A study on the policy stance of president and political salience of the central administrative agencies

Changho, HWANG
(Dong-A University)
M. Jae Moon
(Yonsei University)

Introduction

Ever since the liberation from Japan, presidents of Korea have continued to pursue policies for the development and growth of the country, which is why the country's administrative operation and policies have been mainly concentrated on economic and industrial factors. Such administrative directions focusing on economic development have gone through a rapid change due to internal external changes in environments. As for the internal changes in environments, Korea has been in a stage of economic maturity due to concentrated economic growth policies. And in terms of the external changes, new sectors such as environment, human rights, and welfare issues are starting to be magnified as a new agenda for the management of a country as it enters into the 21st century. In other words, president's policy stance which can be referred to as a value pursued by the government or as a direction of the country has been constantly changing in response to the changes in internal and external environments.

President has the highest authority to exert political influence as the head of the executive branch. President exercises authority over human resources to design and execute policies for the realization of his or her national philosophy and has a major influence on establishing policy agendas of the administration. Such political influence of the president is clearly revealed in a governmental

reorganization accompanying a transfer of power. In general, president aims to organize a new cabinet through a governmental reorganization so that administration can effectively execute and sometimes control his or her policy stance. This is why a newly organized administration preferentially designs and executes policies that accord with the president's policy directions. Putting it differently, the administration actively pursues policies coinciding with the policy stance of president who is the strongest political actor surrounding the organization and in the process, government departments emulatively tend to follow the president's policy directions, which is called political salience.

Political salience is a concept for understanding the level of influence of political environment, which is used to explain the level of interest influencing the commitment of external agencies or pubic institutions (Lee & Rainey & Chun, 2009). Depending on the influence of a political actor, policy goals or priorities emphasized by each government department may change. While political actors surrounding government departments may vary depending on interests, the one who exerts the greatest influence on administration in general is president. This is why government departments reorganized through a governmental reorganization cannot be operated independently excluding a strong political environmental factor called president and as a result, there is a possibility that a government organization that shows a strong political salience in the process of pushing ahead with the policies reflecting the president's will.

Therefore, based on such critical mind, the author would like to suggest the following research questions: First, how do the efforts to realize policy directions of president change depending on the nature and characteristics of a government department and the tenure of president? Government departments revamped under the influence of president have a strong tendency to realize policy directions of the president. If so, how is this tendency different between departments that have different functions or nature such as departments, offices, and committees? Second, how are the tendencies to realize president's policy stance between the existing departments and newly organized ones different? Third, how are the tendencies to realize president's policy directions between departments that have relatively strong power and the ones without? Fourth, how do the efforts of each department change in accordance with the passing of the president's tenure?

The executive branch tends to try to actively realize policy directions pursued by president as it tends to be reshuffled due to the will of a president or depending on political needs. This study has its significance in that it examined how these tendencies change depending on the nature and characteristics of government departments and the tenure of president and empirically analyzed whether such government departments are actually reflecting the president's policy stance in executing various political projects or they just pretend to follow the policy stance in disguise.

Theoretical background

Policy stance of president and political salience of the central administrative agencies

When a government changes and a new president seizes power, the president announces political keynotes encapsulating new visions and the directions of government operation to people to accentuate differentiation compared to the previous government. President's policy stance is formed considering ideologies entailing administrative affairs of country, policy tasks with regard to each sectors, and strategies and funding methods to implement pledges of a president-elect (Park Jeong-taek, 2007:10). In addition, president may establish relevant agencies, combine or merge existing agencies by adjusting functions, or create new departments in charge of new functions. This is because the executive branch is an important means to rule and establish government agendas and detailed policies.

These governmental organizations are done due to two purposes in general. First, the government wants to be differentiated from the previous one and to solidify the legitimacy and support for the new one. Second, it connotes an administrative purpose suggesting the directions of administrative affairs or the values pursued by the government (Moon Myeong-jae, 2009). While the former is to induce political change so as to solve administrative problems and achieve political effectiveness, the latter is to heal administrative problems (Kaufman, 1978). However, most of government organizations, in many cases, are reshuffled due to political factors in addition to administrative purposes. Lewis (2002) pointed out that there are factors influencing the revamping of organizations: hostile assembly, existence and inexistence of president, and minority ruling party (Lewis, 2002: 91-92).

Previous presidents of Korea tended to establish new government departments for problems that can be addressed with a rational operation of the existing ones (Cho Seong-han, 2006). In other words, while the previous presidents claimed to reorganize departments to solve a structural problem or functional ineffectiveness of existing departments, these departments were revamped to realize a certain political purpose or to reflect changes in political environment in many cases (Yeom Jae-ho, 2009; Park Cheon-o, 2011:5).

Summarizing the above discussions, president reorganizes government departments as a way to create a ruling means to realize policy directions and to build a propulsion system. However, it is

highly likely that these departments may be under the influence of president without having autonomy or independence as they are revamped because of political purposes in addition to administrative ones in many cases (Cho Seong-han, 2006; recitation). In particular, departments newly organized through reorganization have a strong tendency to establish policy stance that suits the directions of president and to realize tasks accompanying them, which is called political salience.

