

# University Planning for National Development and Modernization\*

Hahn-Been Lee

## I

### Innovations in University Programs and Structure Required for Its Developmental Role

Given the new social role of the university as expounded by many contemporary writers,<sup>1)</sup> our task here is to consider the variety of functions and programs which can be delimited from that role. One can immediately indicate the broad range of major functions within which innovations may occur, they are:

1. **Teaching**.....Teaching in more traditional sense
2. **Training**.....Training of professionals and specialists
3. **Research**
4. **Service**

The important thing now is that these functions must be designed and carried out in such a manner that significant innovations can occur. Programmatic innovations can take at least two forms: 1) by revamping or restructuring existing programs, and 2) by creating new programs.

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1) For well-documented accounts of recent conferences on university role and administration, see the following: V. Merikoski, "Basic Problems of University Administration," in *International Review of Administrative Sciences*, Vol. XXXIII, No. 1(1967), pp. 17-30; Harry H. Pierson (ed), *University Cooperation and Asian Development*, San Francisco; Asia Foundation, 1967, Mimeo; and Park, Taisun (ed), *Daehak kwa Kukka Palchon (University and National Development)*, Seoul, Kyoyuk Ch'ulp'an-sa, 1968. See also Paik, Hyunki, "The Role of the University in National Development," a companion paper for the Seminar.

Now any university has some mixture of on-going programs under the above categories. But there is a constant need to revamp and restructure these existing programs. But in some cases, particularly in a period when the country goes through rapid social change, there arises the need for creating new programs. This is the challenge of rapid social change—one might say, revolution—which a university, like any other social institutions, must face. Now let us examine some typical programmatic innovations in each of the above four functional areas.

### **1. Innovations in teaching function**

In the area of teaching function, we can first cite the example of the general education program in many of our universities. Many universities in Korea, including notably Yonsei University have tried this innovation for some years, but the system installed by Seoul National University this year involved a major structural change with a potential of radically influencing the future shape of that university. The rationale here is to give freshmen, and in some cases also sophomores, a broad understanding of the intellectual heritage of the country as well as of art and sciences in general. It is believed that such a breadth of view at the beginning of college life will increase the overall effectiveness of the education of the college student, whatever specialization he might pursue in later years. There is a definite interdisciplinary undercurrent in this approach. This thesis is perhaps yet to be proved in this country, but this is at least a major structural innovation in university teaching. There seems to be a basic awareness that a narrow specialization does not produce as good an expert as an education with a broad intellectual foundation. A forerunner of this approach was the premedical course in our universities. More recently, some universities are trying as part of their general education program some studies on the neighboring countries; the program at Korea University is a case in point. This, I think is an example of programmatic innovation involving some structural adaptations as well.

### **2. Innovations in training function**

Apart from the traditional function of teaching of intellectual subjects for intellectual edification one can identify a more discrete function of training—training with emphasis on producing professionals. Of course, the faculties of medicine and law of our universities are engaged in training doctors and lawyers. Recently many new kinds of professional schools—especially schools of business administration—and public administration are mushrooming in our countries. This reflects in large measure the progress of industrialization in our countries: industrialization implies at once increasing specialization of skills and increasing organization of those skills.

It therefore requires an ever increasing number of specialists and managers. Thus, there emerges a growing need for more and new types of professional education.<sup>2)</sup> And our universities are now obliged to turn out in addition to doctors and lawyers, troops of engineers, managers, and professional administrators. The outlook of our universities towards applied science and professional education which have hitherto been limited to human bodies, legal systems and machines, is now being extended toward human organizations. This is definitely a major innovation in university program and structure.

### 3. Innovations in research function

Research is another field where many exciting innovations are happening. Until some years ago, university research was mainly oriented towards historical documentary researches, but in recent years those of experimental, applied and prescriptive nature are coming up very rapidly.

