

# Social Change Perspective for Development Administration Curriculum\*

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## 1. INTRODUCTION

For the purpose of this paper, it is assumed that the graduate student working for Master degree in public administration is being prepared through systematic formal education to become a future change agent in the government bureaucracy of his country. The change agent whom we may also designate as a development administrator needs specific orientations and traits in order to be able to contribute effectively to the development of his country. The curriculum used at the graduate institute of public administration is conceived as a major means through which these qualities needed for a successful development administrator can be cultivated and nourished in the student's values, attitudes and behaviors.

It is true that the student at this level brings with him at the time of joining the school certain fixed ways of perceiving the world around him including his future role as

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\* Delivered at EROPA Workshop on "Curriculum for Development Administration: A Review of Public Administration Programs in Asia." Bangkok and Pattaya-on-sea, Nov. 19-23, 1971.

an administrator in the government. In spite of the difficulties due to these fixed perceptions and personality due to prior socialization process, curriculum is still a major means of transmitting the knowledge by a formal educational institute.

The knowledge should not remain as mere knowledge, and the constructive application of knowledge to the world of reality needs as its prerequisites certain values, attitudes and behavior patterns on the part of those applying the knowledge. The institute of public administration is an important socializing agency for the student and its main tool of socialization of student is the curriculum.

Since the purpose of this paper, as its title suggests, is to consider the connections and relations between the social changes of developing countries and the curricula at the graduate training institutes, I am not going to cover the whole range of the necessary qualities and traits of development administrators. I will rather limit my concern to and concentrate on that part of the orientations and traits the education on social changes is assumed to inculcate in the student's world of perception and his personality. As to the other necessary qualities, I will leave the job to the other papers being presented at this workshop.

Such a limitation of my concern means that I will not discuss the whole spectrum of development administration curriculum as Saul Katz and Hahn Been Lee did in the past few years. My job is to discuss only those courses dealing with various dimensions of social changes.

I will first attempt to briefly describe the various characteristics of social changes occurring in developing countries and thereby suggest the importance and the necessity of incorporating the knowledge on social changes into the curriculum of development administration education.

Second, I will discuss the attitudes, responsibilities and knowledge a development administrator, as a change agent, should possess in view of the social changes taking place in the society.

Third, the discipline of public administration will be examined in the context of its capacity to provide these attitudes and knowledge. I will emphasize the inadequacy of and show my discontent about the traditional and even recent public administration disciplines in meeting this important task of inculcating the necessary qualities in the trainee's attitudes. If possible I will suggest new directions of curriculum reform which incorporate such demands.

Finally, I will discuss the composition of the courses on social changes together with the teaching materials and methods.

## II. SOCIAL CHANGES IN DEVELOPING COUNTRIES

Social changes in various countries differ in their rapidity, process, impact and the most conspicuous sectors in which changes are occurring. This is true even among the so-called developing countries of the EROPA region. However, I will dare to present brief descriptions of general phenomena of social changes the countries of the region are experiencing nowadays. Consequently, certain parts of my description may not do justice to a specific country of the region.

However, my purpose in this part of the paper is, by emphasizing the complexity and rapidity of social changes in these countries, merely to lay the groundwork for the subsequent sections of more importance. In this sense, this section is still an introductory one.

With its low per capita income, the countries of the region are desperately endeavoring to raise the living standards of the people. In this process, the base of wealth changed drastically from the landlord to the entrepreneurs in the second and tertiary industries. New kind of gap has appeared and is widening between those wealthier and those who are still on subsistence level. The mass are frustrated with the slow realization of their economic wishes. The discontent sometimes seek frustration outlets in strikes and street demonstrations.

With the gradual growth of secondary and tertiary industries, business bureaucracy with new ways of organization and production is emerging. Together with government and military bureaucracies, they may someday claim as a portion of the managerial pool of society. The ability to manage a large scale organization is no longer a monopoly of the government and the military.

The labor is also likely to become a social force. Frequently, their demands extend to the arena of politics and their mode of expressing demands takes the form of demonstrations<sup>(1)</sup>

With the growing economic activities, the labor and the management are gradually being

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(1) For the political orientation of labor in developing countries, cf. Bruce H. Millen, *The Political Role of Labor in Developing Countries*, The Brookings Institution, Washington D.C., 1963

forced to learn new ways of resolving conflicts by persuasion, bargaining, mediation and conciliation.

In the rural area, modern means of transportation such as motor vehicles and trains are being introduced to a greater extent than used to be. Radios and newspapers are reaching greater number of rural populace.