Research on policy stance of president and the policies of government organizations

Government organizations try to research on policies in various areas to quickly respond to rapidly changing administrative and political environments and solve the existing political problems. Typically, research on policies by government departments is directly or indirectly used in the process of government operation and deciding policies and helps the government to make a reasonable decision on domestic and foreign issues.

Research on policies by government departments is produced through regular contact and mutual exchange of opinions by policy experts. Such contacts happen through official societies, advisory conferences on research tasks or informal exchanges of views. Like this, policy research by government organizations is highly relevant to the policy stance of president as it is directly and indirectly used in the process of administrative affairs and policies. For example, under the Roh Moo-hyeon administration, "innovation" had become an important policy direction, which was why government departments pushed ahead with a variety of policy projects in regards to innovation. In fact, if we analyze policy research, which is disclosed by the Policy Research Information Service System of Korea, by government departments we can find there are a lot of studies on innovation by many departments such as innovative cities, innovative administration, governmental innovation, and organizational innovation. Such a similar tendency turned up since the Lee Myeong-bak administration in that "green" was highlighted as an important policy stance of president, which was why government departments actively engaged in research on green. For example, while the word "green" did not stand out in regards to policy research in the Roh administration, various studies focusing on green had been conducted in many areas such as green tourism, green economy, and green city.

In this way, policy research conducted by government organizations tends to be promoted by prioritizing values or philosophies pursued by president. If so, this study aims to focus on how the policy research produced by government organizations actually reflects the policy stance of president and how does the level of reflection on the policy stance of president change depending on the nature

and hierarchy of a department and the tenure of a government, or on whether a department is newly established or not.

Hypothesis

Government organizations in Korea mainly consist of ministries, departments, and offices. Looking at the previous governments' structure, ministries constitute the central government as official administrative agencies while departments are affiliated with the prime minister. Committees tend to be under immediate control of president. The innate functions and roles of such organizations have been transferred or diversified in the direction of correcting the existing problems or in response to the needs of times according to governmental changes (Moon Myeong-jae, 2009).

As can be seen in the reorganizations of former governments, ministries are merged or closed or transfer functions, separated, or merged for an effective state administration, or new departments are established in charge of new functions. For example, President Roh Moo-hyun created new offices such as National Emergency Management Agency and established various committees such as Presidential Commission on Sustainable Development, and Presidential Committee on Government Innovation & Decentralization. President Lee Myeong-bak combined some of the functions of the Ministry of Education & Human Resources Development and the Ministry of Science and Technology and made them into the Ministry of Education Science and Technology, and the Ministry of Construction & Transportation. He also combined some of the functions of the Ministry of Oceans and Fisheries and made a new ministry named the Ministry of Land, Transport and Maritime Affairs. Like this, some of governmental organizations such as ministries, departments, and offices are increased or decreased in step with the change of a power and so do their roles and functions.

Therefore, it is expected that each ministry, department, and office will reflect the policy directions of president in a different level. In other words, the following hypothesis is established expecting the level of promoting policy projects according with the president's policy stance may vary depending on the nature or functions of departments.

Hypothesis 1 The level of reflecting the policy stance of president will vary depending on the types of government organizations.

In addition to the above discussion hypothesizing the level of reflecting the policy stance of president will vary depending on the types of government organizations, a detailed hypothesis is

added in this study. In general, government ministries can be categorized into planning agencies and executing agencies depending on the roles and natures of their tasks. While it is hard to conclude the functions of governmental organizations uniformly, most ministries make policy decisions whereas offices execute decided policies (Kim Gi-hwan, 2005; 244, recitation).

Thus, this study advances the following hypothesis expecting that offices tend to more actively reflect the policy directions of president compared to ministries or committees that tend to execute policies.

Hypothesis 1-1 Offices will more actively reflect the policy directions of president compared to ministries or committees

If a government changes, the president carries out a reshuffle of government organizations to address overlapping functions between them and to enhance the effectiveness of conducting policy initiatives. As it relates to the overview of the reshuffle of former presidents, President Roh Tae-woo elevated the status of the office of environment to the department of environment and separated the Ministry of Culture and Public Information into the Ministry of Culture and the Ministry of Public Information. President Kim Young-sam combined the Ministry of Athletic Youth and the Ministry of Culture into the Ministry of Culture and Physical Education and installed Ministry of Oceans and Fisheries, the National Maritime Policy Agency and Small and medium Business Administration. The Kim Dae-jung administration installed the Ministry of Food and Drug Safety, the Ministry of Women, Government Information Agency and Cultural Heritage Administration and separated the Ministry of Finance and Economy into the Ministry of Strategy and Finance and the National Budget Administration, and Planning and Budgeting Committee, an agency directly affiliated with the president. The Ministry of Foreign Affairs became the Ministry of Foreign Affairs and Trade and the Ministry of Trade and Industry became the Ministry of Commerce Industry and Energy. The Ministry of Culture and Physical Education was reshuffled to the Ministry of Culture and Tourism. Ever since the Roh Mu-hyeon administration took the office, National Emergency Management was newly established and so was the Defense Acquisition Program Administration to procure munitions and promote the defense industry. After President Lee Myeong-bak took the office, some of ministries were combined into one: the Ministry of Strategy and Finance and Ministry of Planning and Budget into the Ministry of Strategy and Finance; some functions of the Ministry of Agriculture and Forestry and Ministry of Oceans and Fisheries into the Ministry for Food, Agriculture, Forestry and Fisheries; the Ministry of Commerce Industry and Energy and the Ministry of Information Communication into

