

Management of Rapid Population Growth in Korea:

Toward Systemic Integration of Development Policies

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INTRODUCTION

Public policy is a certain course of action selected in order to overcome problems faced by the government. The rapid population growth in Korea has been perceived as a serious obstacle to economic development of the country. The major problems involved in the process of population change taking place in Korea are as follows:⁽¹⁾

(a) Rapid population growth brings about a relative decrease in per capita material resources available in the country. During the 1955-60 period, the annual increase rate of population was 2.9%, while the annual growth rate of GNP was merely 4.4% during the same period. The implications of population growth could be further explained in view of specific information on the annual increase rate of value added in the primary industry which was 1.7% and the annual growth rate of food products was 1.5% during the period. The scarcity of per capita resources was demonstrated by the fact that the population density increased from 218

to 254 persons per square kilometer during the period. In response to such loudness of the population explosion, the government initiated the family planning program in 1961, which contributed to the reduction of population growth rate from 2.9% to 2.7% during the period of 1960-66. On the other hand, the first five year economic development plan (1962-66) was to develop economic resources and to utilize them to the maximum extent. Thus the economic growth had been accelerated by 8% annually on average during the plan period. The per capita GNP has increased from \$94.4 in 1960 to \$130.8 in 1966. Nevertheless, there still remains the shortage of food grains to feed the whole population of the country. During the 1960-66 period, the ratio of food grains imported to the total food grains consumed was 10 percent on average. The dependency on the imported food has not been improved yet so that the average ratio during 1960-69 period was 11.6%.

(b) The second major problem is the change in age composition toward the higher ratio of dependent population. The population in ages of 0-13 was 41% of the total population in 1955, but the ratio increased to 44% in 1960. Because of vigorous effort through family planning, the ratio of dependent children dropped to 41% in 1966. Such high proportion of children to the total population demands higher proportion of national budget for education, housing, health, and welfare services which leaves little for savings and investment. Therefore in order to meet their increasing expectation and to increase their productivity, it is essential to reduce the number of dependent population.

(c) The rapid population growth accelerates the greater geographical mobility which would be a predominant phenomenon in the early stage of industrialization. The rapid industrialization of 1960's has been accompanied with widening gaps between urban and rural sectors in terms of income, education, and even perceptual patterns. The urban population has increased from 27% of the total population in 1960 to 34% in 1966. The urbanization pattern is the concentration of population in a few largest cities especially Seoul and Pusan. Approximately 18% of the total lived in the two cities in 1966 and 24% in 1970. The cumulative urbanization tends to bring various problems such as environmental pollution, slums, disease, difficulty in transportation capacity costs,⁽²⁾ administrative and managerial costs, political disintegration,

(1) The statistical information is mainly based on the followings: *Census Reports for 1955, 1960, & 1966* (published by EPB); *Statistical Yearbook for 1962, 1965 and 1969* (published by EPB); *Economic Statistics Yearbook for 1963, 1965, 1969* (published by the Bank of Korea)

(2) The concept was borrowed from Stephen Enke, "Economic Benefit of Slowing Population Growth", *The Economic Journal*, XXVI, March 1966.

etc.

The government policies for the solution of these problems have been mainly concerned with family planning, health and sanitation, education, manpower and employment, children and youth development, and so forth.

The inquiry of this study is to what extent these policies are integrated and coordinated, and how to improve the integration of population policies within the context of national development.

Integration means coordination or incorporation of multidimensional, myriad programs and actions for a certain goal.⁽³⁾ The concept consists not only of intersectoral integration but also internal consistencies between goals and instruments or between policy formulation and its implementation. The intersectoral integration denotes (a) solution of conflicts among sectoral policies, and (b) elimination of unnecessary overlappings, or narrowing of gaps, between sectoral policies. Actions involved in it are coordination of sectoral goals or targets, sectoral allocation of resources, organizational device for frequent interaction, and a solid communication network.

The initial question raised for the purpose of this study is: What are the administrative aspects of population policies? The second major question is: To what extent are the population policies coordinated with each other? What administrative problems are involved in the intersectoral integration of policies? To what extent are the population policies coordinated with economic development plans? And the final question is to be answered in this paper is: How can the government improve or establish integrated population policies within the context of economic and social development?