Sons of families transmit the informations about the metropolitan centers. In spite of increasing awareness of urban prosperity, their living conditions largely remain unchanged. Thus they feel increasingly wider gap between the urban sector and the rural sector, and the feeling of isolation from the activity centers of national life is being reinforced. Youngsters leave villages for urban centers looking for educational and employment opportunities. Thus the agricultural sector is losing potentially most productive and vital labor force. Traditional clan and age hierarchy as criteria of rural leadership are losing their validity.

In the urban centers, because of the push effect from the rural area, the number of unemployed immigrants are increasing. High congestion of people create all sorts of problem, such as shortages of houses and water, traffic congestion, unsanitary environments, sprawling slums, law and order violations, shortage of classrooms, need for relief of the poor and irregular pattern of physical growth of the city, etc.

Demographic composition of the population is also changing. Rate of population growth does not easily drop because of the better medical care. Urban centers show greater rate of population growth than the rural sector. The portion of those whose age does not permit them to engage in the economically productive activities is increasing. The number of those engaged in the primary industry is decreasing. On the other hand, those engaged in various professions are increasing. However, the portion of middle class is still very small.

Education is increasingly becoming the only reliable base of social advancement. Parents' desire to send their sons to school together with the government's policy of compulsory education are opening new horizons for the populace. With increasing number of the mass media of communications available, waves of information assault many of the people.

Class structure or traditional stratification system is giving way to a new system of structure based on wealth, education, profession, etc. Thus the society is gradually changing toward achievement and attainment orientations from the ascriptive one. However, vertical

mobility from the poor to the wealthier class is not necessarily accelerated.

Technologies developed in the western countries are imported for various industries. While new technologies helped to perform given activities more efficiently and to create new industries and new kinds of jobs, on the other hand they created various problems. Those whose skill is outmoded are laid off and have to get out of the business. The rapid technological changes in the advanced countries make previously imported technology soon to be replaced with the newer one before one gets used to it. Informations on the new developments in science in the advanced countries easily reach the developing societies. Intellectuals in the latter society are busy at copying the knowledge rather than being able to adapt it to the local situation. University professors are likely to get isolated from the practitioner's world of their country. Ideologies borrowed from the western societies clash against each other and conflict with traditional values. Western values are introduced through multiple channels. Yet the adjustment with the traditional values is not successfully made. The consequent value conflicts permeate all spheres of our life, for example, in politics, economy, management, family life, application of technology, and urban and rural activities. The motivation, attitudes, and behaviors are inconsistent and sharply differ among persons, groups and generations. Communications among the different generations and among various units of action are difficult to achieve.

University students sometimes revolt against the older generations and the established institutions due to the inconsistent behaviors of the older generations and rigidity of the institutions, and request their participation in the decision making process of a society.

Government's legitimacy is sometimes challenged by various political forces not only because of the means used in assuming the power but also because of the poor performance in achieving results. The capacity to integrate the various existing and newly emerging interests into a nation building process is weak. In some governments, corruption seriously deters their performance capacity. Fred Riggs says as follows with regard to similar point:<sup>(2)</sup>

But the spread of literacy and mobility, of schools and roads, of radios, and newspapers, of urbanizations and industrialization-all these factors of "social mobilization" are transforming mass population into minorities. These minorities demand to be considered both in the making and implementation of public policies. Governments become legitimate only as they

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(2) Fred Riggs, "Administration and a Changing World Environment," *PAR*, Vol. XXVIII No. 4 (July-August 1968), p. 354.

transform their minorities into majorities.

In spite of weak legitimacy, the governments are taking up more and more responsibilities in the area for which coercion is no longer adequate method of fulfilling these responsibilities. In some countries, integration among racial, religious and language groups still remains a big concern for the political leaders.

Government is still depended upon as a major vehicle through which many of the important social changes are to be introduced and implemented. In order to respond to such an expectation government bureaucracy has changed itself in its personnel, structure, management practices and styles of operation.

— The military, besides the families and schools, is probably the largest single agency of socialization for the young generations of a country. In the military organization, enlisted men learn about the new worlds, new norms, techniques and words, and new ways of achieving a purpose through a formal organization. Officers develop their capacity to Organize, mobilize and manage large scale organization, and learn how to use this capacity for the achievement of a specific purpose. When the nucleus of the military group which has taken over the government was achievement oriented, this organizational ability has helped for a while in bringing about the economic growth of a country. However, the fact that they used physical means in taking over the government is likely to invite overt and latent criticisms from various concerns of a society. Those who have had long years of military socialization are not likely to actively engage themselves in the art of persuasion, bargaining and conciliation.

