concept of administrative development and development administration last twenty years approximately. We easily enumerate several persons such as Fred. W. Riggs, Alfred Diamant, Ferrel Heady, Ralph Bra banti, Leonard Binder, and Milton J. Esman.

I do not need to quote here each definition by the above mentioned persons. I define here the concept of the administrative development as follows: promotion of the responsibility of administrative management. We may make use of the administration for the sake of the responsible and rational management of the development programs when the above mentioned administrative development has been promoted, otherwise the heavy burden on the administration leads to the waste of the scarce resources. Therefore, the administrative development will be prerequisite to the responsible and rational administration of development programs, when we define both the administrative development or development of administration itself and administration of development programs are included in the development administration.

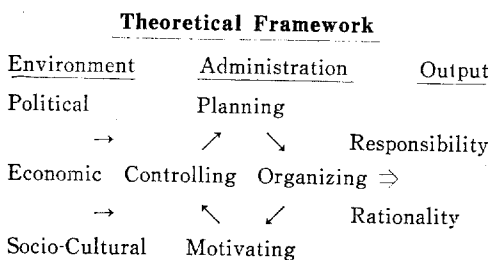
Many researches proposed the goals and indicators of administrative development so far. It was well recognized that democracy, efficiency, and legality were major ones before we came to discuss the development administration

in 1960.'s. We, however, added the effectiveness implying the degree of goal attainment to the above three, as the goal-attainment is highly important when we are engaged in the administration of development programs. Each of two goals (responsibility and rationality) will be measured and evaluated by the following indicators.

goal	indicator
responsibility	responsiveness accountability(legality)
rationality	effectiveness efficiency

### B. The theoretical framework

I defined the administrative development as the promotion of the responsibility and rationality of administrative management. Many variables are closely related to the administrative development, whose theoretical framework will be drawn as follows:



Basically I perceive the administration is operated through the interaction between the administrative agency and its environment as a system. Here I classified the environment into three major subsystems (political, economic, and socio-cultural) according to the conventional way, and perceive the administrative operation itself within the agency is composed of four major functions (planning, organizing, motivating, and controlling),<sup>(1)</sup> though it is clas-

(1) Paul Hersey and Kenneth H. Blanchard, *Management of Organizational Behavior*, Englewood Cliffs, Prentice-Hall, 1972. p.5, David I. Cleland and William R. King, *Management: A*

sified into more than four functions when we analyze it more in detail.

We may list a number of variables under each category of the environment.

(1) political

The important variables from the view-point of administrative development will be enumerated as follows:

(a) political stability—as political instability and frequent change of power prevents the administrative reform which takes time.

(b) political participation—through the election, voting, interest groups, parties, it has to be differentiated from the mobilization common in most non-democratic nations.

(c) free political competition among parties under equal conditions.—More than two political parties which compete for the power must exist, and when competition must be conducted under free and equal condition without discrimination against the opposition parties,<sup>(2)</sup>

(d) experience or possibility of change of power—The experience or possibility makes great difference in the degree of the responsive politics.<sup>(3)</sup>

(e) legislative and judicial control.

(2) economic

(a) the existence of private economy—relative independence of the private economy is crucial in raising the strong critical voice against the administration.

(b) the amount of the taxation and the number or rate of the taxpayer (the concern of the taxpayer)—assumes that those who have the vested interest in the government are more concerned with the administrative development, so that the direct tax is preferred to the indirect tax, though some management difficulty is involved

(c) the presence and activities of the interest groups—the mere existence is not important, as we often see its subordinate position to the government.

(3) socio-cultural

(a) degree and contents of education—quantity is important, but the contents of the education is more important, as it affects the political socialization greatly. (especially the subject and participating attitude.)

(b) diffusion and contents of mass media—radio, paper, TV.

(c) degree of secularization—is important in evaluating the administrative performance objectively.

Next, we may list a number of variables under each category of the administration.

(1) planning

The planning in the broader terms include the formulation of goals(where), policy-making (what), and planning (how). The crucial variables for the rational and responsible operation of administration will be:

(a) quality and number of the participants or decisionmaker—high quality and competence is desirable, and larger number of participants will secure responsibility and rationality with high probability.

(b) quality and quantity of the information and data—It also includes its classification and analysis.