ADMINISTRATIVE ASPECTS OF INDIVIDUAL POLICIES

What courses of action have been adopted by the Korean government in order to solve the population problems? How does the government get those policies performed? The administra-

(3) Integration is "an increase in mechanism to coordinate and solidify the interaction among individuals with increasingly diversified interests." See Neil J. Smelser, *The Sociology of Economic Life* (N.Y. Princeton Hall, 1963), p. 110. In systems view, it means fitting together of the parts to a system to constitute a whole. The concept is related to consistency, mutual interdependency, solidarity, functional interrelationships, etc. See *International Encyclopedia of Social Sciences*, Vol. 7. (New York: Macmillan Co. & Free Press, 1968), pp. 380-6. It is also defined as "combination and coordination of separate and diverse elements or units into a more complete or harmonious whole." See *Webster's Third New International Dictionary, Unabridged* (Springfield, Mass.: Merriam Co. 1961), p. 1174.

tive aspects of each policy will be discussed in terms of (a) goals or specific problems faced, (b) major programs and projects, (c) instruments or resources mobilized, (d) organizational arrangement for policy implementation and formulation—including personnel and training, and (e) performance evaluation and their feedback.⁽⁴⁾

1. Educational Policies and Programs

During the period of nation-building in the 1950's, education policy was basically oriented to compulsory education at the primary level and to the fields of humanities and social sciences at the secondary education. However, its basic orientation has turned toward the adequate response to the societal demands under the rapid transformation of Korean society in the 1960's. It is the emphasis on "production-oriented" education, which means the enhancement of productivity and the acquisition of proper knowledge and skills for development projects.

The major programs are, for example, the emphasis on the fields of science and technology as well as vocational schools, the promotion of academic research of university professors, the provision of better conditions for cooperation between schools and industries, the recent emphasis on the inculcation of development values implied in the National Education Charter of 1968.

The resources are primarily generated through the government budget. Financial assistance is given to public and private schools for laboratory construction, tools and instruments, and operation of laboratories. Education in the field of science and technology is further strengthened by foreign assistance from German, British, American and French governments. Recently, it is recognized that the educational policy for technological development should be coordinated with the manpower with respect to resource allocation.

The Ministry of Education (MOE) is responsible for the formulation of educational policies. They are implemented through local authorities and national educational institutions. The central control over the implementation is exercised through financial assistance, personnel policies, and setting of the curriculum. The successful implementation of policies relies on the cooperative efforts among teachers, students and government support. Along with the accelerated process of industrialization in Korea, a lot of job opportunities have been provided for the younger university graduates. Therefore the problem is not only how to recruit better

(4) The variables selected for the analysis of population policies are of middle range in which a meaningful cross comparison is possible. For the middle range theory, See Amitai Etzioni, *A Comparative Analysis of Complex Organization* (N.Y., Free Press, 1961), ix.

qualified teachers or professors, but also to recruit enough number of teachers to meet the increasing demands of education because of population growth as well as social change.

The evaluation of educational policies performed has been very fragmental and limited. Some of them were intermittently analysed and evaluated by universities or research institutions. Nevertheless, the analyses are far from systemic. There are also some limitations in effective feedback, because of communication difficulties between the bureaucratic organization and university research institutions.

2. Manpower and Employment Policies

The purpose of manpower policy is to meet the country's requirement for scientific and technical manpower and professionals for economic and social development. It consists of satisfactory development of manpower as well as maximum utilization of it. In the broad sense, manpower development is achieved through formal education as discussed above. The vocational training is administered by the Office of Labor Administration (OLA) at the central government level. Under the guidance of it, 163 vocational training centers (102 public centers and 61 in-plant centers) are being operated as of June 1970. Since 1968, the Central Vocational Training Institute was established to provide an instructors' course. Rural vocational training and a Korean-German joint center will be organized in this year. Vocational training is not at the stage of evaluation because of its short history. Nonetheless, simple comparisons between supply and demand of manpower as well as between targets and achievements are being used for the evaluation.

