

# A Review of the Institutes and Schools of Public Administration in Asia

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## 1. Introduction

The purpose of this paper is to review the major public administration institutes or schools in the Asian countries.

Since 1945 at least eleven new states have emerged in Asia and the Far East. Their appearance means that new governmental authorities have been brought into existence whose primary purpose is to increase economic, political and social welfare of their people. If this end is to be attained, Asians will be required to re-orient their goals and methods of government<sup>(1)</sup>.

New states in Asia have received the United States foreign aid the U.N. assistance and aid of the Specialized Agencies to help hasten their national development. In effect, the major emphasis of the numerous technical assistance programs launched at the end of World War II as a serious international efforts to improve the conditions of man was aimed at social and economic development. The objectives of most of those programs were related to building the economic infrastructure of the recipient country, its industry, improving its agricultural sector and its public health and education systems. Only gradually did public administration assume importance as a necessary field of technical assistance, as programs of foreign aid got under way. The inability of these (poverty-stricken) countries to give effect to new plans and

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(1) Stuart A. MacCorkle, *The Birth of A School*, School of Public Admin., SNU, 1960, p. 9.

projects caused some technical assistance experts to turn to public administration for help<sup>(2)</sup>.

The International Cooperation Administration (ICA) in its efforts to assist other countries improving their economies and raising their living standards has continually faced one fundamental obstacle, namely, that the governments of the various states are inadequate — their leadership is in-experienced and untrained in the management of modern, large and complicated public enterprises. ICA set about to remedy this lack of managerial skills.

At the very early stage the United States programme introduced another basis of aid through contracts between universities in the United States and those in the receiving countries. An early and very successful project of this kind was a development of the Institute—now the Graduate School of Public Administration by the University of the Philippines in Manila through a contract with the University of Michigan<sup>(3)</sup>, the Institute of Public Administration (IPA) in the Thailand<sup>(4)</sup>, National Institute of Administration in Vietnam<sup>(5)</sup> and Graduate School of Public Administration of Seoul National University(SNU)<sup>(6)</sup>.

Such Institutes or Schools have received ICA encouragement and support. Their major functions are; (1) to train both students and public officials, (2) to encourage and facilitate research in the field of public administration, and (3) to furnish consultative services in the solution of public problems.

The factual information this paper is based on comes from the University of Minnesota Group reports and various publications by the former Advisory Group members during or after the termination of the technical assistance contract with the above mentioned recipient countries.

The paper is divided into four sections. The first one is an introduction, the second is essentially based on the backgrounds of the birth of the public administration schools and institutes in the Asian countries. The third section deals with what the new schools have accomplished, and the fourth will focus on the activities of the Graduate School of Public

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(2) Nguyen Duy Xuan, "Technical Assistance To Public Administration Institute: The Vietnam Case," *CAG Paper*, June 13 to 15, 1966, p. 3. Edward W. Weidner, *Technical Assistance in Public Administration Overseas: The Case for Development Administration*, Public Service, Chicago, 1964.

(3) F.J. Tickner, *Technical Cooperation*, Hutchinson Univ. Library, London, 1965, p. 23.

(4) *National Institute of Development Administration*: Inaugural edition, 1966, Bangkok, p. 15.

(5) Nguyen Duy Xuan, op. cit., p. 14. Charles A. Joiner. *Public Administration in the Saigon Metropolitan Area*, Michigan State University Vietnam Advisory Group Agency for International Development Contract ICA c 1126, p. iii.

(6) Taiwhan Shin, "Report on the Establishment of the School of Public Administration" and the Case Method, Dec. 7—12, 1959, p. 1.

Administration of Seoul National University and a comparison of its activities with those of other institutes or schools of public Administration in the Asian countries.

In the concluding section a suggestion have been made about a good way to establish a new academic institution.

## 11. Backgrounds of the Schools

### A. Philippines:

The College of Public Administration of the University of the Philippines; The College of Public Administration is an integral unit of the University of the Philippines. It was established in 1952 under a contract between the University of the Philippines and the University of Michigan to be a center of reasearch, information and professional tranining in public administration. Asia unit of the State University, the College assumes a special role which is ultimately concerned with public affairs and governmental operations.

During the initial years of the contract operation, the Institute of Public Administration was staffed largely by professors and consultants recruited from leading universities in the United States. A Filipino staff, meanwhile, was carefully selected and provided with advanced training. In June 1956, the Institute was fully integrated as a regular unit of the University of the Philippines. Since its inception in 1952, the Institute has thrice changed its name. It was renamed as the Graduate School of Public Administration in March 1963, and finally elevated to its present status, the College of Public Administration (CPA) in October 1966<sup>(7)</sup>.

In addition, the revised Civil Service Act of 1959 (Republic Act No. 2260) provided that the College shall organize and carry out a continuing program of executive development for executives in different branches of the government, subdivisions and instrumentalities of the Philippine government. This is now being performed by the Philippine Executive Academy. The Executive Academy was formally created by the Board of Regents, University of the Philippines, on August 3, 1962<sup>(8)</sup>.

Furthermore, Republic Act No. 4223 established the Local Government Center as an integral unit of the College of Public Administration. The Center, which began its operations on September 1, 1965, now performs training, research and extension services for the Philippines

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(7) Carlos P. Ramos, Dean, College of Public Administration, Annual Report of the CPA for the Academic Year 1967--1968. To the President University of the Philippines, July 31, 1968, Manila, p. 2.

(8) *Philippine Executive Academy, University of the Philippines, 1966--1967, Manila, p. 3.*

local governments.

Finally, Republic Act No. 4911 which the Congress of the Philippines enacted on 17 June 1967 appropriated funds for the operating expenses and physical facilities of the College, in order to carry out its objectives as an established institution involved in the endeavor of improving Philippines public administration, modernizing the administrative system and increasing the capacity of the governmental machinery to promote social and economic development<sup>(9)</sup>.