All of the above changes are either directly or indirectly affected by what happens in other countries, especially by the events in the most influential countries of the world. While a society is trying to change itself, it is being changed by the forces of international environments.

These changes occur within a short span of time. The rate of change is at least as fast as that of the already developed countries. John W. Macy, former chairmon of the U.S. Civil Service Commission, in speaking at the dedication of the Federal Executive Institute said as follow:<sup>(3)</sup>

I need not draw the contrasts in change between Jefferson's day and our own. You are

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(3) John W. Macy "Executive Preparation for Continuing Change" *PAR*, Vol. XXIX No. 5(Sept-Oct. 1969), p.501

all experts on today's supersonic rate of change—a world with rapid change—the kind of world we know today is certainly exciting, but it is also frightening, especially to those who find themselves outstripped by a psychologic cyclone of events swirling around them.

Every Change now being introduced will soon be replaced by another. In this sense every insitution and every societal change in every sector of society is temporary. Thus we are living in a temporary society.<sup>(4)</sup>

Probably the rate of changes in developing countries ought to be faster in the sense that the elites of these countries want their country move ahead faster in order to catch up with the advanced countries which are also developing at fast rate. It may also ought to be faster for those economically impoverished and socially underprivileged and discontent populace.

It may in fact appear very fast because the shocks and disturbances which a change accompanys may be more abrupt, more intense and wider in effects in developing countries. The rate of change is indeed fast because the extensive changes I described so far occurred within a decade or two, or at maximum within a generation.

In addition to the rapidity of changes, the processes and effects of these changes show extreme complexity. These changes are complex in two senses. First, it is complex in the sense that increasingly greater number of units and sectors of a society are affected in the process. Second, it is complex in the sense that the nature of relationships among the units involved is changing. Every change has multidimensional effects and every unit and sector is interdependent upon each other. New nature of the relationships is such that the traditional means of dealing with them no longer suffice.

Let me cite an example from a project of the city of Seoul. In order to clear the slums in the central districts of the city, it more or less forced the slum residents move out of the city by providing new land in the vicinity of Seoul, where the city government constructed large-scale public workds to provide the infra-structures of community. In addition, the education board had to be persuaded to provide schools. Mass transit companies had to be persuaded to provide transportation to those who had petty jobs in the city. Small-scale industries had to be invited to provide jobs at the site. Electric company was persu-

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(4) For the concepts of "temporary society," cf. Warren G. Bennis and Philip E. Slater, *The Temporary Society*, New York, Harper and Row, 1968 and Frederick C. Mosher, "The Public Service in the Temporary Society," *PAR*, Vol, XXXI No. 1 (Jan-Feb. 1971). pp.47-62

aded to provide electricity. New district office, police station, and postal office had to be established. In this process, the land price went up and land speculation became a fad. Those who had initially moved to this new place later sold their lots and houses at better prices and returned to the city of Seoul to create another slum areas. On the other hand, the news about this project attracted rural peasants to move into the city, creating further slums in order to get admitted to this new community and to eventual similar benefits. The current residents, many of whom had never lived in slums, are those who bought the properties hoping for the prices to go up pretty soon.

The forests of the nearby land including that of the national park were devastated due to the shortage of fuel wood and illegal occupation. Public health and sanitation problem became serious and relief activities had to be carried out in large scale. Jobless youngsters organized gangs to loot the shops and peddlers. All sorts of groups based on provinces, clans, religion, age, former sites of residence, etc. appeared. Out of this turmoil, politicians easily exploited the situation in order to make the community their electoral base.

Meanwhile, the nation's economy fell into a slump period and it affected the residents of this community adversely. Industries had to close the factories. The property value started to decline drastically. The discontent and frustrations of the residents were organized by politicians for the street demonstration in which the mob set fire on the government offices, furnitures and cars. In order to restore the order, the government had to concede to all of their demands.

Because of this event, in the other parts of Korea, the discontent people of various sorts are nowadays citing the event as an example of a success story whenever they resort to the means of demonstrations regardless of the nature of issues involved.

University students in Seoul picked up the event as a case of the government's apathy toward the poor and they made it an issue for another street demonstration.