As for the utilization of existing manpower and unemployment relief, a self-help rural construction program has been implemented since 1963. The underemployment in the overpopulated rural communities seemed a serious problem in various ways. The program has organized the idle manpower and mobilized them with minimum wages, to contribute to the physical capital formation such as construction of dams, roads, erosion control, reforestation, reclamation projects, and the like.⁽⁵⁾

The major resources are food grains mostly imported under PL-480 II, and local currency provided by the government budget. The government resources are distributed to local

(5) The utilization of idle manpower as a source of capital formation is suggested in R. Nurkse, *Problems of Capital Formation in Underdeveloped Countries*, (Oxford, Basil Blackwell, 1953) and in Arthur Lewis, "Economic Development Unlimited Supplies of Labor," *The Economics of Underdevelopment*, edited by Agawara and Singh (India: Oxford U. Press, 1958), pp. 410-49.

authorities in order to support those projects. During 1970, two million people will be mobilized for them.⁽⁶⁾ The project selection, target setting and resource allocation are decided by The Ministry of Health and Social Affairs (MHSA). They are implemented by local governments with the voluntary participation of rural farmers. However, no training program was held for the local administrators and the voluntary participants. There has not been any systemic analysis or evaluation of the program except for some fragmental or limited analysis of certain projects. The informations provided by it are not adequate enough to be utilized for management improvement nor for feedback purposes. Recently an endeavor was made to institute the standards and procedures for evaluation of projects of that program.⁽⁸⁾

3. Health Administration

In view of population policies, the health and sanitation programs are motivated partially toward the improvement of labor productivity. The major areas of health policies in Korea are control of acute communicable diseases, tuberculosis (TB), venereal diseases, leprosy and recently planning services including maternal and child health.

The policy-making responsibility belongs to the Bureau of Public Health of MHSA. The intermediate organization as a liaison between the policy-making level and implementation at the local level is the Public Health Division of each provincial government. The apparatus for policy implementation are health centers established in each *Gun* (county), *Si* (city) or *Ku* (district) and branch offices of the centers at *Myun* (township). As of July 1970, there are 192 health centers and 84 sub-centers of *Myuns*. Personnel appointment and budgeting for the centers are decided by local governments. Each health center is headed by a full-time medical doctor who is assisted by a full-time staff of public health nurses, sanitary inspectors, family planning nurses, TB field workers, etc. Each township has one F.P. assistant worker and T.B. field worker. Thus, there are approximately 1,735 TB workers, 700 MCH workers, 2,300 family planning field workers, and other public health workers in the health centers and subcenters.

The services of health centers have been limited so far. The patients who benefits from the

(6) Republic of Korea, *Hengjong-Bekseu* (Survey of Government Policies and Programs), Seoul, 1970, p. 415.

(7) For an example, see *A Study on the Methods of Performance Measurement of Government-invested Projects and their Institutionalization* (prepared by Korean Development Association, 1969), published in Korean.

service of health centers are mostly those who live near the centers. It is indicated that less than 1) percent of mothers, infants, and pre-school children were given services in the centers (8) But services for family planning and T.B. control are the exception from the above mentioned problem because of the township-level workers employed for home-visiting. Another administrative problem is the lack of coordination and cooperation between policy-making and implementation in view of communication, reporting, planning, control, and resource allocation. It is mainly because personnel appointments and budgeting of local governments are to be decided by the Ministry of Home Affairs (MHA). This has not been successfully coordinated with MHSA.

Major resources are provided by government budgeting at the central level. Nevertheless, the portion of public health to the total expenditure of the central government has been around 1% during the last several years. There has been a lot of foreign assistance to support the health programs. The indigenous resources at the local level seem very limited.

The school health project is being administered by MOE whose main interest is in physical education. In view of the importance of it, the cooperations between MOE and MHSA as well as between educational institutions and health centers are a crucial aspect of integrated policies. However, the cooperations and coordinations have not been successful so far, in terms of resource allocation, programs and activities involved, and organizational commitment.

The evaluation of program accomplishment was negligible. Since local administrators are less interested in health programs, the evaluation at the center is limited because of lack of adequate information.

4. Family Planning Program⁽⁹⁾

The Ten Year Family Planning Program 1962-71 was initiated as an integral part of the five year economic plans. Its target is a natural growth rate of population of 2.0% by 1971. The newly decided target is to decrease the rate to 1.5% by 1976. For the decrease in age-specific fertility rates, the program consists of encouraging eligible couples to adopt family

(8) J.M. Yang, *et. al.* "The National Family Planning Program as a Strategic Platform for the Improvement of Maternal and Child Health in Korea," *Yonsei Medical Journal*, Vol. 7, 1966.

