A STRATEGY FOR RESEARCH UTILIZATION ON POPULATION AND FAMILY PLANNING

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This book was compiled with material prepared from a seminar on research utilization which was held at the Korean Institute for Family Planning in 1978 to help narrow the gap between research and policy making.

Researchers expect their research results to be utilized not only by other academic but also by those engaged social development activities. However, there are many factors constraining the application of knowledge derived from research to "real world" problems.

The first obstacle that appears to militate against the systematic translation of research findings into program action is the inherent conflict among individuals involved in the policy making process: each has different ideas, values and needs.

Secondly, social reality is so complex that it disturbs the implementation of research findings. The more we simplify social reality in order to adapt theory to practice, the more we are alienated from the real situation.
In this context, the relationship between the researcher and the policy maker should be a reciprocal one; with each recognizing the other's limitation rather than a competitive one with each arguing about who is more rational, analytical, and imaginative.

As many researchers and policy makers proposed in this seminar, that "No good policy can be gained without underlying theory". each can accomplish their specific goal more fully through sharing the others' role.

This edition is hardly an exhaustive treatment of the problem of research utilization. Rather, it is a first attempt at presenting the problems that exist between policy makers and researchers in the field of family planning and population.

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It is hoped that this book may serve to stimulate further study of the problems of research utilization.

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Taek Il Kim
Director
Korean Institute for Family Planning
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Utilization of Research Findings: 
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by Yu, Hoon, Ph. D. 
Kim, Kwang Woong, * Ph. D.

Introduction

The objectives of the paper are to identify the problems existed between academic and practical communities with regard to research findings utilization, analyze the problems in respect of philosophical as well as theoretical viewpoints, and to discuss and devise a practical and relevant mechanism for the utilization of research findings which can be considered with possible adoption in the Korean setting. The paper is based on the assumption that there are quite a few research activities having been undertaken by the academic community, however, findings and

* Dean, The Graduate School of Public Administration, Seoul National University.
** Professor, The Graduate School of Public Administration. Seoul National University.
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recommendations for many of which have not been well incorporated into policy formulation and programme implementation, and that better policies and programmes could be established on the foundation of research activities. It is our tenacious desire that as long as academicians are obligated to societal development, they have to generate more practical ideas and guidance, and practitioners have to pay more attention on the academia so that they are able to improve their policies and programmes better than ever. Another assumption to be mentioned herewith is that not only action research but also pure research needs to be extensively taken into account for better formulation and implementation of policy and programme. Products made by the academicians should not remain in an ivory tower, not should the practitioner be isolated from such products.

Accordingly, the paper will proceed to discuss about general problems presummably contributing to the widening gaps between research doers and users, identify determinants that are conducive to generating such gaps, and devise relevant linkage mechanism to be adopted in the process of policy implementation.

Problem Identification

To begin with, let us have some examplary cases which stand on skepticism with regard to the utilization of research findings.

First, Caplan and his colleagues (1975) have broken ground with an empirical study on the utilization of research findings for policy development. They interviewed 204 people who held important
position in the executive branch of the United States government between October 1973 and March 1974. The study distinguishes data-based ('hard') and non-empirical ('soft') information and concludes that 'rarely is policy formulation determined by a concrete point-by-point reliance on empirically grounded data'. Only 13 per cent of the respondents could cite five to ten instances of use with good supporting evidence. However, there were numerous examples of the use of soft information, which led to conclude that 'knowledge is used at the top levels of government decision-making and probably to a greater extent than most experts in the area of utilization would expect.'

Second, emphasizing that efforts to make use of systematically gathered and scientifically based information in policy decision making have revealed only how difficult it is to make choices when policy requires the synthesis of multiple, equally valued but conflicting objectives, Merriam (1972) points out that 'there is a growing recognition that much of the federally supported extramural research particularly in the social sciences, has added little or nothing either to basic knowledge or to practical decision-making.'

Third, Bayan (1977) tends to give higher credit on field report than on research report. What she asserts is: 'Insofar as the Department of Health Family Planning Programme is concerned, we have been able to thresh out difficulties and problems encountered in its operations and other priorities through field visitations and analysis of field reports which provided much of the insight into our programme inadequacies,
need and priorities. They have greatly aided us to discern the programme in its entire perspective and to readily pinpoint areas on aspects of difficulty and concern, and thereby devise ways and means of successfully attaching them.

Fourth, Kim (1974) had an experience to utilize Study Advisory Council (SAC) for the exchange of ideas and views between academicians and practitioners during the period of his administration study on family planning programme performance. The organization of SAC was good enough to get programme people involved in the research activity so that thereafter they can be in a position to take research findings into action. However, one skeptical view to be mentioned is that those who are expected to advocate and adopt the research recommendations are usually transferred to other post, the situation of which prevents them from an active involvement in the further specified activity.

Research findings may sometimes promote the consideration of alternative courses of action, identify a problem that the practitioner had not been aware of, or describe the field conditions, creating a picture of reality in which decisions are made. However, it may be true with the above-mentioned few examples that it is neither reasonable nor actual that research findings be directly and immediately used and/or implemented on a widespread basis. Practitioners must weigh many factors in making decisions such as personnel, financial, administrative, or political feasibility.

In fact, the degree of the utilization of research findings varies greatly according to subject matters:
medical or technical findings are more influential than social science findings. One reason for this is that the biological differences are smaller than the cultural differences. There is also less ambiguity in non-social science field about what measures to use. In any case, however, there must be some problems existed in both sides, academicians and practitioners. It will be good to identify what kind of problems exist between two communities which serve as an obstacle to mountain the gaps.

On the research side, problem may be that many scientists put low value on applied research. To them, applied or action research may be of little scientific interest. Less scientific work may be dull for a researcher who is more concerned about producing scientific works than quick answer type of survey. Academic exercise encourages specialization and high methodological standards whereas applied research may call for speed, compromise, and flexibility as well as research skills. In other words, researchers may have long-standing theoretical and methodological interests which have little policy relevance and which cannot very easily be incorporated into applied studies. The emphasis on variables which are amenable to administrative change may be new for many researchers who used to think about variance association, etc. by a set of variables, regardless of their administrative relevance.