the Ministry of Knowledge Economy; the Ministry of Construction & Transportation and the Ministry of Oceans and Fisheries into the Ministry of Land, Transport and Maritime Affairs. Since President Park Geun-hye took the job, the Ministry of Science, ICT, and Future Planning와 Ministry of Oceans and Fisheries, and the deputy prime minister for economic affairs were newly installed, and transferred the Ministry of Knowledge Economy to the Ministry of Trade, Industry and Energy; the Ministry of Administration and Safety became the Ministry of Safety and Administration, and the Office of Food and Drug Safety became the Ministry of Food and Drug Safety affiliated with the prime minister.

On this wise, government organizations are revamped as a way to build a system that can push ahead with policies effectively and in the process, newly established organizations in step with a change of power are highly likely to push ahead with various policies according with the policy stance of president. In other words, organizations newly established in step with a change of power tend to more actively reflect the policy directions, which is why the study advances the following hypothesis.

Hypothesis 2 Organizations newly established in step with a change of power will more actively reflect the policy directions, which is why the study advances the following hypothesis.

The President is responsible for defending the independence and continuity of the country, preserving the territory, and protecting the constitution and shall ever be a vacuum in his duties during the tenure of the president. If the president is not able to perform his duties, he or she shall prevent a vacuum in the office of the president by letting another person act as a proxy (Article 66, Section 2 of the Constitution). Accordingly, Article 71 of the constitution prescribes a proxy for the president in case that the president is not able to perform his job due to accidents, stipulating that the job is filled by the following order: the prime minister, and state ministers set forth in constitution (Article 71 of the constitution).

Therefore, in case of an accident to the president, the prime minister primarily acts for the president and the rests will be in accordance with the constitution. The National Government Organization Act stipulates the kinds of administrative organizations the order of which is the same as the order of acting president.

In the Roh My-hyeon administration, the order of acting president in case of accidents was as follows: the Ministry of Strategy and Finance, the Ministry of Education & Human Resources Development, the Ministry of Unification, the Ministry of Foreign Affairs and Trade, the Ministry of

Justice, the Ministry of National Defense, the Ministry of Government Administration and Home Affairs, the Ministry of Science and Technology, the Ministry of Culture and Tourism], the Ministry of Agriculture and Forestry, the Ministry of Commerce Industry and Energy, the Ministry of Information and Communication, the Ministry of Health & Welfare, the Ministry of Environment, the Ministry of Employment and Labor, the Ministry of Women, the Ministry of Construction & Transportation, and the Ministry of Oceans and Fisheries. Ever since President Lee Myeong-bak took the office, the order of acting president came as follows pursuant to Article 22, paragraph 1 of the National Government Organization Act: the Ministry of Strategy and Finance, the Ministry of Education, Science and Technology, the Ministry of Foreign Affairs and Trade, the Ministry of Unification, the Ministry of Justice, the Ministry of National Defense, the Ministry of Government Administration and Home Affairs, the Ministry of Culture, Sports and Tourism, the Ministry of Agriculture, Fisheries and Food, the Ministry of Knowledge Economy, the Ministry of Health & Welfare, the Ministry of Environment, the Ministry of Employment and Labor, the Ministry of Gender Equality & Family, and the Ministry of Land, Transport and Maritime Affairs. Since the Park Geun-hye administration, the order became the following: the Ministry of Strategy and Finance, the Ministry of Science, ICT, and Future Planning, the Ministry of Education, the Ministry of Foreign Affairs, the Ministry of Unification, the Ministry of Justice, the Ministry of National Defense, the Ministry of Safety and Administration, the Ministry of Culture, Sports and Tourism, the Ministry of Agriculture, Food and Rural Affairs, the Ministry of Trade, Industry and Energy, the Ministry of Health & Welfare, the Ministry of Environment, the Ministry of Employment and Labor, Ministry of Gender Equality & Family, the Ministry of Land, Infrastructure, and Transport, and the Ministry of Oceans and Fisheries.

The reason why the order of acting president is important is that it is the order of sitting in case of a cabinet meeting regardless of age or experiences and if a plural number of ministers gather, greeting is given by the order of acting president. In this way, if the order is in a higher rank, it means that the department is in a higher rank too and at the same time the department plays more important roles or functions in the government.