(9) Most of the information on this topic is based on the following sources: Dae-woo Han, *Country Profiles: The Republic of Korea*, (N.Y. Population Council, April 1970); *Studies in Family Planning*, (N.Y. Population Council, Publication No. 54, June 1970); *Studies in Family Planning*, (op. cit.), Publication No. 41, April 1969; *Population and Family Planning in the Republic of Korea*, Vol. 1, edited by MHSA in 1969.

planning methods such as acceptance of IUD, oral pills, condom, vasectomy, etc.

The administration of family planning covers three major projects: (a) recruitment and training of family planning workers including doctors, nurses, and field workers; (b) provision of information and education services to eligible couples; and (c) supplying oral pills, IUD, condoms, and clinical services. The major part of the resources mobilized were from the government budget. It is the target of the program that among the total married couples of child-bearing age, 45% must practice family planning; 35 percent through the government budget and 10 percent through their own resources. The project of public information and education has been primarily supported by the government budget and has been successful during the last four years. The training of family planning personnel, including doctors, nurses, and field workers, is being provided by a voluntary organization, Planned Parenthood Federation of Korea (PPFK). Foreign assistance, including financial, technical, and material aid, is an additional source of energy and resources for the program—for example, from the Population Council (PC). The foreign aid has been for pilot projects, research and evaluation, training personnel in the field, information and education, contraceptive supplies, etc.

The responsibility for policy formulation and target setting of the program is in the Family Planning Section of MHS. The policies are formulated with the aid of the Family Planning Advisory Committee and PPFK. MHS has a limited power to guide the projects and activities of the health centers at the technical level through financial subsidies, technical training and material aid. At the intermediate level, the Family Planning Sub-section was organized at the provincial or special-city level for the supervision of project implementation by the field workers of health centers. There are 22 supervisors working at the provincial and special city level. Three or four field workers are working in family planning at each health center. One assistant field worker is in each township. Thus 898 field workers and 1,473 assistant field workers are being mobilized for the family planning program in Korea. Additionally, it is important to point out that mother's clubs organized in rural villages are assisting the family planning program. Established at 16,868 villages, mother's clubs, each having a membership of 10-12 influential women, are expected to contribute to the successful implementation of the program.

It is a remarkable achievement that close cooperation between the government and the voluntary organization (PPFK) contributed to the successful implementation. PPFK has a staff of 35 at the main office and 200 local staff members in provincial and regional offices.

University institutions became also an important source for formulation of adequate policy as well as implementation because they provide training services and valuable information through their research and evaluation of program. The strong motivation of people for better family and improved life underlies the close coordination among government, university, and individual citizens for the successful implementation of program.

The evaluation and feedback of family planning program is still primitive in Korea. The Family Planning Evaluation Unit was organized in 1966 by the joint support of the government and PC An international seminar sponsored by University of Chicago emphasized the use of Rapid Feedback for Family Planning Improvement (RFFPI). In Korea, the evaluation and feedback mechanism is still under examination by the new National Family Planning Center.

5. Children and Youth Development Program

The 4-H club is aimed at the education of rural children and youth (age of 13-24) for improvement in their agricultural techniques and knowledge and the cultivation of their cooperative attitudes. By this program the children and youth are expected to play a role as change agents in the future rural society. As of 1970, approximately 30 thousand clubs are organized. The total number of members amounts to 703 thousand recruited at the voluntary base. Approximately 63 thousand voluntary leaders of communities help the activities.

The major activities of 4-H clubs are experimental training of agricultural techniques, training in the skills of machine-handling, field assignment, and cooperative actions. These are performed through technical guidance and financial assistance from rural community development centers of local governments. There exist 617 branch offices of the centers. Considerable part of their budgets and personnel are to be provided by local government. The Office of Rural Development (ORD) at the central level is responsible for the formulation of policy and the guidance for the club activities. The central control can be exercised through the earmarked financial assistance to the local level. Thus, there tends to remain the problem of inconsistency between responsibilities for project formulation and implementation.

The evaluations of activities are being made by ORD at the center. The necessary information is reported through the channel of local government authorities. However, there is a possibility of losing important data in the processing of information flow from the local to the center, because local administrators are more interested in something else.