Thus the project originally planned by the housing bureau of the city government had to involve in the course of events not only all of the other bureaus of the city but also the adjoining provincial government, ministries of Home Affairs, Transportation, Commerce and Industry, Public Health and Social Welfare, Construction, Communications, Education, Justices, Prime Minister, the President, the Court and the National Assembly of the central government. The project also involved all sorts of businessmen, religious leaders, politicians,



speculators and university students besides the residents.

All of these events occurred within the last three years and the green hills of the yesterday are now flat and occupied by tents, barracks, cottages, shops, closed factories and paved and unpaved streets. The community's current population is 100,000.

Thus the rapidity, complexity and the extensive effects of changes compel us to perceive the world around us as a turbulent environment. Unless one adapts himself very quickly to this environment with new concepts and perspectives, he is likely to get behind and his survival will be threatened. This is true to every unit of social action. James D. Carroll says as follows as to the need for new ways of perceiving this environment.<sup>(5)</sup>

In order for the individual and for political society to cope with these emergent relationships and their effects, the awareness of the individual and of political society must be extended and rearranged to include them. New structures and modes of abstraction become essential. Otherwise an attempt is made to respond to new patterns of behavior with old data, concepts, attitudes, and practices not appropriate to the situation. The eventual result is a loss of control.

Living in such a turbulent society especially as a member of the government bureaucracy whose major responsibility is to introduce and to cope with these changes, a development administrator needs new perspectives, attitudes, qualities and knowledge in order to serve his nation properly.

### III. DEVELOPMENT ADMINISTRATOR AS CHANGE AGENT

I will contemplate in this section on the perspectives, attitudes and knowledge a development administrator has to possess as a decision maker in view of the above changing environments and will explore their relationship with the social change part of the development administration curriculum.

1) Frederick Mosher says as follows as to the role of the current U.S. government in coping with the changes:<sup>(6)</sup>

Government ceased to be merely the keeper of the peace, the arbiter of disputes, and the provider of common and mundane services for better or worse. Government has directly and indirectly become a principal innovator, a major determiner of social and eco-

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(5) James D. Carroll, "Noetic Authority," *PAR*, Vol. XXIX, No. 5 (Sept.-Oct. 1996), p. 494.

(6) Mosher, *op. cit.*, p. 48.

conomic priorities, the guide as well as the guardian of social values, the capitalist and entrepreneur or subsidizer and guarantor of most new enterprises of great scale.

This statement will equally apply to the governments of developing countries. If the function of a government is of such a nature, then development administrators can not be those who think their positions and prestige will be maintained by serenely performing routines, keeping themselves aloof and cool from the heats of changes. He can not be the one who waits for the instructions from above the hierarchy rather than acting immediately at the scene. This applies not only to those in the ministries immediately involved in development projects, but also to those in the law and order maintenance agencies, the ministries of defense and foreign affairs and the agency of taxation.

In developing countries the civil servants are usually the most prestigious group among the ruling elites. People expect their guidance and leadership in introducing and managing changes. A major component of his role content is innovation and action. In other words, the ideal model of development administrator is the man of action. The knowledge on the general situations of his society and on the changes occurring within it may help a student become action oriented.

2) Development administrator should be flexible in his attitudes and ways of thinking. This is essential in adjusting to and coping with the changing environments. He should not insist his own modes of thinking as the only way of perceiving and solving a certain problem. There is no unique answer available in the planning and implementation of changes. He is free of bias, does not stereotype the people and situations and evades from using uniform rules to the programs varying in nature. The flexibility will help him to adjust not only to the social changes but also to the internal environment of the government bureaucracy which is also changing. Under turbulent environment one can not survive unless he is flexible enough to accommodate himself to the intra and extra-organizational changes.

Education in general has the effect of nourishing such qualities in one's personality. The teaching of social changes may enhance this quality by helping him understand the views of various persons and groups involved in the change processes.

3) Development administrator needs wider perspective. He has to know that his main task is with the clients, the people and the field, because development projects are for their benefits. Therefore, he has to constantly pay attention to the outer world of the bureaucracy.

In spite of his speciality in a certain program area, he has to be able to perceive the relationships of the change project with other sectors of social life. The knowledge on the multi-dimensionality and interdependent nature of change will also make him aware of the relevance of the other specialities and other agencies in the central and the local governments in order to make the change a true success. "Few professions can now claim total competence to handle basic problems even within those functional areas in which they once were recognized as exclusive monopolists." <sup>(7)</sup>

Understanding his society in general and knowledge on political, economic and other sectors will provide him with broad backgrounds. He will be able to perceive his role and his agency's function against the background of this macro perspective. Also, such a wider perspective of change will make the planning, implementation and appraisal of change projects more realistic and adjustable to the actual situations and repercussions.