As a result, the order of acting president, i.e. the hierarchy between governmental organizations, changes in accordance with the change of a power depending on the policy stance of president or policy priorities. A typical example is the Ministry of Science, ICT, and Future Planning, The Ministry became the second in order in terms of acting president after the Ministry of Strategy and Finance in the Park administration. The ministry of Science, ICT, and Future Planning is a new organization established in step with the policy stance of President Park: creation. It is a core ministry

of President Park covering not only science-related strategies, but also research, development, Information and communication technology (ICT), and postal services and became the second in row in terms of acting president.

Therefore, in this study, the author defines the order of acting president as an intergovernmental hierarchy and regards that the higher the rank and more core for the president. This is why it can be expected that the higher rank a government ministry is, the more the ministry will push ahead with the policy directions of president. Thus, the study suggests the following hypothesis.

Hypothesis 3 The higher rank a government ministry is, the more the ministry will push ahead with the policy directions of president

Korea is a country whose administration is in a high rank due to a strong presidential system. In Korea, a country revolves around the presidential system, president is granted immense powers and responsibilities as the head of the executive branch. But the absolute power of the president faces hindrance gradually heading to the end of tenure due to a decreased approval rating and lame-duck syndrome. Lame duck means a gradual loss of power heading to the end of tenure due to a hindrance to exercise of power.

While there were differences depending on administrations, previous presidents of Korea had to suffer from lame duck syndrome; slackened discipline inattentive doing of duties.

Taking together the above information, at the early stage of presidency, a lot of ministries show a tendency to reflect the president's policy stance whereas this phenomenon is expected to decrease at the later part of the presidency due to lame duck syndrome. Therefore, this study sets up the following hypothesis.

Hypothesis 4 A tendency to reflect the president's policy stance is expected to decrease at the later part of the presidency

Data and Methods

Data

To empirically analyze how the government organizations reflect the keynotes of president in

reality, this study collected and utilized policy research conducted by such organizations. Policy research results are used in enacting and revising laws such as regulations and ordinances, reflected in policies, and used as a reference to make a policy decision.

The author tries to enhance the objectivity and public confidence of the data for this study by using the data in Policy Research Information System (PRISM), a system officially run and managed by the government and open to people. The scope of the study is 10 years from 2003 to 2012 and the author extracted policy research conducted by reflecting policy trends of president and sets it up as a subject of analysis.

Methods

Dependent variable

Dependent variables in this study are the policy projects executed by governmental organizations reflecting the policy trends of president and the author approached theses based on three perspectives. First dependent variable is selected based on the number of executed policy trends of president executed. The number of executed policy initiatives was measured by the ratio of those initiatives executed by reflecting the policy directions of president. Second dependent variable is selected based on the enforcement costs of policy initiatives reflecting the directions of president. Enforcement costs of policy initiatives were measured by the ratio of input money executed by reflecting the policy directions of president among the total amount of money spent on the entire initiatives. Third dependent variable is selected based on the contents of policy initiatives reflecting the directions. As it relates to the contents of policy initiatives, they are categorized into two kinds; initiatives that clearly reflect the policy directions of president and the ones that seem to reflect the directions, but do not actually reflect ones. And the number of initiatives produced was measured. In terms of the ways to categorize them, if an initiative reflects the directions and the contents contain information according with the directions, the initiative is regarded to have reflected the directions. On the other hand, if an initiative contains the directions, but the contents are not quite relevant with the directions, the initiative is regarded to be an initiative superficially reflecting the directions.

For example, after entering into the Lee Myeong-bak administration, if the title of an initiative is "A study on the ways to vitalize green small and medium-sized enterprises entering into foreign markets", such initiative is regarded to have superficially reflected the policy directions of the government. While the Roh administration consistently enforced initiatives on "the vitalization of

small and medium-sized companies entering into foreign markets", the term "green" had not appeared at that time. As it entered into the Lee administration, 'green' was included in the presidential policy directions, which is why they used the word green. But it has been discovered that reports that does not include the term green do not have problems in terms of contents or organizations.

Therefore, this study regards an initiative that includes the policy directions of the government in its title, but is not quire relevant to the directions in general as an initiative superficially reflecting the directions. So does the ones that did not use a specific word symbolizing policy directions in the past, but contain the specific word in their title due to a change of power. For example, phrases such as green financing, green SME, and green transportation fall into this category. To sum up, dependent variables in this study are the number of policy initiatives reflecting policy directions of president, enforcement costs, and the contents of the initiatives (initiatives that actually reflect the directions and the ones that superficially reflect the directions). And the author tries to analyze how the level of reflecting the directions varies depending on the types of governmental organizations, whether the organizations are newly established or not, their hierarchy, and the tenure of president.

Independent variable

To examine how governmental organizations reflect policy stance of president, this study sets independent variables as follows: types of governmental organizations, whether organizations are newly established, hierarchy of such organizations, and the tenure of president.