The most active field is, of course, science and technology. Sometimes a whole new research institute is built around a university campus, if not on the campus itself. In the Korean context, the Atomic Energy Institute which was established toward the end of the '50's was a forerunner; this institute was induced by Seoul National University to locate itself on a corner of the campus of the College of Engineering of the university. A more recent example is Korean Institute of Science and Technology, which is staffed mainly by Korean scientists who, having been trained in foreign countries for a long time, were induced to return to do basic research at home. Although this particular institute does not formally belong to any university, it is becoming an important part of the Korean scholastic community with visible impact on the pattern of academic research in many universities.

In the social science fields, many new research programs are being created, including research on population trends, urban problems, rural development, international trade, business management, education and government administration, etc. These are now prevalent in Korea, but this was certainly not the case a decade ago.

A good indicator of the growing emphasis on research in our universities is the creation of research professorships.<sup>3)</sup> Although small in scale, yet this a significant innovation in university

2) For a classic account of a model professional school, see Melvin T. Copeland, *Mark and Era: The Story of the Harvard Business School*, Boston and Toronto, Little Brown & Co., 1958.

3) The Dasan Professorship which was instituted at the Seoul National University since 1967 is the case in point. This academic privilege involving freedom from teaching obligation plus extra income approximately equal to the regular monthly salary went to three senior scholars in the academic year 1967-68.

structure.

A new trend in the field of applied research stems from a gradual *rapprochement* between the university and industry. In many of the countries in this region, these two institutions have been far apart one from another. Traditionally university professors were wary of getting involved in business; businessmen did not expect much from the university. Now a marked change is occurring in this traditional distance and alienation. A good example is the recent initiative of Seoul National University in entering a five-year contract with the Korea Businessman's Association in order to arrange research and consulting relationships between individual professors and institutes on the one hand and various companies on the other. Although this contract is yet to be implemented, at least a meaningful start was made. (This type of research combined the service function as given below.)

#### **4. Innovations in service function**

There are three general types of service functions which a university can offer to the community. One is the advisory service, the act of advising and counseling for government and business by university professors. These are conducted more or less on an individual basis. Individual professors might be invited to serve on some government committees. Many Korean professors were drafted by the government under the military regime as advisers in these committees; but practically all of them served on individual basis. Very little institutional advisory service was provided; government bureaus and agencies seldom invited an institution to serve in an advisory capacity.

But advisory service can also be more organized. For instance, it can be done by a whole institute or a whole department or a whole school of a university. I can cite the case I heard in Manila recently: the executive secretary of the President's Office asked the College of Public Administration of the University of the Philippines to initiate a set of action research regarding such major problems as land reform, rural development, urban development, etc.

Another service area is the in-service training of mid-career people in the bureaucracy, business, the press and education. A good example is the Philippine Executive Academy in Baguio which is a part of the University of the Philippines. Here without any extrinsic academic rewards such as degrees, higher-middle and lower-top government officials and business managers come for come 12 week away from their offices and their homes for intensive training at a high tuition paid by their employers. In Korea, we have seen many in-service training programs being offered by many universities often with excessive rewards for participation, but in my considered estimation none has measured up to the standard set by the Baguio Academy.

A third service function of a university can be termed as diffusion service. There is something a university can do which, once done, has a radiating impact upon other institutions. One good example was a recent attempt by Seoul National University to initiate a new entrance examination system. The idea was to have as a part of entrance examinations a simplified omnibus test covering all subjects taught at the secondary school, the objective being to admit well-rounded high school graduates without any narrow concentration on a few examination-bound subjects. One of the effects of this abortive attempt, the implementation of which has been deferred, would have been a tremendous impact upon the pattern of secondary education in this country.

Indeed, universities could exert genuine influence upon the educational policy of the country. And this is a service which no university should overlook. There are other examples of new university programs providing useful diffusion effect. Some newly created planning institutes have an effect of creating new demand for city and regional planners.<sup>4)</sup> When many physical changes are caused without very much planning, creation of planning centers within a university give legitimacy to a much-needed new profession. One can also cite the example of a new secretary department at Ewha Womans University. The very fact that a prominent women's university gave birth to a new professional education program serves to cause a chain reaction which will fill a badly needed demand in this country.