The College views the new Graduate Program in Public Administration from a five-year perspective (1968—1973) of course offerings, research, and faculty development. Beginning in the academic year 1968—1969, the College will offer courses leading to the professional degree of Doctor of Public Administration (D.P.A.). Starting in the academic year 1970—1971, the College expects to offer a new doctoral curriculum leading to the academic degree of Doctor of Philosophy, Major in Public Administration<sup>(10)</sup>.

#### **B. Thailand:**

In the early 1950s it was possible to conclude that generalist-administrators at the college level or at the junior or first line supervisory level were produced at two universities. The higher degrees were given only by Thammasat until when Chulalongkorn University set up a Graduate School including master's programs in public administration and foreign affairs. But the master's program at both places consisted of evening schools for former students. They produced few graduates<sup>(11)</sup>.

From 1952, the Thais were getting acquainted with the term "Public administration." In that year, the U.S. Mutual Security Agency (Presently U.S. Agency for International Development) contracted with the Chicago Public Administrative Service for a survey in Thailand, followed by a Fulbright professor who visited Chulalongkorn University. From then on, intricate and complex inter-personal relations and several negotiations evolved. Finally the Institute of Public Administration was created in Thammasat and in Indiana University, sponsored by their respective governments<sup>(12)</sup>.

The Royal Decree of June 15, 1955 gave authority to the IPA to confer undergraduate,

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(9) Ramos, Annual Report, *op. cit.*, p. 3.

(10) College of Public Administration, University of the Philippines, "The new Graduate Program in Public Administration," *Iminiograph*, p. 2.

(11) Amara Raksataya, "Thailand Prepares Its Administrators for National Development," EROPA Fifth General Assembly and Seminar on Administrative Reforms and Innovation in Asia, Kuala Lumpur, Malaysia, June 2—27, 1968, p. 21.

(12) *Ibid.*, pp. 12—13. *National Institute of Development Administration, op. cit.*, p. 15.

post-graduate, and doctoral degrees in public administration. The contribution made by the United States Government amounted to approximately two million dollars. In July 1962, Mr. Bunchaen Attakor, former chief of training and a member of the IPA council, was deputy minister for National Development Institute of Administrative Science Congress in Australia. Upon his return, he presented a memorandum to the Prime Minister, stating the desirability of setting up a special institution, namely, the "Institute of Development Administration," combining the IPA teaching and in-service training program with the economic development and statistics courses already being taught at the National Economic Development Board. He also recommended the initiation of a course in business administration. Prime Minister Sarit concurred on August 10, 1962<sup>(13)</sup> and the Act of Establishment of the National Institute of Development Administration (NIDA) came into effect on April 1, 1966. The success in the establishment of the Institute could largely be attributed to the participation and efforts of the establishing committee, the Ford Foundation, and the A.I.D.<sup>(14)</sup>

The establishment of NIDA is being assisted by the Ford Foundation and the Midwest Universities Consortium for International Activities (MUCIA). The assistance program is financed by the Foundation and administered by the consortium—a corporation established by Illinois, Indiana, Michigan State, and Wisconsin Universities.<sup>(15)</sup>

### C. Vietnam:

Since the University of Hanoi and later the University of Saigon set up in 1949 were organized according to the European educational system, only traditional faculties of sciences, medicine, pharmacy, law and letters were open. Economics was taught in the Faculty of Law and other new social sciences were little taught. There public administration was little taught and this was offered in terms of administrative law<sup>(16)</sup>.

A plan to set up a school of public administration was drafted. That initial draft was studied by a commission until the spring of 1952 when the establishment of the National School of Administration at Dalat was authorized. Its classes were open in January 1953<sup>(17)</sup>.

In July 1954, after the return to Vietnam of Ngo Dinh Diem as Prime Minister, a special

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(13) Amara Rakassataya, "Thailand Prepares Its Administrations for National Development," *op. cit.*, p. 16.

(14) *National Institute of Development Administration, op. cit.*, p. *Ibid.*, p. 6.

(15) *Ibid.*, p. 57

(16) Nguyen Duy Xuan, Technical Assistance to Public Administration Institute: The Vietnam Case, *op. cit.*, p. 12.

(17) *Ibid.*, p. 13.

four-men mission of the Foreign Operations Administration came to Vietnam made up of Michigan State University (MSU) professors. After two months of stay, the FOA/MSU special mission submitted a report in October 1954, when they recommended a supplemental program to the already existing American assistance. The supplemental program was to be centered in the areas of public administration, economics, public information and police administration. By late April 1955, contracts between Michigan State University and the Foreign Operation Administration were signed. Michigan State University was to operate an extensive program of technical assistance in public administration and in other related fields such as police administration and economics. Following the signing of the technical assistance contract between the Michigan State University and the Government of Vietnam, the latter moved the National School of Administration at Dalat to Saigon, and by presidential order No. 433/PTT/TTK August 3, 1955, transformed it into the present National Institute of Administration<sup>(18)</sup>. Thus technical assistance to public administration institute can be a form of institution-building.

#### **D. Indonesia:**

During the early days of independence, Indonesia had a sufficient number of political leaders and a few military leaders; but bureaucratic leaders were almost non-existent. Although the government has made efforts to bring about an efficient and effective bureaucracy, it is still plagued by serious administrative problems<sup>(19)</sup>.

The National Institute of Administration was created in 1958 by virtue of Government Regulation No. 30, 1967 (issued and effective on August 5, 1958). Stated broadly, the function of the Institute is to train the public servants to perfect the government apparatus and its administration, so that the government operations run smoothly<sup>(20)</sup>.

The National Institute of Administration functions as the center for the dissemination of the art and science of public administration and as a School of Public Administration, which is a degree-granting institution<sup>(21)</sup>.

#### **E. India:**

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(18) *Ibid.*, p. 14.