Another limitation is that researchers are not familiar with organizational matters including personnel and financial conditions so they find it difficult to estimate the probable costs of their recommendations on whether they are administratively
feasible. Because of that, perhaps some researchers have been discouraged from policy research by past experience of having their findings ignored.

Applied research requires much more collaboration than any other type of research. In particular, decision on the measurement of programme performance must be done jointly. If the practitioner does not feel the measure is an appropriate one, chances are that the practitioner will not utilize the results. SAC of the Kim’s study mentioned earlier was organized to value exactly same idea as a joint work is urged.

On the programme side, in connection with that a kind of quick survey may be more demanded by practitioners, problem may be money and time factors. Practitioners may allocate small amount of money to research activity and have too little time to help design projects and later read and evaluate research reports, especially if the reports are long and too technical.

It is apparent that, research projects often produce no news, obscure news, obsolete news, or bad news, the report of which may be filled with jargon, statistics, and conditional statements. Usually the report took much longer than anticipated and when it came, it may have described the programme in negative terms. Unless the practitioner is prepared or able to make changes based on the report should the findings be negative, there is little point in doing the research in the first place.

Survey process to collect information usually takes time, which is against rapidly changing administrative phenomena. However, it is useful for a practitioner to bear in mind the distinction between “quick”
data and "slow" data. It is seldom possible to collect very precise information quickly but often rough information is better than nothing. Data collection methods must be tailored to the purposes to which the data will be put. However, even with a careful design and execution of study, results from a single study are rarely conclusive. In any event, while practitioner may have difficulty interpreting the results and evaluating the research after it is completed, research projects itself often raise more questions than they answer.

Extremely speaking, what researcher can retrospect is that social science fails policy formulation both because the knowledge it has to offer is incomplete and not readily subject to refutation and because the theory that organizes information is insubstantial. Correlations between events can be identified, but there are always several possible causal linkages to account for these relationships. Policies for intervention require an understanding of these processes. But even if a theory could be specified, the external conditions under which it might apply are uncertain.

Theoretical Questions on Research Utilization

In general, there are three obstacles that appear to frustrate the potential contribution of research to policy formulation.

First, there is the inherent conflict in the decision-making process: different people want different things and make use of the political process to satisfy their respective interests. Basically this kind of conflict
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is the matter of political and administrative ideology among which efficiency and effectiveness may be more favored by some decision makers while justice and equity favored by some other decision makers. Also the thing is that public interest cannot always go along with private and sectional interests. It cannot be denied that there is an intractable conflict of purposes between political decision-making, which is about the power of competing interest groups, and analytic research, which is about rational problem solving. Rationality does not imply that some definable logical procedure has been followed which has exhaustively scrutinized all possible options or considered all relevant information. Rather, it suggests that the process of making a decision made use of whatever resources of knowledge, judgements, imagination and analysis were available in the circumstances.

The question is not whether we should utilize all the scientific information we can get, but what are the relevant scientific facts. The questions are whether any system is capable of acting intelligently in some non-partisan sense. And is the whole notion of impartial intelligence inapplicable because there is no common good or established means of determining it?

The resolution of these problems may be to distinguish between questions of implementation and questions of policy. Questions of implementation assume that the objective is given and ask only how to reach it, or what other unintended consequences might follow from its pursuit or achievement. Questions of policy, by contrast, ask for an ordering of goals or objectives and are by nature less amenable
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to dispassionate understanding. But we know that efforts to distinguish between ends and means are often superficial and that although policy and research may be distinct from one another, conceptually, there is a natural interplay between them when they operate in the real world.

At any rate, setting aside ideological issues, the extraordinary difficulty of reconciling and weighting multiple and conflicting interests limits the potential for rational policy making. And also difficulty is that although the process may be just, its product may still be both unjust and unrelated to the knowledge base.

Second, reality is so complex that it reduces our ability to locate the sphere of understanding which we should apply. Even where there are no immediate clashes of interest, implementation of research findings may still be problematic because of the complexity of the situation for which the policy is proposed.

We know that there is a distinction between the laws which emerge from physical laboratories and, in turn, guide applied research in the industrial laboratories as apposed to the kind of understanding which comes out of the sociological study of real situations, but which rarely leads to the formulation of strict causal laws. While in the laboratory sciences there are casual and probabilistic regularities, in the non-laboratory setting there are many regularities laid down by norms, imagination, etc. These organized complexities are affected by external events, and so long as the externalities are unknown there will be
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uncertainties about the future.

Inferences based on past research can never be applied to a situation that has significantly changed. For this reason, knowledge in the policy arena is not entirely self-correcting. Scientific research requires that one continues to experiment until the experimental results and the theory correspond, with the data serving as a correction to the theory and the theory as a guide to the experiment. But in policy-oriented research, there is no way of anticipating dramatic changes in the social context which will have serious consequences for the implementation of whatever policies are selected. A reasoned argument based on past situations must surrender to the uncertainty of future events, thus weakening the knowledge base from which policy proceeds.

Third, knowledge presupposes a framework to interpret it, but in the process of intellectualization there are only competing frameworks, and these are fairly diverse. The concept of social distance or conflicting interpersonal perceptions proved useful in understanding this situation.

Being a theoretically fascinating subject, many scientists have applied their analytical insights into the facets of this social distance. For examples, some of these social distance factors are shown as follows:

a) Negative attitudes toward one another, differing standards of performance and reward system, differing value systems, information needs and risk perception, and insufficient and sometimes non-existent communication. (Dedmon, 1966 and Havelock, 1969)
b) Perceived conflicts of interest and differing methodological perspectives and professional ethics. (Gouldner, 1969)

c) Differing reactions and attitudes toward utility of negative criticism, and conflicting perception of utility of practical experience and common sense. (Wilensky and Lebeau, 1968)

d) Conflicting attitudes toward recognition, and differing role perceptions and concerns. (Kolody and Rodman, 1965)

e) Different languages (gobbledygook), work styles, loyalties, and identities. (Angell, 1967)

f) Mistrust, differing outlooks, and contrasting goals. (Rothman, 1974)

The interpersonal perception picture is even more discouraging as it is so open to dramatic journalistic presentation. As mentioned earlier, practitioners tend to place low value on intellectuality and high value on action or change for its own sake. Instead of orderly, systematic examination of issues, which requires time and scholarly objectivity, practitioners tend to come to hasty conclusions and engage in actions unsubstantiated by adequate data. Because of their immersion in given agencies or problems, the practitioners tend to become a captive of limited perspective which leads to a conservative posture, made up of loyalty to the organization and defensiveness regarding any perceived threat to its survival. On the other hand, practitioners see scientists as engaged in studies of low social relevance. Scientists generally avoid the policy implications of their work, and their
failure to relate the outcome of the research efforts to attendant issues is either ignorance or a lack of compassion.