I have so far dealt with innovations in the major areas of university functions. Now we shall consider how these innovations can be put on a more systematic fashion, that is, how they can be planned.

## II

### **Coordination of Academic Planning with Physical-Financial Planning**

Too often development planning for a university is conceived in terms of physical plant and financial resources. But university planning is not merely a matter of square feet and numbers of students: above all, it is a matter of academic programs and human development—both in terms of faculty and students. When we consider university planning in the context of national development and modernization, the content and quality of academic planning

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4) The new master's program in Urban and Regional Planning which was created in the Graduate School of Public Administration, SNU and the new Institute of Planning at the College of Public Administration, University of the Philippines are two good examples.

becomes particularly important.

The essence of academic planning of a university is faculty development planning. In a modernizing country university professors play an important developmental role. University faculty can generate ideas and advocate them through students and in-service trainees and, beyond these, the public in general, through their writings and public speeches. In the modernizing era, ideas travel fast and often with great impact. Thus, university professors produce change agents while they also create the climate in which change can be fostered.

Let us now identify some essential features of academic and faculty development planning in such broad framework.

1. New areas and frontiers of knowledge required to keep the university on the forefront of the nation's intellectual development must be identified on a continuing basis.
2. As a parallel, faculty must be constantly revamped and upgraded. New talents should be identified among students, graduates, young faculty and even from outside sources including the possibility of reversing the brain-drain. The university administration must be always on the look out for faculty talents. And this can be put on some kind of planning cycle as will be indicated below.
3. Academic planning involves creating new relationships among the faculty. Like all other social organizations, the university has also hierarchy. I might add that academic hierarchy is often very rigid. This rigidity in faculty structure often makes the task of identifying and promoting new talents very difficult. Thus academic planning involves creating a new relationship among the faculty by making faculty structure more flexible. This will inevitably involve a greater mobility among them and also a greater absorption of outside talents. This is something which all our universities must be serious about if the university wants to keep pace with modernization.

It is only when a university has a clear objective and a well-thoughtout plan for its faculty development that the physical-financial side of planning comes to have any meaning. The latter is required to support but not replace the former. The important thing is coordination between the academic planning with the physical-financial planning; the invisible substance of a university must be supported by a visible side including such elements as plant, libraries laboratories, staff pay, and research funds, etc.

New coordination requires some measure of consensus and continuity. Consensus means that there must be some shared vision of the future among a sufficiently large number of people

committed to the development of the university. Continuity implies that the developmental thrust must be sustained either by a continuous leadership or by a strong doctrine shared by a succession of leadership over a period of time. Time factor is very important here. We can cite the example of SNU again. Some years ago, Seoul National University had a large technical assistance contract with the University of Minnesota which involved large inputs in physical equipment in the fields of medicine, agriculture, and engineering. Side by side, a large number of faculty in those fields were trained at Minnesota. But this continued only three or four years. After termination of the contract, there was no serious follow-up. Moreover, there were frequent changes in the leadership of the university. In retrospect, we cannot call this a coordinated plan. For a coordinated plan, some kind of leading principle, leadership and resource must be judiciously combined and continuously provided over a sufficiently long time. This is not only necessary from the point of view of physical-financial planning but also from that of academic and staff development planning.

Now some thoughts on faculty development. Faculty development can be conceived in terms of generations. At the time when the university takes off with a conscious, long-range development plan, it has, first of all, to develop its existing faculty. At the same time, the university has to have an eye on the second generation faculty who can perhaps go beyond the level of the first generation faculty. These two processes must go hand in hand. The elements of the second generation faculty must be constantly absorbed while the members of the first generation faculty get reoriented. Thus, a good university plan must have a time dimension of at least ten to fifteen years. This period would be required so that a new generation could emerge smoothly. Now there are many limiting factors against this temporal integration.<sup>5)</sup> First, in the case of state universities annual budgetary system and various bureaucratic pressures militate against a sequential management of university development. Also the very short term of university leadership is a limiting factor. In the case of private universities, the situation could be somewhat different. But even in their cases, lack of consensus among the trustees and possible excesses of faculty politics might work against continuity of leadership and sustaining of long-term principle. Somehow these barriers to an orderly university development must be overcome in the interest of a full play of the modernizing role of a university.