(19) Sondang P. Siagian, "Improving Indonesia's Administrative Infrastructure: A case study in Administrative Reform, Seminar on "Administrative Reform and Innovation", 21, 24 & 27 June, Kuala Lumpur, GAS/Pre-Conf/D/17, p. 10.

(20) *Ibid.*, p. 34.

(21) *Ibid.*, p. 35.

After the War, a new Indian Administrative Service was organized. An I.A.S. Training School was not set up, and a part-time principal appointed until 1955. The first trainees in this School were either war-service or emergency recruits<sup>(22)</sup>.

The next step was to merge the institutions at both Delhi and Simla into a National Academy of Administration with enlarged functions and locate it at Mussoorie in 1959. The Indian Administrative Service, the Indian Foreign Service and the Indian Police Service are sending their recruits to this course. But the refresher courses have been, so far, only few<sup>(23)</sup>.

The second most important development in India since Independence with respect to training was the establishment of the Administrative Staff College at Hyderabad in 1957 on the initiative of Central Government and with the active interest and cooperation of business and industry.

The Indian Institute of Public Administration began in 1957, and engaged to some extent in this training programme. Young officers of the provincial services sent on deputation by their governments, have been coming to the School's Masters Diploma Course in Public Administration. This is especially the practice in those states which do not have training schools of their own. Junior officers from the Central Secretariat have also been taking the Course.

In addition, the School has been conducting short-courses for officers of some years' experience. Courses of a general character such as for Cantonment and Home Ministry Officers, or of a specialized kind such as for junior Budget Officers are also being offered. The Institute is a recognized training center for the Eastern Regional Organization for Public Administration (EROPA), which has its headquarters in Manila<sup>(24)</sup>.

#### **F. Korea:**

Korea has not enjoyed the advantages of modern public administration. It was severely handicapped by the fact that the introduction of the modern era in Korea coincided with Japanese domination of her peninsula. During this period, the governmental powers and operational responsibilities were monopolized by Japanese officials. Koreans had very limited opportunities to learn administrative techniques, modern or otherwise.

Furthermore, Korea's administrative techniques have been under a serious handicap, because her school system hadn't trained persons in the appropriate subjects, nor did she utilize the

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(22) V.K.N. Menon, "Training for the Public Service," *The Indian Journal of Public Administration*, July-September 1963, Vol. IX, No. 3, pp. 370—371.

(23) *Ibid.*, p. 372.

(24) *Ibid.*, p. 374.

effective educational methods. Because of the lack of a public administration educational program in the past, there are now many persons who require training in this subject. Korea's public administration educational and training efforts have been ineffective, because of their emphasis on laws and decrees rather than on the services being performed by government, administrative techniques for supplying such services, techniques of modern personnel management, problems of administrative improvement, and similar subjects.

To carry on its activities, government requires a great number of professionally trained personnel in almost every area of special competence. In Korea there is a growing need for persons trained in public administration to assume responsible positions in both national and local government. To meet this need, the Graduate School of Public Administration was established at Seoul National University.

(1) Short History of the School:

Prior to March 1955 informal discussions on the matter of founding a School of Public Administration of Seoul National University were held among interested Koreans and Dr. Chester Wood, Chief of the Education Division of the United States aid program, and Dr. Arthur E. Schneider, Chief Adviser of the University of Minnesota Group in Korea.

To assist Korea in reaching decision as to whether such a school should be established, Dr. Lloyd M. Short, Chairman of the University of Minnesota's Department of Political Science, visited Korea in March 1955. Subsequently it was decided to establish such a school, and in the following year a special committee was formed to inspect a similar institution founded a few years earlier in the Philippines. This committee left for Manila on July 27 and returned August 3, 1956. Upon its return, the committee filed a report on its trip and recommended to take action to create a school of public administration in Korea<sup>(26)</sup>.

After acceptance of the recommendations by the representatives of the United States and Korean governments, an existing technical assistance contract with the University of Minnesota was expanded to include the area of public administration. The contract amendment was signed on February 11, 1957, and a month later Professor George A. Warp of the University of Minnesota visited Korea for several weeks to draft specific plans for establishment of the School.

The plan called for the establishment of a School of Public Administration at Seoul National

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(25) Edwyn A. Mauck, *The Graduate School of Public Administration of Seoul National University*, 1962, p. 4.

(26) *Ibid.*, p. 9.



University. A two-year graduate training program leading to a master's degree in public administration was to be offered.

Special training courses for government employees at the National Officials Training Institute were also called for.

During the first two years, 1957—1959, the emphasis was on the training at the University of Minnesota of a corps of Korean instructors, the improvement of in-service training in the Korean government, the planning and establishment of a new Graduate School of Public Administration at Seoul National University, and the establishment of special public administration libraries at SNU.

Eleven training participants left for the University of Minnesota to begin their graduate studies in August 1957. One year later a group of eight additional participants was also sent to the University of Minnesota for the same purpose. In August 1958, after having one year of instruction, seven members of the original group returned to Korea to prepare for the courses they were to teach when the School opened in April 1959.<sup>(27)</sup>

Appointment of the professors by the University of Minnesota to serve as advisers in founding the new School also proceeded without undue delay. In July 1960, the School was separated from the College of Law, by executive decree and it became an independent unit in the University's graduate education system. When the Minnesota project reached its end in June 1962, the fundamental pattern of the School's operations had been firmly established, but various needs and deficiencies in the School require further attention.

In March 1968, the Department of Urban and Regional Planning was established as a department of the School for purpose of training planners to have a comprehensive insight into urban and regional planning which would enable them to make contributions to the theoretical development of urban and regional problems in Korea in step with the worldwide academic development of that field. The Department is being advanced toward the eventual creation of a Graduate School of Urban and Regional Planning<sup>(28)</sup>. Also the School has been planning to establish an Executive Development Program and Ph. D course in near future<sup>(29)</sup>.

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(27) *Ibid.*, p. 10. MacCorkle, *op. cit.*, p. 12. Taiwhn Shian, *op. cit.*, p. 1.