One suggestion to solve the problems of competing frameworks which are embedded with competing interests and the complexities of phenomena involved in predicting social events is to replace a rational thought model with a new one. In this modified model we would not expect research to lead from understanding to policy, but would see each policy as a probe enabling us to acquire new insights into the current nature of reality.

However, the difficulty arises from our own processes of learning and organizing understanding. New information is assimilated into a paradigm that is remarkable persistent and resistant to change. Policy paradigms are a curious admixture of psychological assumptions, scientific concepts, value commitments, social aspirations, personal beliefs and administrative constraints. They are not able to organize disparate evidence and predict future patterns. They are more like personal belief systems, not entirely manifest, encompassing various contradictions rather than seeking to eliminate them. In such situation, we need to distinguish between personal and collective paradigms, but we do not clearly understand much about the development of either. This is our problem at stake.

Thus far we briefly reviewed three obstacles that mostly inhabit the influence of research on policy development. The first two difficulties are just pinpointed to draw attention on the determinants in-
herent to our society, but the third one relating to a framework of interpretation needs more exploration.

If knowledge is to be useful in a collective way, a widely shared viewpoint of interpretation is required. However, there are only competing perspectives, and research, which makes sense only in terms of them, is unable to help in choosing among them. And if policy commitments are only with difficulty informed by evidence, what can we count on?

The work of Kuhn, especially his concept that paradigms are replaced in response to crisis, may be relevant for understanding the contribution of social-sciences research to established policy paradigms. Kuhn argues that science does not develop only by the gradual accumulation of new knowledge, the correction of previous error, and the addition of new discoveries, but by a series of crisis in adaptation. Normal science begins with puzzle solving within the context of an accepted paradigm that organizes disciplinary realities. A scientific crisis emerges when scientists become aware that the paradigm’s organizing capacity has collapsed and a substitute is at hand. Because there is a substitute available, abandonment of the earlier paradigm becomes possible. The crisis is followed by a scientific revolution in which a new integrative paradigm is constructed, usually by the powerful insight of a single man of genius. What follows them is a struggle for acceptance, because the new paradigm offers a reformulation of the problem and a redefinition of the kinds of data that bear on it. In time of crisis, the scientific criteria of interpretation are themselves in doubt. The acceptance of the new
paradigm is a strategic decision based on the judgement that it will contribute to a more complete understanding.

Knowledge about social issues presupposes a widely accepted framework to interpret it. In this regard, what we expect is that research is not generally designed to challenge the paradigm but to develop understanding within the framework of its assumptions. That is, if a policy does not work, the evaluation is not taken to discredit it but to refine and convert the particular application of the theory. We would also expect that this process will lead in time to a crisis of confidence in the theory, when it begins to show more and more unaccountable inconsistencies with the evidence. A new theory, with different implications, a different sense of moral responsibility, a re-conception of the problem, will then take its place and run the same course.

However, the question is: Does the relationship between research and policy follow this pattern? Are there really policy paradigm? Is there even such a consensus of approach? And if these paradigm direct research, does research reciprocally undermine the paradigm? Science is a more or less enclosed system, with research its whole life. But research is only one influence (perhaps a very small influence) on the determination of policy.

In this connection, there are two possible approaches to these questions: one is sceptical position which leaves little scope for research to contribute to policy; the other is an optimistic view which suggests a potential role for research and is preoccupi-
ed with ways by which this role could be made more effective.

a) A sceptical view: There is seldom a consensus over policy, that is, there are always competing paradigms. So research on (social), policy never acquires the relative consistency of interpretations found in scientific work. Also, the interpretation of research findings is always controversial, because they are related to different paradigms held by different people, and there is no rational method of arbitrating between these interpretations. Apart from this, policy is determined by a complex perception of social economic and political issues on which social science theory and empirical research findings are only one, rather obscure, influence. Policy paradigms change in response to social, economic and political changes — that is, they change because they have to rationalize a different reality, not because research has revealed that the interpretation of earlier circumstances was wrong. Nevertheless, when socio-economic and political realities change, there is a scramble for new idea, and a new perspective is sought to serve as an organizing framework for the development of specific programmes. This new policy framework is, of course, determined by ideological preferences as well as by social and political realities, for the emergence of new concepts and basic presuppositions, or their becoming suddenly respectable,
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seems to be an essential component of 'social change.' But the older frameworks are not altogether forsaken. So policy influences new theoretical formulations, inspires research, and fashions the relevance of the findings but the reverse relationship does not hold.

b) An optimistic view: The optimistic view holds that public policy typically evolves from what is initially a common framework of thought, without which there would be no action at all. Research in the short run contributes to policy when findings are consistent with the accepted framework. In the long run, research and theory contribute also to alterations in the framework. As a policy-relevant social science develops in sophistication and experience, it will increasingly serve policy objectives. Studies of the utilization of commissioned and non-commissioned research in the decision-making process would, if an adequate time frame were adopted, reveal that there is more scope for high-quality social scientific investigation than the sceptics allege.

Meanwhile, policy does represent a consensual framework for action. Without a foundation of near consensus no general policy would be possible. Such a consensus is an intrinsic part of most stable contemporary societies. Policy flourishes when the consensus is strongest. If policy is largely framed within a consensual framework, then the sceptic's
position seems over-stated. Social science knowledge does contribute to the improvement of social programmes when that knowledge is based on widely shared values and the political competition among vested interest groups is at a minimum. We would expect research findings to be particularly useful when social science inquiry does not attempt to demonstrate that values should be changed. This occurs in a field of settled policy, where the crucial tasks are administration and implementation. Which view is more persuasable is beyond our control, because both views may be accepted depending upon situations. Nonetheless, more systematic research on research may suggest that research's contribution to policy is limited, either because analysts have failed to provide useful answers to the questions about which government is concerned, or because government cannot assimilate or use the knowledge, when it is available, for a variety of administrative and political reasons. However, those who have faith that research and social science can be used by government will continue to seek ways in which our understanding of social process can be improved and the obstacles to utilization overcome.