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5) On the leadership function of temporal integration, see the conclusion of my book, *Korea: Time, Change and Administration*, Honolulu: East-West Center Press, 1968, pp. 185-86.

### III

## Planning Machinery For University Development

When we come to the more practical problems of university planning, our consideration might include the following points:

1. **Time span for planning**
  2. **Alternative development strategies**
  3. **The problem of planners**
  4. **Formal structure for planning**
1. **Time span for planning**

The first problem is this: should a university development plan be carried out on the basis of normal annual budget process or should it be mounted on a multi-year plan? And if the latter is desirable, what is the optimum time span—five years, fifteen years, or twenty years? Governments usually adopt five-year plans for economic development planning. In the realm of educational planning the time span could be longer. Many universities in Korea now have ten-year plans: SNU, Ewha, and Yonsei, to cite a few. Somehow, ten-year plans seem to be the vogue of the time. Whether this is the optimum span might be a good subject for discussion.

2. **Alternative development strategies**

Here we can learn from economics. Development economists argue between two alternatives: one is the big-push or balanced-growth approach, the other is the leading sector unbalanced-growth approach.<sup>6)</sup> Many economists stake their career in arguing for the efficacy of one of these methods, but actually each one of these strategies has its merit. When one allows for enough time span—say ten years or twenty years—even unbalanced growths orchestrate themselves into a grand balanced growth. I venture to advance a thesis that in the case of university planning in a developing situation some sort of “leading sector” emphasis must be adopted, given the limitation on human and financial resources. Universities, big or small, must build some bases of strength—some people call them “developmental enclaves.”<sup>7)</sup> It may be some particular faculties or a few research institutes within the university community. Alert

6) For a good summary of the alternative strategies for economic growth, see Gerald M. Meier (ed), *Leading Issues in Development Economics*, New York, Oxford University Press, 1964, pp. 250-265.

7) For further discussion on “enclave” theory, see my book, *Korea*, pp. 26-30.

university leadership will not find it difficult to identify such "islands of development" at a given time. It will be both economical and effective to use these leading sectors as the bases of innovation, so that the level of the whole university community could be raised through radiation and diffusion over a period of time.

Needless to say, there is a national policy implication stemming from such an approach. In view of the potential role of the university system for the process of modernization, it may be a wise policy to use some selected universities as the "growth centers" for national development.

### 3. The problem of planners

The question can be stated this way. Does a university need planners? If so, what kind of planners does it need? And where can a university get them? Do they come from the administration—the president and deans plus the administrative staff? Or should they also come from the faculty or from the outside? Very often, the source of planners is limited to "the Administration." Of course, this is not enough. University planning has to involve as much faculty as possible, for the faculty is usually the main source of ideas on university development, however unorganized those ideas may be.

Perhaps changes in the administrative structure and procedures may be necessary in the interest of greater faculty participation in the planning process. Too often the administrative staff of the university is composed almost exclusively of non-academic people. True, few professors like administrative assignments, but a system must be created to induce more faculty to accept administrative responsibilities. Perhaps giving equal or preferential credit for administrative assignments in terms of tenure might induce more able minds within the university to participate willingly in the university administration. Once a university desires a long-range development plan which requires integration of academic and physical planning, one cannot overemphasize the principle: the greater the faculty participation in planning, the better its quality and outcome. Just a few deans directing a host of clerical and administrative staff is not enough for a big development. Even a modest development plan for a university would require a host of deans and larger number of assistant deans and their assistants—all working full-time—for its imaginative formulation and energetic implementation.<sup>8)</sup> A great university should not be timid about tapping its own internal resources.