On January 19, 1959 President Syngman Rhee signed the presidential decree which legalized the School of Public Administration at SNU.

(28) *Seoul National University Bulletin, Graduate School of Public Administration* 1968—1969, p. 1. November 13, 1967, the Ministry of Education approved the establishment of the Department of Urban and Regional Planning in the School.

(29) Dean Hhn-Been Lee and Prof. Yu visited to the Philippine Executive Academy in June 1967.

### III. Objectives and Functions of the School or Institutes

The demands of modern administration are such that any person aspiring to a post in the public service must, prior to appointment, receive a preparation fitting him for his future duties. This instruction will be given by institutes, specialized schools or universities which will train him to perform his work as a competent and capable public servant<sup>(30)</sup>.

#### A. The Collage of Public Administration, Univ. of the Philippines (CPA)

This School seems to be a model case of institution-building of a School of Public Administration by a technical assistance program. It was established in 1952 as a pioneer in the field of public administration in the Asian countries.

The program and goals of the College of Public Administration may be summarized as follows<sup>(31)</sup>.

1. To organize and make available information on Philippines public administration, and to contribute to the advancement of knowledge in public administration in general;
2. To develop and prepare qualified personnel for the public services, and
3. To stimulate widespread interest in, and to encourage support for the improvement of Philippine public administration.

In addition, the Philippine Executive Academy program is designed to enhance the capacity of executive participants to perform their jobs better and to assume higher responsibilities and leadership by helping them develop;<sup>(32)</sup>

1. A better comprehension of the economic, technical, political, and social environment in which they operate.
2. An increased understanding of the processes involved in policy formulation and execution, as well as the skills and techniques of effective organization and management.
3. A broader approach to their present and future responsibilities through a free interchange of ideas and experiences through an objective reappraisal of their attitudes, values, and perspectives, and through more familiarity with new management concepts and trends.
4. A greater ability to cope with rapidly changing conditions and complex problems of a society in transition analytically and make sound and timely decisions, and to achieve internal

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(30) U.N., *Training and Administration of Personnel in the Public Service*, Report and Documents, New York, 1956, p. 7.

(31) Dean Ramos, *Annual Report, 1967—1968*. *op. cit.*, p. 2.

(32) *Philippine Executive Academy*, *op. cit.*, pp. 3—1.

cooperation and gain external support for their company or agency programs.

5. A better appreciation of the interdependence of the various sectors of the national economy, and their complementary roles in the common task of nation-building.

English is an official language in the Philippines, so there is no language barrier. Therefore, the students can use English text-books and materials of the public administration without any difficulty.

Well on its way in becoming a regional center for public administration in Southeast Asia, the College made significant strides in the revision of its academic offerings to include the development of the doctoral program and in the conducts of continuing research and training program<sup>(33)</sup>.

### **B. Thailand:**

The Institute of Public Administration was created at Thammasat University in 1955, as a result of the contract between Thammasat and Indiana Universities. The contract was sponsored by their respective governments.

The purposes of the Institute as formally described in the contract were as follows:<sup>(34)</sup>

1. To strengthen the academic program of the University of Thammasat.
2. To expand the research, library extension, and staff training programs of the University.
3. To develop in-service training programs and facilities at the University for government officials.
4. To provide training in the United States for a number of Thai students.

The IPA achieved some tangible results. The academic program leading to the degree of Master of Public Administration was firmly established. But the "ten-course plus a thesis" curriculum left much to be desired. Despite several efforts to have it modified, the curriculum planned in 1955 has remained. Up to July 1966, some eight hundred students had been admitted; a hundred and twenty-six of them had earned the degree<sup>(35)</sup>.

It should be noted that about two-thirds of the students were government officials. They were either on full-time leave with full pay, a feature agreed upon and traditionally sanctioned by the government, or on less favorable arrangements. Therefore, it can be said with some

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(33) Dean Ramos, *Annual Report*, *op. cit.*, p. 3.

(34) Institute of Public Administration Bulletin 1957, Bangkok, Thammasat University Press, 1957, p. 7. Amara Raksataya, "Thailand Prepares its Administrators for National Development," *op. cit.*, p. 23. *National Institute of Development Administration*, inaugural edition, *op. cit.*, p. 15.

(35) Raksataya, *Ibid.*, p. 26. *National Institute of Development Admin.*, *op. cit.*, p. 16.

qualifications that the Institute has had significant impact on Thai bureaucracy<sup>(36)</sup>.

### C. Vietnam:

In the case of Vietnam, one of the principal objectives of the Michigan State University Group was to make the National Institute of Administration an effective institution capable of improving the administrative skills and effectiveness of the Vietnam Civil Service.

The long-range purpose was to improve the administrative performance of the Government of Vietnam, and thus contribute to its social and economic development. The institution was designed by the President to train high ranking civil servants from among groups of students selected by competitive examination. The students were obliged to work for the government, upon completing their studies. The National Institute of Administration was expected to change the miscellaneous programs for the improvement of government administration, such as offering consultative and in-service training, a reference center for government agencies and sponsoring professional conferences on various aspects of administration<sup>(37)</sup>.

It has four special-purpose divisions: the Academic Division, the On-the Job Training Division, the In-Service Training Division and the Research and Documentation Division. Since August 1965 the NIA has offered four training programs: the Advanced Studies in Government, Economic and Finance and International Relations Program (M.A. degree level), the Field Administration Program (B.A. degree level), the Chief Clerk Training Program and the Proficiency in Public Administration Program (evening courses). Students of the first three programs are recruited by competitive examination, govern scholarship by the government during their study at the NIA, and upon completing their study, they must work for the government in various governmental agencies in accord with their training. Proficiency in Public Administration Program is designed to help increase the theoretical knowledge and technical skills of public servants and to prepare candidates for various public service entrance examinations<sup>(38)</sup>.

### D. Indonesia:

The National Indutstitute of Administration of Indonesia was established in 1958. The purpose of the Institute is to perfect the government apparatus and its administration, so that the government operations run more smoothly.