Models and Mechanisms

Our major concern with this topic is of what the process of research utilization practice for the research users is like and what the mechanism for its practice is going to be. Research utilization experts like Havelock (1969), Rothman (1971), Cloak (1972)
and Guba (1972) to name a few give to the above questions. Below are answers in form of models summarized by Roberto (1977).

(a) *Models of the research utilization process:*

Wide spread practise among research users of research utilization is conceptualized to be attainable through varying forms of the diffusion of innovation process. There are three models in which this process is presented each dealing with different types of the diffusion problem.


Presents a model of the research utilization process that parallels the more general diffusion model of Brown (1975). This model pays attention to two stages preceding the launching of the diffusion object for adoption. These stages are: (1) The diffusion agency establishment stage: where the needed organization and infrastructure for the diffusion are developed and put up; and (2) The innovation establishment stage: where the diffusion object is put together, pretested and perfected, and the plans and strategies for its launching are finalized.
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While Rothman does not present the elements of his model in this format of Brown, it is useful to do so in order to relate the model to the other two which will be described below. It should also be mentioned that Rothman concentrates his attention on the development of innovation establishment stage. He follows up this stage with the treatment and inclusion of the conventional diffusion phases contained in the Rogers model (1962).

Specifically, Rothman’s innovation establishment model consists of the following phases of activities:

Stage 1: Retrieval, codification and generalization of pertinent research data from a source pool.

2: Translation and conversion into prescriptions of the research findings.

3: Operationalization by concept testing or field experimentation.

4: Field testing for initial implementation.

The Rothman’s above model is a somewhat condensed version of Havelock and Radel’s which contends that information agencies are usually equipped with eleven key functions. These are: (1) acquisition, (2) screening, (3) cataloging, (4) storage, (5) transforming for users, (6) user access, (7) dissemination, (8) assistance to users, (9) communication from users on, (10) analysis, and (11) feedback to R & D producers and knowledge sources either as new guide-
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lines for input or assessments of users needs.

2) The Diffusion Model for Initial Practice

It is a social interaction model that identifies the opinion leaders and informal influence networks, group memberships and reference groups, personal relationships among the adopting units, and adopter characteristics, as the significant diffusion variables. All these variables interplay and exert varying influences on the adopting unit at various stages of his adoption starting from the “awareness stage” up to and ending with the “adoption stage”. The cumulative sum of the individual act of adoption make up the diffusion outcome

![Diagram: Awareness Stage (cognitive dimension) to Adoption Stage (behavioral dimension)]

It is clear that this concept of the process of diffusion of the research utilization practice is meant to deal with its initial or first adoption. Presumably, a different process is at play when we speak of that practice’s maintenance or continuation.

3) The Diffusion Model for Continuing Practice

Havelock’s so-called “problem solver” model is one of the diffusion models for continuing practice of research utilization. In this model, the diffusion unit or adopting unit is thought of as going through
the problem solving cycle of: (1) felt need, (2) problem diagnosis, (3) search for alternatives, (4) retrieval of relevant data, (5) fabrication of a solution, and (6) solution applications, Research utilization comes in via an "outside process consultant" who is available and may be called upon by the problem-solver for assistance in any one, some or all of the problem-solving stages.

Policy and programme formulation

Solution application

Fabrication of a solution

Felt Need

Problem diagnosis

Search for alternative

Retrieval of relevant data

(b) Mechanisms for Research Utilization

The common thread that runs through all three models of diffusion of the research utilization practice is the concept of linkage. The research using unit must be linked to the body of applicable researches and/or their sources or derers if the research utilization practice is to be realized. This element of linkage provides the basic ingredient for the development of the alternative mechanisms or channels of research utilization. The current thinking is to formulate the mechanism by speading of a linking agent or medium.
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There are at least two forms in which this medium is formulated into a research utilization mechanism. These are:

1) The direct linkage. Here the linking medium is thought to be the research doers and users themselves. Specifically, it is held that sensitizing programme managers to research and getting them to become more research oriented on the one hand, and sensitizing researchers to research application and getting them to be more application minded on the other would lead to the institutionalizing of research utilization.

2) The mediated linkage. There are two versions of this:

(i) the mediated linkage where the linking agent is and works outside the research user's organization; and (ii) the mediated linkage where the linking agent works inside the user's organization and under the user's authority and control. For instances "SAC" could be a linking agent outside the organization, whereas "in-house unit" be the one inside the organization.

Let us briefly review three models described above. In short, the Agency and Innovation Establishment Model is to build a community of research utilization professionals and a body of research utilization principles: the First Practice Diffusion Model is to get the research utilization practice tried by a given population of research users; and the Repeat Practice Diffusion Model is to get the research utilization practice retried and continued by a given population
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of users.

If this is a correct interpretation, then it becomes clear that the present conceptualizations of the research utilization process look at the components of that process from the research doer’s and linker’s end and interests more than from those of the research user. This is particularly true of the first two models and less so with the third where attention is paid to the user’s needs and problems as entry points for research utilization. The models are really talking about research utilization by and for the research doer or linker and not utilization by the manager in an active effective sense.

Our understanding of the research utilization process would probably be much advanced if we push and extend the development and study of Havelock’s “Problem-solver model” of research utilization to taking the total interest and concern of the research user. Such an extension would be concerned with questions like the following:

1) What types of research inputs do different kinds of programme managers presently use and for what sort of programme needs or problems?

2) In the absence of research information, what does the managers use as a substitute information in order to analyse problems or to reach a decision?

3) Where does the programme manager obtain the research inputs? If from within his organization, what sort of research utilization process or steps take place? If from
outside his organization, how different are the research utilization steps?

4) How does the manager go about making his decision regarding when to use and when not to use research? What relative status does research play in his organization? In his own arsenal of decision instruments?

The above leads directly into the question of research utilization mechanism. If it is accepted that the mechanism must be built upon the ideal of linkaging, then what the foregoing suggests is that present linkaging efforts have mistaken direction or thrust of activities. The linkage needed is not so much for the research doer’s work to the user as for the research user to an appropriate doer’s work. In other words, the need is not to search for customer for a product one has but rather to search for product that a customer needs.