4) Development administrator needs sense of urgency. However, he will not act at random. Rather, he will act scrupulously with his time perspective based on the past, present and the future. Analyses of the past and the current social changes at various levels and in various dimensions will make him sensitive to the rapidity of change, and when coupled with his ability to define the desired future<sup>(8)</sup> and to perceive correctly his role expectations from the people, the knowledge on social changes will give him sense of urgency to act.

5) Development administrator needs sense of purpose, direction and priority. In spite of the turbulent environment he is facing, the studies of social changes will provide him with the data on trends, the analysis of which will in turn give him sense of direction.

His goal orientation will let him tackle with the conflicting value problems rather than avoiding them and merely relying on methodological and technical aspects. Having resolved the value conflicts and having in mind the future directions, he will be able to derive priority ranking among the various change alternatives. Sense of purpose, direction and priority will strengthen his commitments to a change project and will make him feel challenges. He will be able to evaluate his achievements and derive satisfactions out of them.

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(7) *Ibid.*, p.52.

(8) For the similar view on the ability of development administrators, cf. Saul M. Katz, "A Model for Educating Development Administrator," *PAR*, Vol. XXVIII, No. 6 (Nov.-Dec. 1968), p.531.

6) Development administrator should be able to mobilize the social support to the change project. What kind of approaches should he use for the necessary support? La Piere says as to the governmentally programmed change:<sup>(9)</sup>

The inability of governmental agencies to predetermine the consequences of politically sponsored changes is accompanied by another inability—the impossibility of inducing significant qualitative change by coercive measures. Men may be deterred by coercion from doing somethings that they might like to do and they may be bribed through tax monies or relief from taxation into doing what they want to do anyway, i.e., they may be encouraged by government to work at their trade, persue their scientific investigations, treat sick patients, etc. They cannot, however, in the same ways be induced either to want to be creative or to act for long in ways that are contrary to their established cultural attributes and so repugnant to them.

He will not rely on coercion. At the most, he will use coercion only as the last means when all the other ways of getting support have failed. He will work on the incentives, values, attitudes and behaviors of those being affected. He will rely on maximum participation of those being affected in order to get their cooperation and to overcome resistance. For this purpose, he will keep the communication channels open between himself and those being affected. He must be able to use empathy; he should be able to view the change project from the standpoint of those being affected.

The knowledge on social changes, the traditional values, attitudes and behavior patterns will provide him with higher empathic ability and will induce him to work on the motivations of those being affected.

7) In spite of all the scholarly research efforts in the areas of social change and futurology, our capacity to predict is very much limited. Unexpected effects of planned changes damage the project seriously. Unexpected sources of discontent and frustration clash against the existing vested interests. Unplanned changes occure extensively and affect planned changes. Relationships among the many dimensions of a change process are not known. There is no correct and unique solution. All of these unknowns add up to a feeling of uncertainty for a planner of social change. Consequently, development administrator needs the ability to tolerate ambiguous situations.

The curriculum may incorporate problem solving approaches to various change projects

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(9) Richard T. LaPiere, *Social Change*, New York, McGraw Hill, 1965, p.473.

and thereby adjust the student to uncertainty and eventually cultivate in him creative mastery of uncertainty.<sup>(10)</sup>

#### IV. PUBLIC ADMINISTRATION DISCIPLINE AND CURRICULUM REFORM

1) I have said so far that the rapidity and complexity of social changes compel development administrators to have certain specific orientations in attitudes, perspectives and knowledge. By implication, I have been suggesting the need for reexamination of our curricula.

We, who are engaged in the profession of teaching future administrators in developing countries, have been educated in western countries; many in the United States. And, so far, the orientation of our discipline in this part of the world has been dominated by the western influences. Thus, in spite of some variations among countries, our curricula are also very much of the reflections of western orientations.

Consequently, it is worthwhile to examine at this occasion the orientations of public administration discipline of the U.S. My criticism may sometimes go too far because of my standpoint as a teacher from a developing country, who may not know enough about the U.S. society and even its public administration discipline.

I will divide the history of public administration discipline according to the now familiar topic of the relation between politics and administration, the conception of which have really formed the base of dominant orientations of the discipline. From "the Study of Administration" by Woodrow Wilson to the nineteen fortys is regarded as the period in which dichotomy concept prevailed. The remaining period is largely based on the negation of the previous concept.