Another point which should be raised in this connection is the conspicuous lack of feedback

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8) The Stanford example of 6-man provost group working in close cooperation with the Comptroller's office can be a useful model.

from the educational assembly line to the administration of the university. Our universities literally pour our best brains toward the society every year. We graduate our best lawyers, our best doctors, our best engineers, our best administrators and managers. But our universities seldom help themselves to these talents. This is particularly true in the case of national universities. The administrative staff of our national universities are part of the state bureaucracy, and so the university leadership too frequently is structurally severed from the main-stream of university training activities. Thus, there is no flow of talents from our classrooms to the offices of our universities. A Korean proverb says: "A blacksmith's kitchen knife is always blunt." Unfortunately, this is the case with most universities in Korea. New incentives, new structural arrangements and legal provisions are needed. Remedies are imperative and urgent.

#### 4. Formal structure of planning

There remains the problem of structuring the work of the planners. The question is: should a university establish a special planning unit or should it rely on the usual administrative structure with some sort of faculty advisory committees?<sup>9)</sup> The ideal is, of course, a state in which planning is done by everyone, but the reality of life does not allow this. And university development is a major enterprise. Thus, some organizational provision for planning is necessary. Especially in a rapidly developing society, a university does need a formal planning unit. It has to command the personal interest of the top executive of the university as well.<sup>10)</sup> It has to be well staffed. The staff should include both faculty members and administrators and should be backed up by a fresh stream of new talents from the educational end of the university. Such a planning unit would function as a meeting ground of the academic planners and the physical planners, which is the optimum mix of development planning for a university.

## IV

### Concluding Remarks

University planning is both a reflection and a forecast of its changing role. Inasmuch as the

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9) An example of the former approach is the new Office of Planning at Yonsei University and of the latter is the small faculty committee chaired by the dean of the academic affairs at SNU.

10) For academic leadership role by the university president see Harold W. Dodds, "Some Thoughts on the University Presidency," in *Public Administration Review*, Vol. XX, No. 1 (Winter 1960), pp. 10-16. An excellent example of a global campus planning conducted by the top executive himself is that of the Green Bay campus of the University of Wisconsin under the leadership of Chancellor Edward W. Weidner. See its prospectus entitled, *The University of Wisconsin-Green Bay: Statement of Philosophy and Undergraduate Program* (Feb. 1968). Mimeo.

role of a developing university in a modernizing country is manifold, and as its impact—visible and invisible—on the direction and tempo of modernization is profound, our universities need as much planning as any other social institution. If government and business need planning, university needs it all the more. Once a university begins to plan, its influence will be multiplied. Through planning, universities can become a great accelerator of national development and modernization. But universities have to measure up to this potential.<sup>11)</sup> A look at the reality in our countries would remind us that university planning if any, has been of haphazard nature. Instead of becoming a constant facilitator of modernization, universities have often been a barrier to development: while they create many problems and changes, they have seldom come up with solutions to these problems.

Now a new prospect is emerging as social change, economic development and political modernization progress in our countries. There are many thinkers around the globe who predict that it will not be very long before the university will become the center of modern life.<sup>12)</sup> We have to be abreast of such a prospect. In a perspective, university planning must be taken up in a longer time span than economic planning. It must be conceived in terms of decades not in terms of a few years. For this reason, university planning needs our best talents, the best feedback from our educational assembly line. That is why a wise strategy has to be selected. It needs all kinds of support, financially and otherwise from the national government, the private community, and the foundations. Above all, it needs a clear doctrine, a clear vision of the shape of the future society. And the doctrine must be along the line that the university should not remain a warehouse of the past, but become the lighthouse of the future.

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11) A persuasive plea for strengthening universities in developing countries as modernizing institutions is Furton D. Friedman, "Needed: A National Policy Toward Universities of the Underdeveloped World," in *Public Administration Review*, Vol. XXVIII, No. 1 (Jan. 1968), pp. 39-46.

12) Commission on the Year 2000 of the American Academy of Arts and Sciences, "Baseline for the Future," *Daedalus*, Summer 1967, pp. 656-665.