To meet the above enquiries, what can be suggested herewith is that to begin with “dialogue” and polylogue” be concerted with the function of linking system which might lead to more fruitful utilization activities. Simple graphic presentation is shown as follows:

![Diagram]

As for the detail mechanisms of the research
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utilization, the paper will not go further beyond principles mentioned above, leaving the structure of relevant mechanism to other papers to be presented at this seminar which are more obligated to suggesting feasible mechanisms in the Korean setting.

Meanwhile, it should be clear that our thrust with regard to the attendant topic is not only confined to information dissemination systems but rather extends to beyond clearing house and information dissemination functions. Our concern is more with "perception and attitude break through" and the establishment of consensual paradigms between researchers and policy-makers.

Finally, in order to have an overall picture on what we have discussed thus far, one schematic illustration of mechanism may be introduced as follows: (see page)

Remarks

The extent of usefulness of research to policy formulation is a function of the type and nature of research undertaken, its source of financing and administrative relationship to the policy maker. In contrast with basic or pure research, applied or action research is most likely to be acceptable to policy makers. Moreover, if a research project is commissioned by the government, its acceptability would be very high, as long as the researcher understands the complexity of administrative mechanism in terms of financial condition and manpower constraints, other condition and
Conduct applied Research
Collaborate with AFLR
Translate AFLR Findings For Management use

Academic/Free Lance Research unit (AFLR)

Applied Research
Pure research
Social Science Research
Natural Science Research

planning implementing controlling

Problem Indentification
data collection and reference

Dissemination of Information
perception gap
Jargon gap

Comm. of Research & Info requested
Comm. of findings

Management X Policy Making
On the other hand, however, if a researcher is ignorant of administrative situation prevailing, the research outcomes are likely to receive little attention or be regarded as academic exercise, which would merely have an equal impact as that of pure or basic research has on policy making. But this does not mean that pure or basic research has no value for improved policy formulation and implementation, considering this type of research is more likely to produce long term impact. Nonetheless, there is a tendency among programme managers to be reluctant to pay attention to pure or basic research owing to less immediate practicability and return of the research findings for programme development. Such attitude and belief may be attributable to different perception the programme managers may have, aggravated by a lack of understanding in the academic jargons which could be easily mastered within a few days so long as they are anxious to know what the particular research is all about.

In addition, another problem encountered by the programme people concerns locus. They sometimes are not able to access to essential information which are already there, owing to their ignorance of their existence.

Under such circumstances, in order to avoid "victim blaming" vicious cycle, we must develop social networks of creative, well-trained scholars with a policy-oriented frame of mind, capable of moving in and between the worlds of practice and knowledge. On top of that, if we are able to get programme managers understand the meaning of
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value screen, objectivity, ethics and so on, we will be almost successful in narrowing down gaps existed between the two communities.

As Myrdal says, it is advisable that social scientists should simply announce their biases and values so that the reader can then take them into account when he examines the data and findings presented and the arguments based upon them. But let us bear in mind that this presupposes that researchers know what they believe, that ideology is given, although it is not always the case.

In brief, bilateral efforts of active person and knowing person are of utmost necessity in order to break up the constraints that limit the activities of the two communities. With these in mind, we hope that the schematic picture shown in the previous section can shed some light as to how the existing research utilization mechanisms in the country can be institutionalized and how to create new mechanism if considered necessary.

In conclusion, it is our recommendation that any existing research institutes which are functionally affiliated with government should expand an in-house research utilization unit with the complement of outside resource persons (type of mechanism being dependent on the country setting), through which we hope that every research findings relevant to policy-making could be generalized to meet the need and that any research doers and users concerned could have a chance to learn and exchange their ideas through the formation of regular workshop in order to be more aware of questions and enquiries discussed previously in this paper.
Selected References


Overview of Research Utilization
for Population Programme Development
from the Policy Analysis Perspectives

by Bark, Dong Suh, * Ph. D.

Introduction

I will examine the necessity of the research on the population and family planning programmes briefly, and also the reasons why we have to utilize the outputs of the research. The main objectives of this paper will lie in the description and analysis of the research utilization from the perspectives of policy process and policy analysis on the basis of the information flow. Finally I propose the policy recommendations for the sake of the improvement of the research utilization.

The object of this paper will be sources and institutes which produce the research findings and the governmental agencies which are responsible for policy

* Professor, The Graduate School of Public Administration, Seoul National University.
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making and implementation. Methods utilized for this paper are mainly the library research and interview of those who are engaged in this programme.

Needs of the Research

The population programme is one of the most complicated one because of its combined nature of both natural science and social science. We enumerate the following reasons of the needs:

(1) The population and family planning programme has been considered as the programme which belongs to the natural science in the past. Therefore, the research on the human behavior of those involved in the programme has been neglected so far. We, however, found the population programme is highly behavioral.

(2) This programme can’t be successfully carried out without the understanding of the human behavior, especially interpersonnel relations between male and female. It a well known fact that the knowledge in this field is unfortunately backward because of the lack and reluctance of the research in the past.

(3) The skill utilized when the fieldworker tries to persuade the practice of the family planning is very important for the success. The subject of the persuasion skill has been avoided because the people was reluctant to have frank talk on it historically, therefore, few are willing to join the talks and are con-
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...fident to succeed in the persuasion.

(4) The process of the research in this field are quite different according to the nation, and also the behavioral pattern and habits on the family planning are quite different, therefore, it is not desirable for one country to import the knowledge and technology developed in other country without consideration to the cultural differences.

I discussed the reasons why we need the research, next will be what kind of research will be required and helpful to the effective efficient operation of the programme. This will be classified into two; one is the research which will contribute to the policy formulation on the subject, the other is the research which will help the successful implementation in the field.

The Conceptual Model of the Research Utilization in the Governmental Agency

Sources of the Information

The sources of the necessary information for the programme will be multiple, for example, the research institute, governmental or semi-governmental institute, university, journal or other publications, and experiences of practitioners in the field.

Transmission to Policy-Maker and its Utilization

The transmission of the information to policy-maker and its utilization by them are highly important, for it will be useless, if it is not recognized and utilized
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The Conceptual Model of the Research Utilization in the Governmental Agency
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by the policy-maker, even if it is good research finding. The methods to transmit the information will be the mailing, conference, seminar and other kinds of interaction between researcher and policy-maker.