Its functions are:

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(36) Raksasataya, *ibid.*, p. 26.

(37) Nguyen Duy Xuan, "Technical Assistance to Public Administration Institute: The Vietnam Case," *op. cit.*, pp. 16—17.

(38) *Ibid.*, p. 37.

1. The management consulting agency for the government. In view of this important function, the Institute occupies an enviable position in the government hierarchy.
2. An administrative research center in an effort to identify the administrative problems of the government, and prescribe solutions.
3. The in-service training center for public servants.
4. The center for the dissemination of art and science of public administration in the country.

In its role as a management consulting agency for the government, the Institute has rendered consultations to various departments and agencies in the central government and to several local governments throughout the country<sup>(39)</sup>.

As the center for the dissemination of art and science of public administration, the Institute is operating as a School of Public Administration. This School is a degree-granting institution.

#### **E. Korea:**

The Graduate School of Public Administration which was established on January 13, 1959 as a special graduate school of Seoul National University has made a great contribution to the study and practice of public administration in Korea despite its short history.

The School was founded to achieve the following objectives;<sup>(40)</sup>

1. It was to provide Korea with a western type of academic training in the field of modern public administration at the graduate school level.
2. It was to train persons for the top administrative posts in the Korean government.
3. It was to teach both the incumbents in important government posts and the pre-service group of college students who were preparing to enter positions in the public service.
4. It was to pioneer in public administration research methods in Korea.
5. The new School was to provide a reference and consultation service in the area of public administration for officials of the Korean government.

Each of these five objectives was adopted to supply a service or meet the need in Korea that was extremely important and urgent in the nation's efforts toward social and economic development.

(39) Sondang P. Siagian, "Improving Indonesia's Administrative Infrastructure: A Case Study in Administrative Reform," *op. cit.*, p. 34.

(40) MaCorkle, The Birth of A School, *op. cit.*, p. 10. Mauck, *The Graduate School of Public Administration of SNU*, *op. cit.*, p. 7. *Seoul National University Bulletin, Graduate School of Public Administration*, 1968-1969, *op. cit.*, p. 1.

(1) Number of Graduates:

**(A) College of Public Administration, University of the Philippines**

The number of graduates from the CPA from 1954 to the 1st semester of 1968—1969 totals 457.

The total graduates and the total enrollment figure for the academic year 1967—1968 is 681, a decrease of 90 compared with the enrollment figure of the previous year. These figures, however, do not include students of other units of the University who cross-registered in the College.

**College of Public Administration**

Number of Graduates(1954 to 1st Semester, 1968—69)

MPA(without thesis).....191

MPA(with thesis).....86

PAC .....8

BAPA .....172

TOTAL.....457

Note: MPA—Master in Public Administration

BAPA—Bachelor of Arts in Public Administration

PAC—Certificate in Public Administration

As of June 30, 1968, CPA includes the faculties as the following:

Professor	Associate Professor	Assistant Prof.	Instructor	Associate Lectures	Research Staff
5	2	4	11	15	11

**(B) Vietnam:**

The faculty of the National Institute of Administration has twenty-two regular members, ten of them are holders of U.S. or European doctorates. The teaching load is shared among the regular faculty members and seventeen part-time lecturers.

From 1953 to the end of 1965—1966 academic year, the NIA has put out a total of 736 graduates from the regular three-year course of study in field administration. They have been trained to be administrators particularly responsible for the elaboration of proposals concerning general policy, for supervising the application of policy and for maintaining liaison with other technical services in the government at various levels. Upon completing their studies, NIA graduates are classified into category A of the Civil Service except for the graduates of the newly open Chief Clerk Training program who are classified in Category B. As of now, more than one-fourth of civil servants of Category A in the Civil Service are made up of NIA

(41) Dean Ramos, *Annual Report, op. cit.*, p. 7.

graduates. With a regular annual supply of about 150 new NIA graduates to Category A civil servants, the proportion of civil servants graduated from NIA will increase considerably.<sup>(42)</sup>

It is confirmed among government circles that in most cases an NIA graduate would learn his job more quickly than a new recruit from the faculty of law. This is undoubtedly due to the practical training that all NIA students must undertake<sup>(43)</sup>.

As of now, among 22 regular staff members, 16 are in the field of law and political science. The remainder is in charge of subjects in the fields of economics and finance. The present form of technical assistance in training future NIA faculty members does not seem to insure good results. Considering the number of Ph. D. candidates unable to complete their degrees, it seems that the present Ph. D. training scheme for NIA is not realistic. Of course, high motivation is a prerequisite in such type of training, but more incentives and facilities should be given to a prospective NIA faculty member to attract him to the job<sup>(44)</sup>. Such a circumstance is widely spread out in the developing nations in Asia.

#### **(C) Thailand:**

The School of Public Administration is currently staffed by 7 full-time academic members, 5 of whom are professionally trained. Generally, sixty students are admitted to the School each semester. The enrollment, since inception, has been 810 students, about eighty per cent of whom are government officials. So far 126 master's degrees have been awarded<sup>(45)</sup>.

The In-Service Training Division came into being as a result of the establishment of the Institute of Public Administration on May 3, 1955. It was entrusted with the tasks of promoting sound management principles and practices in the government by developing nation-wide in-service training programs as well as providing leading and guidance to the in-service training programs conducted by various ministries and departments. To carry out these tasks, the Division first instituted an in-service training program on a pilot basis. Later the ministries were requested to send officials of the senior supervisory level for collective training who were to become training directors for their own ministries. The Division encountered, not unnaturally, a few obstacles, principally in the forms of acute shortage of instructors and resistance to training as a necessary tool for effective administration and national development. The

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(42) Nguyen Duy Xuan, Technical Assistance to Public Administration Institute: The Vietnam Case, *op. cit.*, p. 41.

(43) *Ibid.*, p. 42.