(c) procedure of decision-making—the existence of the rule on procedure and its observation is crucial in order to lessen the biased decision.

(2) Organizing

(a) differentiation and integration—the emphasis should be placed on the integration, as the differentiation without accompanying the

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*System Approach*, New York, McGraw-Hill, 1972. p.118

(2) We may see there are multiparties formally, but not competitive for power.

(3) One dominant party holds the power almost permanently without being threatened.

comparable integration leads to the waste of the resources

(b) mobilization and allocation of major resources (manpower, finance, information, and political support)—often mobilization function is neglected, and also the political support is underestimated.

(3) motivating

(a) leadership

(b) communication

(c) human relations

(d) possibility of needs-satisfaction,—is the most basic and comprehensive, though relevant to a,b,c.

(4) controlling

(a) evaluation—implies the comparison between the target, criteria and its performance through review and analysis.

(b) correction—correct the planned strategies in order to improve the effectiveness.

It is natural that the above mentioned variables are not exhaustive, and are influenced by my personal bias, as I chose them from the perspective of administrative development experienced in Korea since 1948, when we came to be independent.

### 3. Analysis and Evaluation of Administrative Development in Korea.

I choose several variables from those listed in the theoretical framework which are considered as major causes of administrative development in Korea last twenty years, and analyze them, finally evaluate how those could contribute to the administrative development in Korea.

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(4) Harold Koontz and Cyril O'donnell, *Management*, New York, McGraw-Hill, 1976. pp.561-62  
L.W. Porter and E.E. Lawler, *Managerial Attitude and Performance*, Homewood, Richard D. Irwin, 1968. p.168.

## A. the Environment

(1) political

We may see the stronger sense of responsibility on the part of politician since 1960, when we had "the student revolution" in 1960, though few differences are found in political structure such as the voting, election, existence of political parties since 1948 when Korea came to be independent. The crucial factor in this difference lies in the student revolution, which left the important instruction to all the Korean that any irresponsible regime will be turnovered by the people. Few politician were deeply concerned with the economic matter and welfare of the people before the revolution, and mainly engaged in the power struggle among themselves, this, however, was changed since 1960, as they learned that the great potential power of the people should not be underestimated. Therefore the change of power by the student revolution promoted the sense of responsibility highly. We found the politician came to realize that they should get the popular support through the realization of the demands and needs of the people, then announced they are going to give the priority to the solution of economic problems and economic development in 1960 for the first time since 1945.

We have the election several times since 1960, whenever the election was conducted, the people of the pro-government party have not been confident of the result, have been always deeply concerned with it, as there has been many people who are very critical and oppose the pro-government party, so that they are afraid of the losing the election.

(2) economic

The Korean economy achieved the rapid progress (average annual growth rate of real GNP was more than 10%) through building up of private economy sector by the government assistance last 17 years successfully. At the same time the government mobilized the huge amount of financial resources internally and externally for the purpose of the economic development and social welfare. Accordingly the amount of taxes has been increased from 23.2 billion won in 1961 to 3031.4 billion won in 1978, which is approximately 130.7 times, consequently the tax burden ratio to GNP has been increased from 8.7% in 1961 to 19.4% in 1978, and also the composition of taxes for the annual revenue has been raised from only 37.8% in 1961 to 86.2% in 1978. <sup>(5)</sup> Such a change in the amount of the revenue implies the Korean government came to be the selfsupporting financially. And also the economic progress and rapid increase of the taxes stimulated the consciousness of the taxpayer greatly, it is natural that they are concerned with not only the tax policy and administration, but also the rationality of the government expenditure and efficiency of the administration as happened in the western developed nations in the past. We observe often the leader of the business group and organization exchange opinions with the director of tax office and the ministers of various economic ministries as a kind of the pressure group activity.

The reason why I point out and emphasize the taxation consists in my belief that the responsible politics can be more successfully secured by those who invested the valuable goods in the government than those who hold mere

ideological belief.

### (3) socio-cultural

The Korean people has the long tradition which evaluates highly the value of the education, so that we established the compulsory education system for the primary school (6 years) from the 1948, though the school facilities were not well prepared at that time, and also allocated the about 20% of the governmental budget since 1948. In addition to the public expenditure, each family has to bear the same amount as the public expenditure from their own private income directly.