Specific measurement method is as follows. First, newly revamped governmental organizations push ahead with various types of policies to realize the administrative agendas of president. In this process, there could be governmental organizations that strongly pursue to reflect the policy stance of president while other organizations that relatively do not. Particularly, governmental organizations at a level of department, office, and committee may vary in terms of the level of reflecting policy stance as their roles and functions vary. Therefore, this study sets hypothesis 1, hypothesis 1-1, and 1-2 assuming that different organizations such as departments, offices, and committees will be different in terms of reflecting policy stance of president. In other words, the author assumed that the level of reflecting policy trends of president will be different depending on the types of governmental organizations and made a variable number; '0' for the governmental departments and '1' for other cases. Cases that correspond to offices or committees were also treated as a variable number.

Second, the author expected that a newly established organization would be more active in reflecting president's policy directions and tried to verify hypothesis 2. As it relates to a detailed data

coding method, the author put '0' for the existing governmental organizations that exist after a change of power and put '1' for other cases to treat it as a variable number.

Third, Korea prescribes a person who will act as a president in case of accidents to the president by law. Article 71 of the constitution stipulates that the office of the president shall be filled by the order of a state minister stipulated by law. The order of acting president in general is regarded as the hierarchy of governmental organizations and in this study, the author advanced hypothesis 3 assuming that the level of reflecting the president's policy directions may be vary depending on such hierarchy. The actual order of acting president is the order of sitting of ministers when having a cabinet meeting or the order of speaking, which is regarded as the hierarchy of governmental organizations by the media. An organization that is in a relatively higher ranking tends to be an organizations that carries out policy initiatives of priority, which is why it can be expected that such organization is an organization that has a strong will to realize the will of president. Therefore, this study defines the order of organizations close to president as an order of governmental organizations and to verify this, an organization with the highest rank is coded as '1', and the rests are coded as '2', '3', and '4' following their orders.

Fourth, president tries to achieve various policy agendas that he has claimed as pledges based on a number of rights granted to him. But his power significantly gets weak as it reaches to the end of tenure due to a lame-duck syndrome. This is why this study sets up hypothesis 4 assuming that the execution of policy initiatives reflecting president's policy stance will gradually be decreased as it turns to the end of tenure. To verify hypothesis 4, the first year of office is coded to '1' and the rests are coded to '2','3', '4', and '5', respectively.

Control variable

In this study, the author sets a budget that means the scale of a government organization as a control variable. As the government changes, some government organizations get increased budgets while others get a cut on their budgets through transferring and merging of functions. A large scale department that was on a roll during the previous government gets a significant cut while a department that has not received attention gets a spotlight. In other words, as the government changes, the scales of government organizations get to be big or small repetitively. In this way, integration or separation of an organization has a direct impact on budgets.

The reason this study sets the budgets of governmental organizations as a control variable is because if an organization has a bigger budget, the organization may have a influence on the execution of

various initiatives according with the president's policy stance, which is why the author sets up budgets as a control variable and coded annual budgets for each governmental organization.

Analyzing methods

Organizations reshuffled in step with the change of power try to realize the policy stance of president through political initiatives in many areas. How do governmental organizations differ in reflecting the policy stance in that each governmental organization has different visions, functions, and objectives? To empirically measure the above question, this study drew policy keywords and categories symbolizing president. And then the author examined whether the keywords and categories are included in the tiles, table of contents, abstracts, and contents of policy initiatives enforced to select policy initiatives reflecting policy directions of president.

Based on policy initiatives of government organizations selected, the author sets up the number of initiatives, costs, and contents as a dependent variable and the nature, hierarchy of government organizations, whether they are newly established, and the tenure of president as independent variable, and to examine the causal relationship between the policy stance of president and policy initiatives of governmental organizations, the author used SPSS 18.0 statistical analysis program.

Results

Descriptive statistics

<Table 1> is an analysis of the enforced initiatives reflecting the policy directions of president and enforcement costs. As for the types of governmental organizations, offices account 17% in terms of enforcing policy stance, which means that they are the ones that are most aggressively reflecting the policy stance of president.
12.8% of the existing organizations reflect policy directions of president, which is higher than newly established ones (8.5%). When it comes to hierarchy of governmental organizations, organizations with a relatively higher rank and without tend to enforce policy directions of president at an almost similar level, 12.1% and 12.0%, respectively.

<table- 1> the ratio of reflecting the policy keynote of president

type	characteristics of a government department			New established or no		hierarchy of the government organization	
	government department	offices	committees	existing organizations	newly established	higher rank	lower rank
enforced initiatives	12.0%	17.0%	12.0%	12.8%	8.5%	12.1%	12.0%
enforcement costs	12.0%	19.0%	11.8%	13.0%	9.0%	13.0%	12.0%

<Table 2> is an analysis of the ratio of executed policy initiatives reflecting the President's policy stance at the end of this term. From the first year to the last year, government organizations reflect the policy stance of president during the second year the most (15.88%) while they reflect it the least during the last (5th) year. In terms of enforcement costs, second year recorded the most amounts of money (15.45%).