2) In its formative years, in spite of all the academic reasonings, the discipline came into being as a response to the needs of Americans society, especially of her government. The response took the form of reform movement against the prevalent practices of patronage and spoils and inefficiency in the government. The area of administration was intentionally separated from the area of politics and it was demanded that the area of administration *ought to be* the area of business. In spite of this normative nature of the concept, the scholars in this period fell into illusion as if these two were separate in actual world of facts.

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(10) Cf. Wilbert E. Moore, *Social Change*, Englewood Cliffs, N.J., Prentice-Hall, 1963, p.111

The illusion was necessary to seek the independence of this new discipline from the political science. This new baby of public administration claimed for its independence from the mother discipline of political science, which was very reluctant to surrender.

By the time around the birth of the American Society for Public Administration in 1939, it became fairly independent. However, the independence was achieved *at the cost of evading macro-perspective* and rejecting the questions of political philosophy. However, ideas of checks and balances between the three branches of government were taken for granted as expressed in such terms, with regard to independent regulatory commissions, as the "fourth branch," "quasi-judicial," and "quasi-legislative." Representatives of the people were only those who were elected through formal election institutions.

Perception of administrative functions as implementation of policies and as the application of speciality and techniques assumed environmental frameworks for an administrator already given and fixed. This meant that the disciplines concern was only with the intra-organizational management. This perspective together with the Wilson's sentence "the area of administration is the area of business," made the discipline to borrow extensively the theories and practices of business administration.

In order to seek independence vis-a-vis political science "politics-administration dichotomy" was used. In order to rationalize the borrowing from the discipline of business administration, they claimed the common features between the two. In doing so, however, there was a danger of losing the identity of the discipline. Consequently, different features had to be emphasized. In this process of formulating the rationale vis-a-vis the discipline of business administration, *the public administration fell into another illusion as if there existed clear demarcation between the matter "public" and the matter "private"*.

By the end of this period, the curricula of public administration, in spite of variations among the centers and schools, had the following major components.

- a) POSDCORB courses such as organization and management, financial administration and personnel administration;
- b) Business administration courses similar with the above and accounting, human relations and scientific management courses;
- c) Some courses from political science including law;
- d) Theories of military administration, which were incorporated in the POSDCORB courses.

3) It was only after the identity of the discipline of public administration had been fairly well recognized in academia that the scholars in this field raised serious doubts about the dichotomy concept of politics and administration. It was also after the fairly clean government and extensive career service had been guaranteed that the scholars of public administration discarded the concept. There no longer existed the need for such concept both from the vantage point of enhancing the academic status and from the viewpoint of the need for reforms in government. And only when there no longer existed such needs, the scholars could see the facts as they were.

Once the concept was negated, the discipline of public administration could go anywhere and nowhere. It could easily import the theories, methods and orientations of the other relevant disciplines. Public administration got on the bandwagon of behavioral science. The mother discipline, political science, was also becoming process oriented and was later dominated by behavioral science. The philosophy of logical positivism accelerated the fact orientation and quantification. Decision theories also concentrated on facts and processes. Management science and computer science furthered quantification trend. PPBS could not tackle the problem of value conflicts in society and politics. Dwight Waldo questions the following dimensions of PPBS:<sup>(11)</sup>

But I think it's a serious question whether it (PPBS) doesn't cause systematic blindness and inhibit creative responses to environmental change and challenge. Does it (despite sincere denial) attempt to solve political and ethical problems by turning them into technical problems thereby creating bigger political and ethical problems? Does it, in its attempt to reach firm conclusions on hard data, cause an undue restriction of vision, lead to over-narrow parameter and oversimplification of premises?

As a new focus of subjects, comparative and development administration appeared. Its main contribution, from our point of view, was to stimulate the scholars like us to switch the focus of attention from the American scene to the problems of our own countries. The content of knowledge provided to us by development administration was rather meager.

As to the substantive issues of policies and values, the discipline has largely avoided the problem, especially when they were big problems. In spite of the ambitious proposal

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(11) Dwight Waldo, "Public Administration in a Time of Revolutions," *PAR*, Vol. XXVIII, No. 4 (July-Aug. 1968), p.367, and for more extensive criticism, cf. Aaron Wildavsky, "Rescuing Policy Analysis from PPBS," *PAR*, Vol. XXIX, No. 2 (March-April 1969), pp. 189-202. The first parenthesis is mine.

by Dror for policy analysis, it has so far remained in the area of meta-policy, i.e., how to make policies about making policies. Management science or systems analysis has dealt with only small scale policy decisions rather than mega-policies. The wide variety of concerns, methods and approaches is making the discipline of public administration lose its identity which was once established under the disguise of politics and administration dichotomy. Waldo again says:<sup>(12)</sup>

The effect of the complex new tasks plus the critical attacks was to create a crisis of identity for public administration. Both the nature and boundaries of subject matter and the methods of studying and teaching this subject matter became problematical. Now, two decades after the critical attacks, the crisis of identity has not been resolved satisfactorily.