Naturally we achieved great success in education because of the long tradition and huge expenditure. In 1977, the grand total of the student amounts to 6,715,965 out of 36,436,000 population. The advancement rate to the middle school was 91.15% in 1978, and the advancement rate to high school was 78.29% in 1978. The advancement rate, however, to the middle school and high school was 54.1%, 65.7% in 1966. The enrollment rate of the middle school was 86.89% in 1978, the rate of the high school was 51.86% in 1978. <sup>(6)</sup>

The number of domestic passenger transportation has been increased from 679 million in 1961 to 6287 million in 1977, which is almost 9.3 times, the annual growth rate was 19.7% (1962-66), 13.8% (1967-71), 11.1% (1972-76). <sup>(7)</sup> In addition to the rapid growth of transportation and mobility, the diffusion of the radio and TV has been remarkable, at present every household has more than one radio sets and also more than 80% of the household has TV set. <sup>(8)</sup>

I have already mentioned that the contents

(5) Economic Planning Board. *Handbook of Korean Economy*, 1978. p.3, pp.86-87, pp.92-93.

(6) Korean Education Development Institute *Task and Perspectives of the Educational Development 1971-91*, 1979. p.49.

(7) Economic Planning Board, op.cit, p.262.

(8) from the Korean Broadcasting System, the end of April, 1979,

of the education and mass media is more important than the mere quantitative growth when we discuss the responsible politics and administrative development.

We have to remember the basic principles of the democratic politics (of the people, by the people, for the people) has been consistently emphasized without interruption since 1945. Therefore, we may observe much difference in attitude toward the politics and government (political culture) according to the generation when they were brought up.

Such a rapid environmental change and transformation contributed to the promotion of the political consciousness, which leads to the strengthening of the external control over the power holder and administrator gradually last three decades especially. And also the standard of the ethic and responsibility on the part of politician and administrator has been improved consequently.

The strengthening of the external control and the promotion of the responsibility is highly essential to the promotion of the administrative rationality, as many people support the political responsibility should come or be achieved prior to the effort for the administrative rationality, though there has been arguments between the pro and the con last two decades. My personal opinion also agree with the above statement, as the administrative rationality can be achieved without accompanying the comparable political responsibility to some extent, but it can't be expected the administrative rationality makes progress far beyond the degree of the political responsibility.

## **B. Administrative Management**

I classified the major functional component of the administrative management into four (planning, organizing, motivating, and control-

ing). I shall analyze and evaluate how each of them contributed to the administrative development.

### **(1) Planning**

One of the important goals in the planning will be how to secure the rationality, which is largely depend on the participants and information utilized in the planning process. Few administrator and specialist understand how the plan should be formulated when we had the first economic planning in 1961.

Therefore, the Korean government employed some foreign specialist who are not familiar with the Korean culture and society in the initial stage, then expanded the training program of the government employee greatly, whose major contents of the curriculum were composed of the management techniques, research method, and change of values or way of thinking, and also induced the academicians to participate in the planning through the research contract, and the organization of various committees.

In the meantime, the planning function in the government has been greatly expanded quantitatively and changed in qualitatively, as most agencies came to be engaged in formulating the plan.

Therefore, the government agency started to establish the large scale autonomous research institutes under their own agencies, placed more than hundred employee at each institutes and all together more than several thousands, whose major role will be the applied or policy research for the agency. All the leaders of the research teams are Ph.D degree holders and most of them are the returnees from abroad, through which we succeeded in counteract against the so-called brain-drain in the new nations.

It is fortunate for us to succeed in the collaboration of the administrator and the brains in

policy planning without much resistance from the administrator in Korea due to the long tradition of the Confucian thought in which evaluate the prestige of the academicians highly and encourage the participation into practice of politics and administration.

The emphasis on the training of the administrator and the bringing back of the brain from abroad has improved the quality of the participants in the planning, and also improved both the quantity and quality of the information through the large scale research institute under each ministry.

#### (2) Organizing

The expansion of the administrative function leads to the establishment of new agencies and differentiation according to the progress of specialization, then it brings about the problem of integration and coordination. We may point out several institutional arrangements for this purpose which were done last two decades mainly.

##### (a) Economic Planning Board

The Board is headed by the deputy prime minister which is only one and superior to all other ministers. The bureaus of planning and budget are under the board, which helps the integrative effort very much, and also the meeting of the ministers of economic affairs presided by the deputy prime minister is held regularly, through which the coordination among the ministries are achieved.