<table- 2> an analysis of the ratio of executed policy initiatives reflecting the President's policy stance

type	First year	Second year	Third year	Fourth year	last (5th) year	Mean
enforced initiatives	13.10%	15.88%	12.43%	11.46%	8.13%	11.41%
enforcement costs	11.56%	15.45%	11.05%	12.26%	11.17%	11.65%

Regression Analysis

Causal relationship between policy directions of president and the number of directions enforced

To examine the causal relationship between policy stance of president and the number of initiatives enforced, the author sets the number of enforced initiatives as a dependent variable while making the types and hierarchy of government organizations, whether they are newly established, and the term of power as an independent variable. Department-specific budgets were regarded as a control variable and the author conducted a multiple regression analysis. The results are as <Table 3>.

First, the author classified ministries, departments, and offices and made them into a variable number. After analyzing, offices (β=-0.271, p=0.001) are found to be statistically significant in a positive (+) direction. This means that offices tend to be more aggressively engaging in adopting policy directions of president compared to ministries or committees.

Second, to analyze the extent to which the policy stance of president is adopted between newly established organizations and the existing ones, the existing organizations were treated as a variable number. After analyzing, newly established organizations (β=0.001, p=0.994) were found not to be statistically significant to the policy stance of president.

Third, in order to analyze the causal relationship between the policy stance of president and government organizations, the hierarchies of government organizations were coded into 1, 2, 3, 4, •••17, 18, 19 in accordance with the orders and measured. After analyzing, the hierarchies (β=0.152, p=0.092) of governmental organizations were found to be statistically significant in a positive (+) direction. This means that organizations with lower hierarchy tend to adopt the policy stance of president than the ones with higher hierarchies.

Fourth, the author analyzed the causal relationship between the term of a power and policy stance of president assuming that the enforcement of policy initiatives will decrease as it turns into the end of the term due to lame-duck syndrome. The term of a power (β=-0.310, p=0.000) was found to be statistically significant in a negative (-) direction. This means that each ministry tends to adopt policy stance of president more at the start of a power.

Taking together the above results, government organizations tend to have different intent to adopt the policy stance of president depending on the types, and particularly, offices tend to adopt the policy stance more than other forms of government organizations. While the author expected that newly established organizations would adopt the policy stance of president more, there were no statistically differences between the existing organizations and newly established ones after analysis. Third, while the author expected that an organization with a higher hierarchy tends to reflect the policy directions of president more as it is a more close organization to the president, organizations with a lower hierarchy tend to be more active in reflecting policy stance of president. Fourth, policy initiatives were intensively enforced at the start of the president and gradually decreased as the terms reach to the end. Fifth, the author analyzed the Roh and Lee administrations and found out that it is significant in a negative (-) direction, which means that the Roh administration tends to adopt policy directions of president more than the Lee administration.

Causal relationship between policy stance of president and enforcement costs for policy initiatives

Model 1	standard error	B	t	P-Value	tolerance	VIF
offices	.028	.271	3.399	.001***	.886	1.129
committees	.043	-.023	-.254	.800	.709	1.411
newly established	.029	.001	.007	.994	.834	1.199
tenure of a government	.009	-.310	-3.607	.000***	.766	1.305
ranking of government organizations	.002	.152	1.699	.092*	.709	1.410
president' Lee	.027	-.306	-3.117	.002***	.585	1.708
government budget	.000	.081	.994	.322	.848	1.179
R^2(AdjustedR^2)	.312					
Dependent variable: enforcement number for policy initiatives						

<Table 4> is the result of a multiple regression analysis conducted to investigate the causal relationship between the policy stance of president and enforcement costs. It is the results of a multiple regression analysis making the costs enforced for policy initiatives of government organizations and having the same independent and control variable. The results suggest that offices were found be statistically significant in a positive (+) direction. This results reveal that government organizations in an office level tend to put more money to execute policy initiatives than ministries or committees.

When it comes to the term of a government (β = -0.170, p = 0.065), it is statistically significant in a negative (-) direction. This means that there is a tendency to put a lot of money on policy initiatives at the start of a government. Conversely, there is no statistical significant with respect to whether an organization is newly established (β=-0.012, p=0.894) and the hierarchy of ministries (β=0.045, p=0.634), which means that these two are not correlated to enforcement costs of policy initiatives. As for a government-specific result, the Roh My-hyeon administration tend to put more money on policy initiatives reflecting the policy stance of president that in the Lee Myeong-bak administration.