(44) *Ibid.*, p. 45.

(45) National Institute of Development Administration, *op. cit.*, p. 16.

cabinet had created a national advisory committee on the training of government officials. It was headed by the Prime Minister and was composed of under-secretaries of every ministry. It came into being on December 26, 1956<sup>(46)</sup>.

If the top Executive has interest in training program for government officials, such a training program should be more successful, particularly in developing countries.

**(D) Korea:** The Graduate School of Public Administration, SNU

The School has produced an average of 70 to 80 graduates every year since 1960. Evening Course students enter the School as the incumbents of various institutes and upon graduation from the School are expected, as promising officials, to devote themselves to the development of their institutes. Day-time Course students have almost all been able to secure fine position and are making good use of their ability in their positions. The number of graduates is 683 with the degree of Master of Art in Public Administration as of February 1969 (academic year 1968).

**Number of Graduates(1960—1968)**

Year	First 1960	Second 1961	Third 1962	Fourth 1963	Fifth 1964	Sixth 1965	7th 1966	8th 1967	9th 1968	Total
Daytime Course	33	26	12	28	39	25	23	26	24	236
Evening Course	54	47	61	50	49	41	55	38	42	447
Total	87	73	73	78	88	66	78	74	66	683

**Number of Enrollment(Dept. of P.A.)**

Year	1959	1960	1961	1962	1963	1963	1964	1965	1966	1967	1968	Total
Day	35	30	31	30	50	50	35	35	35	35	37	403
Evening	66	70	69	70	51	50	65	65	66	65	63	600

**Dept. of Urban and Regional Planning**

Year 1968

Day

13

Evening

12

Total 25

There are 13 full-time faculty members, but their number will be increased to 19 members in near future. Four teaching assistants are studying abroad in conjunction with the faculty development program. Seven members of the faculty have earned Ph. D. degrees and six have an MA in Public Administration or L.L.M. degrees. As of February 1, 1969, the School includes the following:

(46) *Ibid.*, pp. 41—42.



Year	Professor	Assoc. Prof.	Assit. Prof.	Instructor (Full-time)	Teaching Assit.	Research Aide	Total
Feb. 1969	5	3	5	—	4	2	19
Dec. 1965	3	3	4	—	3	—	13
Feb. 1962	—	—	7	—	—	—	7
Sept. 1959	—	—	3	3	—	—	6
April 1959	—	—	1	3	—	—	4

In early stage of the School, a total of nine advisers and a secretary had worked for periods from six months to two years to aid in the establishment, and operation of the School. Korean staffs and advisers assembled pertinent information through correspondence and the study of the activities of similar institution in other Asian countries. They agreed on a curriculum consisting of optional and required public administration courses, and advance study seminars. The advisers had primary responsibility for the areas of the School's administration, library development, and research.

They worked with their Korean counterparts responsible for administering the School's affairs, supervising the library, coordinating the research activities and teaching the courses. The advisers' contribution to the School was great, but it is doubtful such a large number of advisers were needed.

Meanwhile, the ICA authorities paid most of the public administration project funds of 523,000 for the training of Korean instructors in public administration, for advisers and for the purchase of books of 50,000 dollars' value. The greatest portion was spent on the advisers' maintenance.

The termination of the Minnesota project in June 1962 was disappointing to the faculty and staff of the School who had hoped and expected that the assistance program would be carried to its logical conclusion. An extension for the project had been requested by the School and approved by the University, the Ministry of Education, and the Ministry of Cabinet Administration, but action on the request then ceased for apparently extraneous reasons<sup>(47)</sup>.

### **School's leadership:**

In July of 1960, the School was separated by an executive decree from the College of Law, and it became an independent unit in the University's system of graduate education. However, a serious crisis arose when intense differences developed in the faculty's efforts to select the School's first full-time dean, a crisis that resulted in inadequate leadership for the School until

(47) Mauck, *The Graduate School of Public Administration of SNU. op. cit.*, p. 18.

it was resolved approximately nine months later. The School's first full-time dean was not a faculty member of the School. After short period of service, the first dean abruptly resigned. The action was prompted by some basic disagreements within the School. From September 1961 until February 1962 the School was left virtually leaderless. A new dean assumed office February 15, 1962. The new dean was also appointed from outside of the School. At that time, an executive decree was issued that stated that deans and presidents of the Universities were to be appointed by the government instead of being elected by faculty members. The second dean served for four years. A faculty member of the School served as acting dean for nine months before new dean was appointed by the government. The fourth dean was also from outside of the University. He served a two year's term and recently he was reappointed for two year's more.

The College of Public Administration of the University of the Philippines has had only one dean since the School was established in the early 1950s. His steady leadership has made that school very strong. In the National Institute of Development Administration of the Thailand, the Rector was appointed by the government.

## **Curriculum**

### **(A) GSPA of SNU**

At GSPA of Seoul National University, the first full-time dean majored in political science, then the School's curriculum added political science, but when he resigned, the second new dean who majored in law added law and dropped political science. And the last dean has emphasised policy orientation and innovation, so the School added more policy-oriented curricula and a new department of Urban and Regional Planning was established and some law courses have been dropped.

The contents of curricula are omitted here, because the other author deals with them thoroughly in his article.

### **(B) College of Public Administration of the University of the Philippines**

The new M.P.A. curricula effect in the first semester of academic year 1968—1969.

The Professional M.P.A. Curriculum (M.P.A. Plan B) aims at providing students with the basic theoretical understanding and the operational skills and techniques for the effective implementation of public policy and programs in a developing country. The professional M.P.A. student is expected to master the art of Governmental Management by taking a number of related courses in this program area, do field work and research, and pass a comprehensive examination.

The Academic M.P.A. curricula (M.P.A. Plan A) are designed to provide teachers, researchers, and prospective college instructors with knowledge and research skills in public administration. Compared with the professional M.P.A. student, the Academic M.P.A. student is given greater freedom to choose his courses in public administration, beyond those courses common to both of M.P.A. curricula, and is encouraged to take more related social science courses that will enhance his ability to conduct research and teaching.