6. Summary: Problems in Internal Consistency

It is found that there have been some remarkable innovations in policies and improvements in the implementation of them. However, there still remain a few problems which should be examined for the further innovations and improvements in the administration of population growth. They are as follows:

(a) There tends to be an inconsistency between responsibilities for policy formulation and for its implementation. Although considerable amounts of resources and technical inputs for certain policies were provided by the central ministries, the policies are implemented by local governments under the direct control of MHA. Such an organizational arrangement tends to bring about communication gaps between planning organizations and implementing agencies.

(b) The communication gap between organization for policy formulation and for its implementation have brought a discontinuity of information with respect to policies. The evidences are the lack of standardized evaluation and the negligible feedback mechanisms.

(c) The failure of instituting the evaluation-feedback mechanism in the administrative process tends to bring the routinization of policies. In other words, there has been a little innovations in the field of population policies, since they were first formulated.

(d) In addition to weaker communication network, the centralization of policy-making power makes difficult innovation in policies by local administrators. It also provides few opportunities to reflect the local interests, and thus poor local participation, in the policy-making process.

INTERSECTORAL INTEGRATION OF POPULATION POLICIES

1. Degree of Integration and Coordination

To what extent are the population policies integrated with each other in order to solve the problem of population? The question will be discussed in light of the degree of goal integration, coordination among programs or projects, and harmonious utilization of instruments or resources.

(a) Goals and Objectives

The objectives of family planning are to reduce fertility rates in order to improve the quality of personal and family life of individuals and economic and social development of the nation. The improvement in quality of children seems to be coordinated with the MCH program. Nevertheless, the family planning program seems to be little coordinated with

educational policies and with the 4-H club activities. The quality improvement of children through family planning, inculcation of development values through education policy, and the attitudinal change of the rural youth through the 4-H activities have been little coordinated with each other. The recent effort at school-industry cooperation tends to point a direction for a bridge between educational policy and the 4-H project. But there is little evidence of close cooperation between them, despite the fact that both are concerned with long-term perspectives. The goal of vocational training as a short-term project seems relatively well coordinated with longer term educational policy. The self-help rural project seems little coordinated, in developmental perspectives, with other policies in spite of its close relationships with human resource development and capital formation.

(b) Programs and Projects

The lack of integration among policy objectives is reflected in the programs or projects of the policies. The traditionally male-preferred value system, for example, is regarded as an obstacle to the successful implementation of family planning. However, any project to indoctrinate the attitude of sexual indifference and the woman's professional education to enhance their capability to play social roles have not been reflected in the education policy so far. Improvement in social position of women which is a prerequisite to sexual indifference can be achieved by the greater participation of women in various social organizations. However, manpower policy is little concerned with the improvement in the conditions for women's employment. A most effective way of modifying male preference will be the social security projects for the old aged.

(c) Resources and Instruments

From the institutional point of view, the conventional line-item budgeting system does not allow the coordinated use of resources at the local level, despite the fact that resources flow into a pool from different but closely related sources. In the local communities, teachers, family planning workers, rural health workers, doctors and nurses, agriculture extension workers, vocational training instructors, voluntary leaders for 4-H club projects and for rural life improvement, women guidance workers, and other community development workers are recruited and mobilized to get respective jobs performed. Although these activities are very closely related to each, the local workers are very little inter-related in their job-performance. Community development workers, 4-H club leaders and rural life reform leaders tend to coordinate with each other since they belong to the same administrative authority, namely

the rural community development center. However, it seems difficult to get cooperation between family planning workers and voluntary leaders for rural life improvement.

Only for the sake of integration, however, Korea is attempting integration of family planning with the health services. In each *Myun* (township), three assistant field workers respectively for family planning, TB control, and MCH have worked since 1967. The attempt is made to integrate them into one functional category, called "nurse aid" who is supposed to play the three specialized functions all together. The recruitment of nurse-aids through written examination results in the selection of younger, highschool-educated, urban-oriented, but less experienced ladies. Thus, strangers tend to be appointed as field workers in the rural communities by replacing the indigenous worker. The newly appointed nurse-aids tend to cost a lot in terms of time and effort to become familiar with the close-minded rural people. In this sense, the integration is rather unlikely to work for efficient implementation of family planning.