Causal relationship between the policy stance of president and the contents of policy initiatives

Model 2	standard error	B	t	P-Value	tolerance	VIF
offices	.036	.179	2.118	.036**	.886	1.129
committees	.055	.026	.271	.787	.709	1.411
newly established	.038	-.012	-.134	.894	.834	1.199
tenure of a government	.011	-.170	-1.863	.065*	.766	1.305
ranking of government organizations	.003	.045	.477	.634	.709	1.410
president' Lee	.035	-.289	-2.777	.006***	.585	1.708
government budget	.000	-.000	-.019	.985	.848	1.179
R^2(AdjustedR^2)	.270					
Dependent variable : enforcement costs for policy initiatives						

Interrelationship between policy initiatives actually reflecting policy stance

The author analyzed the contents of policy initiatives reflecting the policy stance of president and investigated whether these initiatives are enforced by actually reflecting the policy stance of president or just superficially reflecting it; i.e. whether they are just outwardly reflecting policy stance of president.

As for analysis methods, if a title of a policy initiative report of a government organization contains the policy stance of president and so does the contents, the initiative is regarded to be enforced by reflecting the policy directions of president. On the other hand, if a title of a policy initiative contains the policy stance of president, but is not related to it at all looking at the contents, the initiative is regarded to be enforced by superficially reflecting the policy directions of president.

<Table 5> is the result of a multiple regression analysis conducted to draw variables affecting

policy initiatives enforced by actually reflecting the policy stance of president. The analysis results suggest that offices (β=0.792, p=0.027) and committees (β=-0.172, p=0.078) are in a negative (-) relationship that is statistically significant. What this result means is that departments are more prone to adopt president's policy directions than offices and committees.

And government organizations newly established (β=0.241, p=0.013) in step with a change of a government is in a positive (+) relationship with the policy initiatives that actually reflect the policy stance of president. This means that new organizations are more prone to adopt the policy stance of president than the existing ones. On the other hand, the hierarchy between government organizations (β=-0.042, p=0.677) and the tenure of a government (β=-0.040, p=0.677) were found to be statistically insignificant, suggesting that there is no causal relationship statistically with enforcing policy initiatives actually reflecting the policy stance of president.

Correlation between policy initiatives reflecting the policy stance superficially

Model 3	standard error	B	t	P-Value	tolerance	VIF
offices	.792	-.199	-2.244	.027**	.908	1.101
committees	1.176	-.172	-1.779	.078*	.768	1.302
newly established	.719	.241	2.539	.013**	.793	1.261
tenure of a government	.063	-.042	-.418	.677	.711	1.406
ranking of government organizations	.219	-.040	-.417	.677	.762	1.313
president' Lee	.675	.121	1.088	.279	.582	1.718
government budget	.000	-.137	-.824	.415	.906	1.104
R^2(AdjustedR^2)	.220					
Dependent variable: policy initiatives enforced by actually reflecting the policy stance of president						

<Table 6> is the result of a multiple regression analysis to investigate the causal relationship between policy initiatives reflecting the President's policy stance only formally. The results suggest that offices (β=0.599, p=0.000) are in a positive (+) relationship with the policy initiatives that only

superficially reflect the policy stance of president. And the term of a government (β=-0.337, p=0.042) is in a statistically significant negative (-) relationship.

This means that offices tend to enforce policy initiatives reflecting the policy stance of president relatively superficially compared to ministries or committees. It also suggests that offices are prone to reflect the policy stance of president in the early phase of presidency.

Conversely, government organizations newly established (β=-0.133, p=0.372) in step with a change of a government and the hierarchy of government organizations (β=0.064, p=0.655) were found to be statistically insignificant, which means that there is no relation with the enforcement of policy initiatives superficially reflecting the policy stance of president.

Model 4	standard error	B	t	P-Value	tolerance	VIF
offices	.022	.599	4.389	.000***	.902	1.108
committees	.047	.016	.117	.908	.879	1.137
newly established	.022	-.133	-.906	.372	.776	1.288
tenure of a government	.006	-.337	-2.112	.042**	.657	1.522
ranking of government organizations	.002	.064	.451	.655	.838	1.194
president' Lee	.018	-.094	-.539	.594	.552	1.811
government budget	.000	.069	.453	.653	.879	1.138
R^2(AdjustedR^2)	.170					

Comprehensive analysis

The results of analyzing the causal relationship between the policy stance of president and the enforcement of policy initiatives can be summarized as the following Table 7. First, when analyzing the number of initiatives reflecting the policy stance of president, offices tend to be more likely to reflect the policy stance of president than ministries or committees. At in the early phase of presidency, initiatives reflecting the policy stance of president are actively enforced whereas they tend

to be less enforced as it heads to the end of tenure. In terms of the hierarchy of departments, the less the hierarchy, the more they tend to enforce initiatives reflecting the policy stance of president. Looking at the administration-specific results, the Roh Mu-hyeon administration was more prone to reflect initiatives reflecting the policy stance of president than in the Lee Myeong-bak administration. Conversely, there is no causal relationship between newly established organizations and the existing ones.