The Academic Master of Public Administration (Plan A) requires completion of twenty-seven units of formal courses and the writing of a master's thesis in the following basic courses:

The History of Administrative Thought, Filipino Administrative Institutions, Nation-Building, Socio-Economic Development, and Public Administration, and Research Methods in Public Administration.

The remaining twelve units are electives in public administration and other social sciences. After approval of the Master's thesis by the adviser and its endorsement by the critic, the student must pass the final oral examination on the thesis and the entire field of public administration.

The Professional Master of Public Administration (Plan B) requires completion of forty-two units of formal courses broken down as follows: fifteen units of basic courses which is the same as Plan A; at least fifteen units in the major field, Governmental Management; and twelve units of electives in public administration and other social sciences. The student must pass the written examination in the area of concentration—Governmental Management.

Other Requirements Common to Both M.P.A. Curricula:

Program Area I: Administrative Theory

The History of Administrative Thought, Theories of Administrative Thought, Administrative Theory of Development, Special Problems in Administrative Theory.

Program Area II: Governmental Management

Management Planning and Control, Administrative Communications, The Administrator and Public Relations, Field Organization, Seminar in Organization and Management, Organizational Behavior, Personnel Selection, Testing and Evaluation, Personnel Classification and Compensation, Career and Employee Development, Seminar in Public Administration, Governmental Budgeting, Governmental Accounting and Auditing, Fiscal Policy Planning, Seminar in Fiscal Management, Seminar in Governmental Management.

Program Area III: Public Administration and National Development

Sub Area A: The Ecology of Public Administration and Development

Nation-Building, Socio-Economic Development and Public Administration and Social Change, Public Administration and the Economy.

Sub Area B: Administrative Institutions and Policy-Making

Filipino Administrative Institutions, The Presidency, Congress and Administration, Administrative Innovation and Reform,

Sub Area C: The Developmental Functions of Public Administration

Administration of Development Planning, Administration of the Rule of Law, Administering the Electoral Process, Administering Agricultural Development, Administering Industrial Development, Administering Development Finance, Special Problems in Administration and National Development, Comparative Administration, Comparative Development Administration and Administering Foreign Relations.

Program Area IV: Local Government and Urban Affairs

Sub Area A: Structure and Functions of Local Government

Philippine Local Government and Administration, Provincial and Municipal Government and Administration, Problems of Urban Administration, Intergovernmental Relations.

Sub Area B: Local Government and National Development

Local Government and National Development, Problems and Techniques of Local Government Planning, Administration of Local Service.

**(C) NIA in the Vietnam**

The National Institute of Administration of the Vietnam requires three years of study. In the first year, there were subjects such as Introduction to Public Administration, Economics, Constitutional Law, Finance, Statistics, Practical Drafting of Administrative Documents, Accounting, etc.,

In the second year, students were divided into two sections: General Public Administration and Economic and Finance. General Public Administration students concentrate on subjects germane to the administrative sciences such as administrative problems, civil service, labor relation, and law, while Economics and Finance students were requested to take courses in capital formation, economic planning, agricultural and economic problems of Vietnam.

In addition there were compulsory courses for students of both sections, such as human relations, office management, budget practice and organizational methods.

In their third year, all students were divided into small groups and sent into field training

for a semester. The field training was comprised of two phases: one in the provinces, and the other in the ministries at the central government. In the second semester of the third year, students returned to the NIA to take a few more courses in public administration, economics and finance before their final examination. In 1960 the curriculum was revised again based on recommendations of NIA-MSUG committee. Under the 1960 curriculum two courses in sociology were introduced in the first year, one of which was taught by the MSUG member. Later, new courses, including research method and case-study approach to public administration, were given to students in their second year<sup>(48)</sup>.

**(D) School of Public Administration in Thailand: National Institute of Development Administration:**

The academic year is divided into two sixteen-week semesters. Ten courses are requirement for a master's degree in public administration. Of these, eight are compulsory courses which must be taken during the first two semesters. In the third semester, students may select two specialized courses of three credit hours each among the available six seminar courses. After completing ten courses, a written comprehensive examinations and an English proficiency test must be passed before the student progress to the fourth semester and the presentation of a thesis.

**First Semester:**

Principles of Public Administration, Personnel Administration. Financial Administration, Research Methodology.

**Second Semester:**

Organization and Methods, Comparative Local Government and Administration, Labor Administration, Social Welfare Administration.

**Third Semester:**

Seminar in Comparative and International Administration, Seminar in Local Government and Administration, Seminar in Financial Administration, Seminar in Personnel Administration, Seminar in Labor Administration, Seminar in Social Welfare Administration.

**(E) To compare on curriculum:**

The curricula of the GSPA of SNU has emphasized the interdisciplinary approach. The fields of economics, sociology and political science were added to the traditional public administration courses in the first year and policy formulation in the second year.

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(48) Xuan, "Technical Assistance to Public Administration", *op. cit.* p. 18.

The CPA of the University of the Philippines has emphasized public administration and development, and the developmental functions of public administration.

The School of Public Administration of the National Institute of Development Administration in Thailand has emphasized the traditional public administration courses.

In 1962, upon instructions of the Presidency, the NIA of Vietnam provided a more generalistic type of instruction to students in consideration of the fact that NIA graduates would be called upon increasingly to perform general managerial functions as provincial and district chiefs, and the Faculty Council of the NIA decided to merge the general public administration and the finance-economic sections into one<sup>(49)</sup>.

Most of the Institutes or Schools of Public Administration in Asia are trying to develop their curricula and teaching methods. Revision of the curricula is dependent upon the experience of society and government. It is also a reflection of the will of the faculty members, their academic interests and the administrative staff within the different schools. Some curricula will be changed more gradually than others, depending upon whether or not the dean of the school is an innovator and institute builder.