2. Administrative Problems in Intersectoral Coordination

The integration of population policies in Korea is not successful so far. It is now in the stage where integration is badly needed for harmonious development in specialized fields. What then are the difficulties in getting jobs done in the integrated way? The administrative problems involving intersectoral coordination of policies can be discussed in terms of organizational settings for frequent interactions, communication network⁽¹⁰⁾ and leadership commitment to problem-solving.

(a) Organizational Arrangements

The population policies are formulated by different ministries at the central level. Family planning and health programs are formulated by MHSA; educational policies by MOE; vocational training by OLA; self-help rural projects by MHSA; and 4-H club activities by ORD; and so forth. Although there are a few formal arrangements of meeting or frequent interactions, namely for coordination in policy formulation, their effective uses are limited. The Ministry of Science and Technology (MOST) is supposed to play the role of a coordinator among MOE, OLA, and MHSA with respect to manpower. Nonetheless, its role is limited

(10) "Coordination requires communications and frequent decisions," see James Thompson, *Organization in Action: Social Science Base of Administrative Theory*, (New York: McGraw-Hill, 1967), p. 56.

to the simple compilation of information in a meaningful order.

Resources, instruments and authorities are allocated and delegated to city mayors or county chiefs for the implementation of policies. Health center, rural community development center, local educational district office, and organizational apparatus for vocational training and self-help rural projects are under the control of county chief or mayor. However, they are little interested in health or family planning program because the central leadership is strongly committed to the so-called "production-oriented" administration. Therefore, there have been few arrangements for frequent interactions through which mutual adjustment can be reached. In addition, the lack of commitment of local leadership to the integrated solution of problems as a whole tends to bring poor coordination and mal-integration of policies, although instruments, resources and organizational apparatus belong to this one person.

(b) Communication Difficulty

The high degree of communication is the prime source of coordination.⁽¹¹⁾ The difficulties in horizontal communication among ministries at the central level and among branches at the local level seem to be almost important reason for the poor coordination of policies.

The difficulty arises from different backgrounds of policy-makers of the different ministries in the central government. Long-term manpower policy is better coordinated with the economic development plan because similarly reared policy-makers of both Economic Planning Board (EPB) and MOST facilitate easy communication between them. However, there seems a greater communication gap between medical doctors of MHSa and agricultural men of ORD or the Ministry of Agriculture and Forestry (MOAF). Thus it results in poor coordination between family planning and the children and youth development project.

Different codes, symbols, terms, and standards of evaluation are used by different organizations. The different languages used by different groups bring about poor understanding of the policy measures of each. It eventually results in poor coordination and integration of policies.

The difficulty in horizontal communication lies also at the local level. Since local governments have not participated in the formulation of policies nor initiated them, they could hardly understand interrelationships among various policies or projects. In addition, county chiefs or mayors are merely interested in the directions of MHA at the center which has power to

(11) Among 13 variables which promote coordination in the administrative setting, three are related to communication. See James L. Price, *Organizational Effectiveness: An Inventory of Propositions*, (Homewood, Ill.: Richard Irwin, 1968), pp. 165-6, analysing B.S. Geogopoulos and F.C. Mann's study in their *The Community General* (New York: Macmillan Co. 1962).

influence budget allocation and personnel matters. Therefore, they can not play as the bridge for easy communication among different branches nor as coordinators.

(c) Leadership Commitment

There was integrated effort to obtain nation-wide support for the family planning program. In 1963, the Prime Minister's instruction was given to ministries concerning the implementation of the family planning program. The strong leadership commitment to the achievement of family planning target stimulated to the coordinated use of instruments and resources of the Ministries of Education, Justice, Defense, Home Affairs, Government Administration, Public Information, Economic Planning, and MHSA. It has been successful in its implementation at the initial stage.

TOWARD SYSTEMIC INTEGRATION OF POLICIES : CONCLUSIONS

The last inquiry of this paper is how to improve or secure the integrated population policies within the context of economic and social development. Integration does not mean the physical combination of diversified organizations or interests but the facilitation of interdependencies, through coordination and cooperation, among their differentiated functions and, or specialized organizations. Therefore, a model or scheme is required by which everything is taken into account as a part of the whole. Thus the platform for policy integration is concerned with the system's perspectives in viewing the various policies within the context of the development system. The next concerns are related to the priority or strategic issues among policy matters and the specific measures to improve coordination and integration among the policies.