Policy-Making and the Storage of Information (Library)

It is necessary for policy-maker to have the information storage close to his position, so that he may be able to utilize them early whenever he wants it. The administrator, expert, practitioner, and politician (political appointee and congressman) are included in the category of policy-maker.

The usefulness of the library will be evaluated on the criteria of the contents (quantity and quality), qualification and motivation of the employee, the size of budget, and frequency of utilization by the policy-maker.

Transmission to the Practitioner and Implementation

The contents of the newly formulated policies have to be transmitted to the practitioner in the field accurately through direction, training, and education. Then the practitioner may put them into practice through persuasion, dissemination, public relations, and training effectively and efficiently. Finally its practice is evaluated by the various people feedback to the policy-maker and also researcher.

The Description of the Research Utilization Process through Policy-Making and its Implementation

I describe the research utilization process in
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Korea according to the above mentioned model of the policy-making and implementation.

Sources of the Information

Researches are conducted by experts at various institutes, and university, and academic journals are available, however, in Korea the informations produced and stored at the KIFP are absolutely dominant in quantity of research, in budget, and size of manpower.

There, however, was the disparity to some extent between the research and its utilization by the administrator in the initial stage of the institute. The major causes for this will consist in the qualification of the researcher and their orientation. Most of them have no administrative experience in the population programme in Korea, so that they have little understanding of the actual reality in the field and also most of them are natural scientists, very few are social scientist or behavioral scientist. Therefore they give little consideration to the traditional culture and values of the Korean people, they assumed only the rational behavior.

The other is the research orientation which prefer the basic research to the research applicable to the people immediately. But the policy-maker is not interested in the basic research and also is unable to apply it to concrete local situation.

Transmission to the Policy-Maker and Library

KIFP which produces and stores lots of information is mailing regularly to the policy-maker those
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informations, but the Ministry has no library or MIS within the Ministry, therefore the Division of Family Planning has no way to store them systematically. They put those informations into their file cabinet selectively.

Consequently policy-makers have to depend on KIFP whenever they need some informations on the population programme. The main methods for them to get the necessary informations are conference, seminar, and informal oral talking between the specialist at KIFP and men at DFP.

Those informations held by practitioners in the field are not often surveyed by specialist and people at the Central Policy-making Body directly, though informations held by practitioners are highly needed for the researcher and rational policy-making at the Central Agency. Consequently the major way to transmit their opinion to policy-maker lies in the interaction and discussion at the training session or conference sponsored by KIFP, which is the meeting ground of both sides.

Policy-Making

At first, I shall analyze the manpower who is functioning as the policy-maker or their assistant at the Ministry, and then analyze the policy-making process according to classification into four stages.

Policy-Maker and Participants

Those who are mainly involved in the policy-making within the Ministry are men at DFP, bureau director, director of Planning and Coordination, Vice-Minister, and Minister. The total number of manpower,
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of DFP which is responsible for population programme solely is 12, but 5 out of 12 are clerical workers, so that only 7 staffs are working as administrator; one chief of DFP, 2 section chiefs, and 4 staffs. Some informations on their social background are as follows:

Age : from 30 years old to 50 years.
Education : All of them are college graduates.
Major at college : 6 majored subjects relevant to the duties DFP in the broader terms.

Length of service at DFP : from a few months to 8 years.

Years interested in FP : from 4 years to 12 years.
Budget : 6,300,000,000 won (1978) ($1,260,000)

DFP has a very small number of staffs, even if enjoy large amount of budget relatively in comparison with other Divisions within the Ministry. And also the staffs are evaluating themselves the relative status of DFP as middle, fortunately most staffs believe DFP enjoys strong political support from the Minister and the Population Policy Deliberation Committee headed by Vice-Prime Minister who has strong concern about the population problem and is responsible for the allocation of the finance. Such a political support will supplement at least in the field of P.P. the relatively weak status of the bureau director and the Ministry.

It is really fortunate for the Ministry to be able to get the political support from the Deputy Prime Minister because the population programme does not produce the immediate tangible results or effect of investment and also is not demandedly the public as the urgent problem to solve.
Overview of Research Utilization

The experts, specialist, and especially researchers of KIFP are deeply involved in the policy-making, however, it is natural that there is few business interest group except specialists.

Perception of the Problems

It is not expected that the problems are raised seriously by the public and citizen except by a small number of specialist who are deeply engaged in FP programme and some foreign agencies. Therefore, the stimulus comes from the specialist and policy maker themselves, which is quite different from the other private business affairs. It is necessary for the policy-maker to try to supplement the weak stimulus in order to be proactive in dealing with FP problem through the regular survey and vertical communication from the practitioners in the field, otherwise the administration will be stagnated and lower the rationality as policy. There has been strong stimulus and encouragement from the foreign sources in the past, which can’t be expected for the long time in future, so that the Korean policy-maker in the government and KIFP have to be concerned by themselves from now on more than in the past.

Collection and Analysis of Information

DFP has no formal information center, but it has about 150 copies such as research reports, statistics, government publications, books, and journals in their room. Such a situation may not be blamed because of two major reasons; very few central ministry has the information center or library within the building due to shortage of space and the underestimate of the im-
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importance of information for the policy-making and administration, the other will lie in good collect of information at KIFP which has close contact with the Ministry relatively. This means the staff at the Ministry depends on the KIFP whenever they need the information.

It is highly necessary for the Ministry to have a small information center which collects and store the relevant information, to classify by professionally trained librarian, especially the inventory or list of basic statistical data needed by the staff of the Ministry are formulated, and prepare the publication regularly, and stored at the center. And it is desirable for the staff of DFP and KIFP to meet and discuss the problem regularly and exchange information, and eventually institutionalize the conference to be held without interruption in future.

Lastly, there is some problem in utilization of the research output caused by the shortage of time to read the report, the ability to understand the professional articles, and sometimes the little appropriateness of the reports to be applied in the actual administration. Therefore, both sides should try to understand the situation of the other counterpart, strengthen the ability of staff of DFP, increase the number of the staff, and unique characteristics of the public administration should be understood by the researcher.