#### IV. Concluding Remarks

Schools or Institutes of Public administration are found in most of the underdeveloped countries throughout the world today. They have received ICA encouragement and the support of technical assistance programs.

The principal objectives of technical assistance are: (1) to train both students and public officials, (2) to encourage and facilitate research in the field of public administration, and (3) to furnish consultative services in the solution of public problems.

Technical assistance to public administration institutes could be perceived as one form of the "Multiplier Effect" strategy of technical assistance. Most of new Schools or Institutes of Public Administration in Asia seem to have satisfied almost all the requirements for a successful institution-building program: Institution-building requires more than establishment of a new organization. It must fit into the local way of doing things, be staffed, supported, and wanted by host country nationals, and perform useful function for the society<sup>(50)</sup>.

In Asia, CPA of the University of the Philippines appears to be several years more advanced

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(49) *Ibid.*, p. 19.

(50) *Ibid.*, p. 30. Edward W. Weidner, Technical Assistance, *op. cit.*, p. 74.

than the other schools.

In addition, the Philippines use the English language, so they do not have the language barrier, because most textbooks are published in English.

Also, in most of other countries, technical assistance has expired, but CPA still gets Ford Foundation aid and other external aid.

The School of Public Administration of NIDA in Thailand has received approximately two million dollars from the U.S. government, but GSPA of SUN has received only 523,000 dollars of the U.S. aid. During the seven years of its operations in Vietnam, the MUSG spent \$ 5,355,000 for the salaries and transportation of its American staff, and \$ 5,130,000 for miscellaneous campus-supporting activities, and \$ 5,130,000 equivalent in Vietnamese currency for its Vietnamese staffs and other expenses in the field. The MSUG was also allowed to spend about \$ 15,000,000 of the U.S. aid funds for the purchase of equipment and material necessary for its activities. Altogether the MSUG'S cost of seven-year operations overseas approximately amounted to \$ 25,000,000.<sup>(51)</sup> Compared with the dollar costs of other universities' overseas programs, that of the MSUG is a sizable one.<sup>(52)</sup>

In the early stage of process of development of the Institutes or Schools, most of them had many difficulties. One of these was the lack of textbooks and materials on public administration in their native languages, so the faculty members had to use English textbooks with translation. Nowadays, however, they have published their own textbooks of their mother language.

The most able and competent faculty will not be able to produce the desired result unless they are assured of fairly adequate financial security. Inadequacy of faculty salaries has caused some members to seek employment outside the School. This employment has consisted primarily of teaching in other colleges or universities, translating (not always in the professor's speciality), and writing (mainly textbooks). On the other hand, there are cases where the staff member is engaged in some part-time consulting work with a governmental agency<sup>(53)</sup>.

Such things were pointed out by the advisers who were stationed in the various Institutes or Schools in the Asian countries. This lack of incentive can be a cause of low morale<sup>(54)</sup>.

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(51) Xuan, *ibid.*, p. 28. Robert Scigliano and Cuy H. Fox, *Technical Assistance in Vietnam*, Frederick A. Praeger, Inc. New York, 1965, p. 4.

(52) Xuan, *loc. cit.* "ICA spent an average of roughly \$ 115,000 per year on the University of California's public administration program in Bologna; \$ 120,000 on Northwestern University's business administration program in France; \$ 175,000 on the George-town University's language project in Ankara; and etc.

(53) McCorkle, *The Birth of School*, *op. cit.*, p. 33. Short, *GSPA of SNU*, *op. cit.*, p. 2.

(54) Glen D. Paige, *Research at the GSPA*, 1961, p. 3. Xuan, *Technical Assistance to Public Administ-*

The GSPA of SNU always has operated on an extremely low budget. Various revenues should be explored in an attempt to discover appropriate means to increase the School's revenues or other financial resources. Continued assistance is needed for further training of the staffs both in Korea and abroad.

If the technical assistance is available, high priority should be earmarked for refurnishing the library and the setting up of a reference service of Institutes or Schools. Libraries may be an instance where external aid designed to facilitate institution-building will contribute to the society's development only if the society is capable of sustaining it, otherwise the impact of external aid would become nil<sup>(55)</sup>.

The more abstract necessities, such as training, planning, or public administration are nowadays stressed as the only means, by which the greatest asset of the developing countries and their human resources can be employed to the greatest advantage in achieving their economic and social advancement. It is, therefore, reasonable to hope that technical cooperation will continue to increase its usefulness during the Development Decade and that it may assume even greater significance in international affairs in 1970s<sup>(56)</sup>.

An institute initiated under strong political backing, which is able to change tune with time, or otherwise respond to socio-political change, may continue to prosper on its own. The Institute of Public Administration of the University of the Philippines seems to fall in this category. Its leadership has modified its name and mission first to the Graduate School of Public Administration and then the College of Public Administration, while it is able to maintain close working relationship with the government<sup>(57)</sup>.

The study of public administration is now a world-wide phenomena. Schools and institutes of public administration are created throughout the world.

Public Administration education in the Asian countries has contributed to the development of better administration, but it needs even stronger government backing. It has resulted in the creation of new programs and new organizations to national needs of the period. A new school or institute always should retain its worldwide contacts in order to remain abreast with modern development in the public administration.

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*artion Institute, op. cit.*, p. 45.

(55) Fred W. Riggs, "Modernization and Developement Administration," paper prepared for the Conference of the CAG, University of Maryland, April 1966, p. 23.

(56) Tickner, *Technical Cooperation, op. cit.*, p. 195.

(57) Raksasataya, Thailand Prepares Its Administrators for National Development, *op. cit.*, p. 55.



The improvement and development of the institutes or schools of public administration in Asia, it has brought to new hope for their countries' development. Therefore, faculty members who serve in such institutes or schools must realize their responsibility. The government should increase the budget for the support of such institutes or schools, and also technical assistance programs should carry through on their initial commitments with long term programs.