##### (b) Office of Planning and Coordination under Prime Minister

The Prime Minister is responsible for the final draft of the plan throughout all the government agencies through the cooperation with the Economic Planning Board which has the bureau of the budget.

##### (c) Cabinet Meeting

The Cabinet Meeting has been held twice a week regularly, which has been maintained without interruption since 1948 in spite of

change of the government system (Presidential and Cabinet System). All the important matters have to go through this meeting presided by the Prime Minister except once a month which is presided by the president at the presidential office.

We could be able to succeed in integration and coordination relatively through the above mentioned arrangements, though the differentiation and specialization have been much progressed, which will be a good example for the government suffering from the sectionalism and disintegration.

#### (3) Motivating

It is well known that many variables are involved in motivation of the employee. I would like to mention the criteria of the placement and promotion. In general, the seniority and merit are considered in personnel administration, and usually the seniority is heavily counted in the lower level of echelon and in the new nation. However, in Korea the spoils undermined the seniority rule in the early period of the post independence, then the progress of political development or the responsibility on the part of political appointee who exercise the personnel authority were enforced to replace the spoils with the merit principle gradually, which was achieved without much resistance from the employee, as the seniority rule had been already destroyed in the early stage.

Such a practice of personnel administration encouraged the young, competent, and, ambitious administrator work hard, demonstrate his ability in order to be recognized by the superior and promoted in shorter time. Therefore it is not rare these people work longer than 8 hours a day, often even on Sunday without much complaining.

#### (4) Controlling

The control function came to be highly-

evaluated last twenty years. The government installed the office of planning and management headed by number three man in each agency and ministry since 1961, whose duties lie in the formulation of plan and control implying the review, evaluation, and correction. The staff in his office evaluate the progress of various planned programs regularly, and report to all the staff including the head of the agency, then take the corrective action for the purpose of the successful implementation of all the planned programs and projects. Such a practice has contributed highly to the promotion of the effectiveness and efficiency of the administration. Today we have the control office at every echelon of the government hierarchy, for example, Office of Prime Minister and even Office of the President. The staffs of each office are reported from the subordinate and also evaluate the progress of the program by themselves directly.

The public has not accepted the promises announced by the government will be carried out before we had the structure for control, however, today they believe in what the government plans to do will be implemented without delay, as the absolute majority of the programs were implemented as scheduled in the past two decades.

The people in the world were surprised to see Korea achieved great success in export promotion, it is no doubt that the control system was one of major contributing factor for it, especially the president himself preside the evaluation meeting every month in which most leaders of political, administrative, and economic circles participate.

#### 4 The Conclusion

Korea achieved the great progress of the economic development and the private economy

mainly by government and administrative effort, which is quite different from the western and the socialist nations. We may not expect the economic development without accompanying the administrative development as shown in some new nations. Therefore, I analyzed here the major causes of the administrative development which is relatively unique in Korea and also contributed to it greatly.

I defined the administrative development as the promotion of the responsibility and rationality of the administrative management, then formulated the theoretical framework of the administrative development which is composed of the interaction between the environment and administration, which will be utilized for the analysis of the major causes of the administrative development in Korea.

I selected the political participation, change of the power through the student revolution from the political perspective, rapid progress of the economic development and great growth of the taxation and government revenue or budget from the economic perspective, and finally the expansion of the enrollment and advancement rate in the education from the socio-cultural perspective as the major causes of the administrative development in the environment, which contributed to the promotion of the responsibility of the administration especially, as the above mentioned factors have exercised the strong external control over the power holder and administrator.

I selected some factors from the administrative management itself composed of the planning, organizing, motivating, and controlling. I pointed out the participation of the brain or specialist who work at the newly established large scale research institutes in the planning, and also close cooperation with the administrator in the service, which encouraged the brain back home from abroad, the integration



effort of the differentiated structure and function through the planning and coordination structure-building at the minister, deputy prime minister, and prime minister level, higher motivation of the government employee through the replacement of the seniority with the merit principle in promotion and placement, finally the emphasis of the control function, through

which the effectiveness of the administration has been highly promoted. The president himself is highly concerned with the evaluation and correction measures of major government programs, and established the mechanisms for this function at every level of the administrative echelon.