Preparation of Policy Alternatives

This role requires the competence to deal with the system analysis, operation research, and cost-benefits analysis from the perspectives of politics and ad-
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administration in Korean culture. The policy-maker needs the understanding of the Korean traditional culture (for example, boy preference), political culture, and public administration. It seems to me the present situation of the staffs of DFP needs more understanding of system analysis and management science, on the other the staff of KIFP needs more understanding of politics and administration in Korea, especially in the field. It may be helpful for both sides to meet regularly and educate mutually through discussion at this moment.

Selection and Adoption of the Policy

The policy should be selected among alternative from the viewpoint of political and economic rationality normatively. It, however, is not often easy to adopt the policy even if it may be rational because of the weak position of the Ministry, its long range program, and less tangible effects on the society. Then it is necessary to make use of the authority of the Vice-Prime Minister and support of the specialist organized as interest group.

The Implementation of the Policy

The Ministry will direct the field office the implementation of the policy once they made the policy. It is often necessary to train and educate the practitioners in field office. The problems at the stage of implementation will be low priority given by the local authority and the quality and motivation of the field-workers. It is no doubt that effective implementation demands high level of skills when the fieldworker
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approach the people to persuade on the population programme. There is still shortage of the worthwhile research on the administrative skills utilized in persuasion in Korea, that is, little known yet about what skills are effective and efficient in talking with and change the behavior of various groups of people and variously stratified people. Finally, there is relatively little feedback from the field on the reality to the policy-maker in the Central Agency.

Policy Recommendations

I will discuss the policy recommendation for the sake of better utilization of research findings as follows:

The Nature of the Research by KIFP

The organizational goal of KIFP is different from the university, the research conducted by the researcher at KIFP must be oriented toward the application rather than the pure research or theory building, so that the researcher need to select the problems faced by administrator and practitioner with priority, and fully consider of the administrative situations in population programme. Such a research will require some administrative experience or full understanding of the practice of administration as the qualification of researcher.

And also it is necessary to recognize that the nature of population programme is highly behavioral which is not well known yet, so that it will be desirable
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for the social scientist to engage in research more actively in future.

Specialization of the Information Center between KIFP and the Ministry

At present, all the informations are stored at KIFP, consequently the administrator depends on KIFP almost entirely, which may not be efficient for the policy-making and administrative operation at the Ministry. At least the Ministry should have a small information center which has basic statistics, the brief summary of the research reports, and other informations demanded frequently at daily work.

Informations on the Practioners in the Field

Traditionally the fieldworker has been looked down in administration, though their roles are very crucial in successful operation of administration and providing the service to the people.

It is well known that rational policy does not contribute to the promotion of the welfare of the people, if the fieldworker does not serve the people as the policy intended to do. Therefore, the researcher and administrator must be especially concerned with getting the accurate information on the reality at the field through planned research, discussion at the seminar in which the fieldworker participates, and vertical communication through formal and informal channels.

More Qualified Staffs at DFP

DFP in the Ministry has a very small staffs who
Overview of Research Utilization

approach the people to persuade on the population programme. There is still shortage of the worthwhile research on the administrative skills utilized in persuasion in Korea, that is, little known yet about what skills are effective and efficient in talking with and change the behavior of various groups of people and variously stratified people. Finally, there is relatively little feedback from the field on the reality to the policy-maker in the Central Agency.

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More Qualified Staffs at DFP

DFP in the Ministry has a very small staffs who
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are very tied with the routine work, so that it is hard for them to find the time to think about the innovation and reform of the programme at present. At least it is desirable to increase the number of the staff, and also to recruit more professionally trained staff in this field, though it will be hard to expect it today in Korea.

Proactive Attitude on the Part of Policy-Maker

The population programme does not have pressure group organized by private citizen as in the field or industry and commerce, and has only the professional and expect group organized by researcher and professor. This leads to weak stimulus and pressure from outside the bureaucracy. Consequently FP programme has to be undertaken by the government with help from few specialists.

Such a characteristics of the programme may enjoy less criticism by the public, but less political support and stimulus to development and reform of administration. Therefore, the administrator should be proactive in dealing with FP programme in order to make the rapid progress in the work, take the initiative to find out the problem, get information, formulate the policy alternatives voluntarily for themselves even under little pressure for reform from outside.

Institutionalization of Regular Interaction between the Researcher at KIFP and Administrator at the Ministry

The regular interaction of both groups will be most worthwhile for the better utilization of research findings and promotion of quality of the practice-or-
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oriented research. Both will get the benefits out of regular meeting, researcher will get the information of what are administrative problems, and what they want for researcher to do for them, and administrator will get the new idea and all the research findings easily without missing. And then both sides understand the proper role of each side and may try to differentiate their roles, that is, staffs at the Ministry must not consider the researchers as their subordinate, and ask or order the duty which the researcher does not think it is appropriate to do and interrupt their proper role as researcher. This means the staffs should tackle administrative problem solving for themselves which they are able to do at administrative office.
Research on Family Planning and Population Problems: Issues in Utilization of Research Results for the Future

by Han, Dae Woo * M. D., Dr. P. H.
Lee, Sea Baick ** Ph. D.

Introduction Remarks
The successful implementation of a family planning program presupposes a number of basic problems that have to be solved, to cite a few of them: ¹)

(1) the problems related to the optimum level of investment the government has to make for the family planning program,
(2) the problems involving the planning and the setting up of specific strategies for the program implementation,


* Regional Representative. Asia Office, IDRC, in Singapore.
** Deputy Director of Korean Institute for Family Planning.
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(3) the problems related to the program operation and management, and

(4) the problems that relate to the program evaluation, not only in the area of program efficiency in terms of inputs but also in the area of program effectiveness in regulating fertility.

A set of answers to the above four basic issues, undoubtedly have to be found in what kind of family planning research activities an individual research institute is engaged in.

During the last 15 years, since the national family planning program was ushered in, variegated family planning and population-related activities have been carried out, and it is largely due to these various research activities that the national family planning program could develop to the present advanced stage. However, it is debatable whether all these research activities could have been carried out as efficiently as we had expected of them. Most of these activities, some of them not directly related to the family planning program, were supported by the government with the financial aid from abroad.

In order for a family planning research activity to be effectively fed into the family planning program operation, a continuing discussion on the research subject has to be maintained between the researcher and the program manager from the very initial stage of the research planning. It is only through this continuing "coordination" between the researcher and the program manager or practitioner that the research findings could be efficiently translated into field
action, and the problems encountered in the field operation could, in turn, be selected as an appropriate scientific research topic. This is where the research evaluation comes in.