Second, after analyzing the enforcement costs of policy initiatives reflecting the policy stance of president, the author found out that offices tend to put more money on policy initiatives reflecting the policy stance of president than ministries or committees, which is the same with the number of initiatives enforced. As for the tenure of presidency, they tend to put more money on policy initiatives reflecting the policy stance of president in the early phase than in the later part of presidency. However, whether an organization is newly established or not has a no relationship with the money and so has the hierarchy of government organizations.

Third, while this study tries to analyze how do the number of enforced policy initiatives reflecting the policy stance of president and the enforcement costs vary depending on the characteristics of departments and the tenure of presidency, the author tries to further study on policy initiatives reflecting the policy stance of president actually reflect the policy stance or just superficially pretend to reflect it. The results suggest that offices and committees were found to be statistically significant in a negative (-) direction and enforce policy initiatives reflecting the policy stance of president. What this result suggests is that ministries are most strongly prone to reflect policy initiatives reflecting the policy stance of president.

In other words, while the offices are the ones that enforce policy initiatives reflecting the policy stance of president most greatly, ministries are the one that actually reflect and enforce the policy stance of president. When interpreting these results from another perspective, there is a possibility that offices are prone to reflect policy initiatives reflecting the policy stance of president rather superficially.

As it relates to the difference between newly established organizations and the existing ones, newly established ones are more prone to reflect policy initiatives reflecting the policy stance of president than the existing ones. When it comes to the hierarchy between government organizations, it is not statistically significant to actually reflect policy initiatives reflecting the policy stance of president or superficially reflect it. This means that the hierarchy between organizations, i.e. organizations relatively closer to the president or the core ones, is not associated with the enforcement of policy initiatives reflecting the policy stance of president.

In regard to the term of presidency, policy initiatives reflecting the policy stance of president are enforced actively in the early phase of presidency; but policy initiatives superficially reflecting the policy stance of president were also concentrated in the early phase than in the end.

category		enforcement number for policy initiatives	enforcement costs for policy initiatives	reflecting policy stance	
				actually reflecting policy stance	superficially reflecting policy stance
Type of government organizations	offices	.271***	.179**	-.199**	.599***
		.001	.036	.027	.000
	committees	-.023	.026	-.172*	.016
		.800	.787	.078	.908
newly established		.001	-.012	.241**	-.133
		.994	.894	.013	.372
tenure of a government		-.310***	-.170*	-.042	-.337**
		.000	.065	677	042
ranking of government organizations		.152*	.045	-.040	.064
		.092	.634	.677	.655
president' Lee		-.306***	-.289**	.121	-.094
		.002	.006	.279	.594

DISCUSSION AND CONCLUSIONS

Reshuffled governmental organizations are hard to be independently managed excluding a strong environmental factor called president. Governmental organizations are strongly inclined to enforce policy initiatives reflecting the policy stance of president, which can be called as the will of the president.

This is why this study examined the causal relationship between policy initiatives of the President and policy initiatives of government organizations based on these issues. In particular, the author tries to examine how does the tendency to reflect policy initiatives reflecting the policy stance of president change depending on the nature of an organization, whether it is newly established or not, the hierarchy between organizations, and the tenure of a government.

Summarizing the results of the analysis, when it comes to the number of enforced policy initiatives

reflecting the policy stance of president, the lower the hierarchy, the more they tend to reflect it. The same goes with the early period of presidency. As it relates to the enforcement costs, offices are more inclined to reflect policy initiatives reflecting the policy stance of president and in the early phase of presidency. In terms of the contents of policy initiatives reflecting the policy stance of president, departments are more prone to actually reflect policy initiatives reflecting the policy stance of president. The same applies to the newly established organizations. On the other hand, offices tend to superficially reflect policy initiatives reflecting the policy stance of president and in the early period of presidency.

Taking together these results, while offices are actively enforcing policy initiatives reflecting the policy stance of president, they tend to reflect them in a superficial way rather than actually reflecting them. And ministries enforce policy initiatives reflecting the policy stance of president in actuality. The extend of reflecting policy initiatives reflecting the policy stance of president varies depending on the hierarchy between government organizations; the lower the hierarchy, the more they prone to reflect policy initiatives reflecting the policy stance of president. And newly established organizations are found to have more tendencies to actually reflect policy initiatives reflecting the policy stance of president. Lastly, tenure of presidency makes a difference in reflecting policy initiatives reflecting the policy stance of president; policy initiatives are more actively enforced in the early period of presidency than in the later period.

Implications that can be suggested through this research are that there is a possibility that government organizations tend to over aggressively pursue policy initiatives reflecting the policy stance of president as they are composed of due to the will of the president or political needs. But the level of reflecting policy initiatives reflecting the policy stance of president varies depending on the types of government organizations, whether they are newly established, the hierarchy between organizations, and the tenure of presidency. Particularly, this study has its implications in that it proves political salience pretending to pursue policy initiatives reflecting the policy stance of president only outwardly through empirical analysis as various government organizations competitively try to push ahead with policy initiatives reflecting the policy stance of president.