Such a crisis of identity, consequently, remains with the schools of public affairs as pointed out as follows by Refus E. Miles, Jr.:<sup>(13)</sup>

Schools of public affairs would like to be thought of as professional schools, but they have no generally accepted body of knowledge and doctrine which form the central core of a recognized profession, and very few have a significant research program.

The curricula of public administration schools naturally show extreme variety in the courses offered and their contents.

4) With the above short review of the public administration discipline, let me give you, in a summary fashion, strands of thought on the factors which are inhibiting the development of necessary qualities for the administrators who are to introduce changes into turbulent society. By doing so, we may be able to derive the directions for the curriculum reform from the vantage point of social changes.

a) First, the perspective of public administration discipline has been largely oriented toward intra-organizational aspects as expressed in such courses as organization theory,<sup>(14)</sup> personnel, finance and some technique courses which are intended to be applied to internal management process. Consequently, the perspective had to be very narrow.

In observing the public administration schools of developing countries, George Gant

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(12) Dwight Waldo, "Scope of the Theory of Public Administration," the American Academy of Political and Social Sciences, ed., *Theory and Practice of Public Administration: Scope, Objectives, and Method*, Philadelphia, 1968, p. 5.

(13) Refus Z. Miles, Jr., "The Search for Identity of Graduate Schools of Public Affairs," *PAR.*, Vol. XXVII, No. 4 (Nov. 1967), p. 345.

(14) Recently organization theory has been covering environmental problems.



makes the similar points.<sup>(15)</sup>

Public administration has been some narrowly defined in terms of the efficient internal management of public agencies that it has not met the needs of "development administration." Also, these courses tend to deal with internal administrative staff services and specialized techniques of administrative management and are inclined to neglect the concepts and methodology of development administration.

Such internal and narrow orientation made us show more concern about what happens in the offices of government bureaucracy rather than about what happens out in the field with clients. Waldo admits this by saying "we have advanced very little in making public bureaucracies acceptable and efficient in working with many of the clienteles."<sup>(16)</sup>

The curriculum of the future should emphasize the extra-bureaucracy perspective and by so doing we may be able to educate the students to have wider perspective which is necessary for tackling with the problems of social changes.

b) The discipline of public administration has so far implied as if there exists clear demarcation line between the three branches of government and between the matters "public" and the matters "private." In spite of the denial of politics and administration dichotomy, have we ever tried to conceive of public administrator as a representative of the people? In view of the role expectation from the people, is it not necessary to view development administrator as representing the people's will? To regard those elected through the formal institution of election as the only representatives may mean that our discipline is still too much bound by legal institutional framework and dichotomy concept. Is it not the function of development administrator to contact the people to know their wishes, to articulate and integrate their interests and to convert these interests into developmental actions? In this sense development administrator is as much a representative and spokesman of the people as those in the legislative body.

In addition, we can no longer remain a captive of the artificial rationale for claiming the discipline's identity against business administration. Matters of public and private are indistinguishable in most of the modern governmental activities. Has it not been true that this false differentiation made development administrator's to perceive their role narrowly, to think their career limited to governmental bureaucracy and to possess inflexible and

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(15) George F. Gant, "A Note on Applications of Development Administration," *Public Policy*, Vol. XV (1966), p.209.

(16) Dwight Waldo, "Public Administration in a Time of Revolutions," *op. cit.*, p.367.

unversatile posture?

New direction of curriculum for the future change agents should be geared to developing in them the sense of representation of the people, and they should be trained to view demarcation lines among the various sectors of society in flexible terms.

c) The discipline of public administration has so far been oriented toward process rather than effects and outcomes. Mosher says:.<sup>(17)</sup>

The charge has been leveled by more than one critic that the study and the practice of government have overemphasized the processes through which decisions are reached and executed with too little consideration of the effects or outcomes of those decisions and actions

Behavioral description of decision processes and normative decision tools under the names of PPBS, systems analysis, management science and even the policy analysis are all good for the understanding and rationality of decision processes. However, have we not avoided questions of quality under the disguise of quantification? Have we not avoided the question of value under the rationale of factual orientation? Have we not skipped the issues of megapolicy because they involved values of high order and because of their highly complex nature? Miles Jr. says as follows:<sup>(18)</sup>

Most of the university world has designed its research and writing to concern itself with smaller and smaller problems which can be dealt with definitely preferably in quantitative terms. Perhaps the least realized form of de-emphases upon public affairs within the university atmosphere is the general avoidance of considerations of value and purpose. Yet government and politics are primarily concerned with values with the fundamental business of achieving a moving consensus of purpose.