1. As an Integral Part of the Development Plan

Policies are defined as governmental responses to environmental challenges.⁽¹²⁾ Environmental challenges mean problems arising from ecological change. Therefore, policies can be classified by problem aspect as well as by the type or characteristics of responses made upon the problem challenged. The problems of population change in Korea has three aspects: (a) population size, (b) composition of population, and (c) migration. By temporal dimension of policy responses, population policies can be divided into two: (a) *ex ante* and (b) *ex post*. The policies to be integrated for the solution of population problems will be shown, in Table

(12) Hahn-Eben Lee, *Korea: Time, Change and Administration*, (Honolulu, Hawaii: East-West Center, 1968), pp. 69-73.

I, in a matrix form which was depicted with the two variables.

Table I SYSTEM-WIDE PERSPECTIVES OF POLICY INTEGRATION

Population Problems		Temporal Dimension of Policy Responses*	
Demographic Aspect	Issues involved	<i>ex ante facto</i>	<i>ex post facto</i>
Size	How to decrease growth rate of Population? How to improve per capita welfare?	Family Planning to reduce fertility rate	5-Year Economic Plan to improve welfare of live population Food Production Plan (Green Revolution)
Composition	How to enhance the level of employment to the maximum? How to increase productivity?	Family Planning to decrease the ratio of dependent children	Educational development. Health program. Vocational training. Self-help rural construction projects. 4-H club activities. Technological breakthrough
Migration	How to improve the social and physical environment?	Political, administrative and economic measures to prevent from urban concentration of services, industrial & cultural facilities.	10-year comprehensive national physical development plan. Other measures to prevent urban concentration of population.

* Policies in this column are those which are being presently managed by the Korean government.

2. Priority

Although integration is required for the harmonious development of the differentiated parts, it does not mean equally balanced development of them. The integrated effort should stimulate the successful solution of the leading issue for the system as a whole. Therefore, it is required to set up priority of issues to be managed for the system. From the system's perspectives of policies in the previous table, the family planning program may be one of leading policies in the Korean context of development. At the initial stage of the family planning program, the National Reconstruction Movement (1962-64) had played a successful role in the coordination at the village level by incorporating the program as an integral part of life enlightenment movement. In addition, the strong commitment of the central leadership to the family planning program, as an essential part of economic development policies, had also stimulated further coordination among related ministries and agencies at the central level as well as the local. The utilization of membership of mutual credit funds in villages is an example of coordinated use of resources and instruments for the family planning as a central focus of population policy. The priority among policies should be decided, and a device for coordination

or integration should be along with the efficient implementation of the leading policy.

3. Measures to Improve Integration and Coordination

(a) It is required that the evaluation of policy performance and feed-back of individual policies be instituted. Policies have been evaluated intermittently by university or research institutions. Their utilization for policy innovation for the next stage have been limited because there were some difficulties in communication between government and university⁽¹³⁾.

(b) Some special organizational arrangements are required for frequent interactions among sectoral policy-makers. One measure is to make a top executive committee for the solution of population problems and integrated and cooperative efforts. Another will be to provide formal or informal meetings among responsible policy-makers at the middle level across the ministries and boarderlines of policies. The third alternative will be to organize an overall policy making body for coordination such as "population policy board".

(c) It is desired to establish formal or informal channels of communication among the existing organizations concerned. One alternative will be the frequent openings of conferences or seminars on population problems, policies and programs or their evaluation. By this arrangement policy makers, local businessmen, university professors, and people from voluntary organizations can together and discuss the common themes from different aspects and viewpoints. Such an extra-organizational or extra-routine input with extra-ordinary resources will evoke easy communications. Another alternative to facilitate easy communication is the intra-regional arrangement of an integrated, collective training program for all kinds of field workers, through which field workers can understand neighboring problems and their relations to tasks.

(d) A strong commitment of community leadership to the solution of population problems is a necessary condition for the integrated policy implementation at the local level. Additionally in the centralized bureaucratic culture, a strong central assignment of policy targets is a precondition to evolve motivations toward cooperative action.

(13) In Joong Whang, "Influence of University Researches in Economics upon the Economic Policy-making of the Korean Government" presented for the *Seminar on Government Policy and Social Science* sponsored by Korean Association of Public Administration and USIS, March 28-29 1970: The article is given in *Korean Public Administration Review*, Vol. 4, 1970, pp. 100-119.