5) The strands of thought developed in this paper are summerized here for future directions of curriculum reform.

First, students should be trained to have wider perspectives rather than narrow intra-bureaucratic perspective.

Second, students should be trained to become aware of multi-dimensionality of a change and interdependence among various sectors of society and various government agencies at different levels.

Third, students should be trained to be flexible enough not to be biased about demar-

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(17) Mosher, "The Public Service in the Temporary Society," *op. cit.*, p.50.

(18) Miles, Jr., *op. cit.*, p.345.

cations among the various sectors and about the values and attitudes of himself and those being affected by changes.

Fourth, the training of students should foster in them action orientation through sense of purpose, priority, urgency and achievement in outcome.

Fifth, students should be trained to enhance their capacity of dealing with value and quality questions and mega-policies both theoretically and in the actual process of getting support.

Finally, they should be trained to be able to tolerate uncertainty and ambiguity accompanying changes.

## V. COURSES, TEACHING METHOD AND MATERIALS

### 1) Courses and Their Arrangement

I will assume that the regular students will take two years in the institution which has semester system. The last semester will be spent for internship in government offices and for the writing of master theses. During the remaining three semesters the initial period should be used for the build-up of broad background knowledge. The administration and technique courses should come in the middle of the period. The third semester should be used for policy formulation and program administration courses in which knowledge acquired during the preceding two semesters will be applied to concrete substance problems. However, the courses which have sequential nature may be spread over more than two semesters.

If we arrange the focus of each semester like the above, then the directions of curriculum reform I presented in the preceding section are relevant to the courses which are aimed at building broad and wide background and enhancing the ability to apply knowledge to complex problems.

All of the students should be required to take the following courses, most of them during the first semester, but some during the second semester; *government in action, political philosophy, strategies of political development, economic development, economic planning, social change and strategies of social development*.<sup>(19)</sup> *Policy formulations, and program administration courses*

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(19) Social change perspective taken here includes not only the traditional courses on "social change" but also economics and political science. For different perspective, cf. Hahn Been Lee, "Handbook of Development Administration Curriculum, a Draft," *Korean Journal of Public Administration*, Vol. VI, No. 1, pp.1-22.

during the third semester should give the students extensive experience of formulating policies and programs of government.

With regard to the background courses, those students who do not have the liberal arts undergraduate education should be required to make up more basic courses before proceeding to the above courses of the first year semesters.

## 2) Course Contents, Teaching Methods, and Materials.

In order to derive teaching methods and even the contents of the above courses, one needs to remind the proposed directions of curriculum reform, the summary of which follows:

- a) wider perspective
- b) awareness of multi-dimensionality
- c) flexibility
- d) action orientation
- e) ability to tackle value and quality
- f) tolerance to uncertainty.

By close examination of these six items, one can be almost certain that two requirements stand out. One concerns with the content of the above courses. These courses should use "big issue approach" rather than the introduction of academic theories. In other words, most of these courses should tackle with the big urgent issues of the society concerned in their relevant areas. This approach is also necessary because the knowledge and teaching materials we have in developing countries are mainly those of the western countries and teachers of these courses are likely to satisfy themselves, most of the time, by transmitting them to the students.

The other requirement which can be derived by the examination of the above summary is that the students should accumulate maximum experience of actually dealing with the complex issues of large-scale. This need for experience accumulation concerns with the methods of teachings. Rather than teachers delivering lectures in the classrooms, workshops should be the main feature of most of the courses, and some case method, seminar discussions and simulations may be added. Lectures can be used only for introductory courses.

Consequently, the major portion of our teaching materials should not be the textbooks of western countries but the unpublished and published government documents, statistics, newspapers, survey reports, staff study papers, research results by the research institutes

and the scholars of various disciplines based at home and in other developing countries. It is necessary for the schools of public administration in this region to start collecting extensively the data of this nature with systematic efforts to incorporate them into the various courses.