Unlike the ad hoc research activities on family planning by university departments and research institutes, the research and evaluation activities of the national family planning program should focus on the way the available knowledge and information can be used to improve the program implementation. In a word, the research and evaluation unit should serve the function of a filter through which all monitoring, evaluation, and research work pass in such a manner that the program manager could identify to what extent and in what manner the research results could be made the best use of for the program improvement.

The predetermination of research direction and its area is all the more important in meeting realistic needs of program administrator, particularly under the present circumstances where the research and evaluation activities have to suffer from resource and manpower limitations. It is for this reason that, in most countries where the family planning program is under the government control, the research and evaluation activities are being performed the part and parcel of the national family planning program.2)

Despite the fact that in these countries, the research and evaluation unit constitutes an important

component of the national family planning program, in practice, most of the family planning research topics in these countries are being selected on the basis of the individual researcher's taste and predisposition for one reason or another (e.g. limitations in the researcher's research ability). Therefore, many research topics are found to be unrelated to the needs in the program management and to the changes in the program characteristics. 3)

The main point of argument in the present paper will be focused about the way of the family planning research and evaluation activities to be strengthened to better support the national family planning program in the future and the role of Korean Institute for Family Planning (KIFP) in order to work out a scheme in which the research topics would be selected on the basis of the program management needs, not of the individual researcher's taste.

The other point of discussion in the paper is the way the information-flow system could be efficiently utilized in the field of family planning program. In Korea, the flow of knowledge on family planning is being impeded by a number of barriers, mostly at the institutional level under the circumstances where the government is increasingly turning toward research institutes in their policy-making, there grows an increasing interdependency between the government and the research institute in the program development. In order to facilitate the coordination between the

| Table 1. Population and the Related Research Topics by Subject Area and Research Institute |
|---------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
|                                 | KIFP & Others   | KIFP & Others   | KIFP & Others   | KIFP & Others   | KIFP & Others   | KIFP & Others   |
| Population growth and socio-economic health and environmental impact | –                | –                | –                | –                | –                | –                |
| Marriage & family Planning      | –                | –                | –                | –                | –                | –                |
| Human reproductive physiology & clinical study on contraceptive methods | –                | –                | –                | –                | –                | –                |
| Population composition          | –                | –                | –                | –                | –                | –                |
| Urbanization & migration        | –                | –                | –                | –                | –                | –                |
| Mortality and the related studies | –                | –                | –                | –                | –                | –                |
| Fertility & FP related characteristics of target population | –                | –                | –                | –                | –                | –                |
| Family planning program components and activities | –                | –                | –                | –                | –                | –                |
| Legal aspects of population / family planning | –                | –                | –                | –                | –                | –                |
| Population education            | –                | –                | –                | –                | –                | –                |
| Others (health and health related programs not directly connected to pop. & FP program etc.) | –                | –                | –                | –                | –                | –                |
|                                | 1               | 16               | 1                | 3                | –                | 80              |
| **Total**                      | 10              | 10               | 80               | 313              | 114              | 535             |

Issues in Utilization of Research Results
Issues in Utilization of Research Results

government and the research institutes, a scientific communication system has to be developed.

As an overview of the research activities carried out so far in the field of family planning and population, the research activities are classified by subject, by period the researches were done, and by the research institute. (see Table I)

On the basis of the above classification, the key issues the KIFP has to tackle in order to improve its present research and evaluation activities for the national family planning program will by identified.

Problems Related to the Family Planning and Population—Related Research and Evaluation Activities

As of the end of 1977, a total of 94 organization have directly or indirectly participated in family planning and population-related research activities. Included in the 94 organizations are government offices, foreign aid agencies corporations, universities, university research institutes, and private organizations. Of the 94 organizations, 40 have participated in the research activities directly related to the family planning and population, and a total of 1,293 research papers by these 40 organization have been published by the end of 1977. (see Table I)

As shown in Table I two distinct patterns of research activities are characterized:

First, the researches in the field of population has been initiated primarily by the government supported family planning program. In other words, in Korea, researches on the family planning did not
begin by the university or research-oriented organization as a part of the study on population problems, but the government introduced the family planning program which, in turn, sparked off an interest in population issues among the academic circles. This is supported by the fact that before 1961 when the national family planning program was not introduced, there were only 10 papers on population and family planning. Moreover, most of these papers were not written by universities but by medical institutes, and a handful of individuals involved in the family planning program.

Second, topics of the papers in Table I is mostly limited in the field of the population growth control, and only a minor portion is devoted to the characteristics and trends of population distribution and population quality issues. To be more specific, about 70 percent of these 1,293 papers or 902 papers have to do with human reproduction, clinical studies on contraception, studies on the legal aspects of population and family planning program, and on population education.

On the other hand, only 12 percent or 157 papers discuss the population structure, urbanization, migration, and mortality. This implies, in Korea, the study on population and family planning was initiated by the government for the very practical purpose of controlling population growth, but not by the academic circles out of sheer academic interest.

Despite the heavy emphasis in the past by the government on the family planning among other population-related problems, it is rather doubtful whether the researches on family planning have
prove to be effective in enhancing the family planning operation and management. Table 2 classifies the researches on family planning so far conducted by research contents. The three categories are:

(1) researches on the legal aspects of the family planning and population,

(2) researches on fertility level and the background characteristics of the target population,

(3) researches on family planning program operation by specific program activities.

At first glance, it appears that in Table 2 all the research activities have been well coordinated in a systematic manner, but if one studies the research topics a little more carefully, one immediately notices that there are a number of important problems in the way the research topics have been selected. These problems are found not only in the research works done by the KIFP but also in those carried out by other research institutes and university departments that were engaged in family planning/population researches.

First, in Table 2, the research topics tended to have been selected not on the basis of the needs in the program management, but rather on the basis of the degree of the popularity with which the research topics had been accepted by the research community. For instance, during the early stage of the program development (1961 - 1965) (1) the studies on the fertility level of the target population and (2) the KAP survey ranked first in terms of the research topic popularity, and accordingly most research topics centered
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<th>1966~70 KIFP</th>
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<td><strong>Population &amp; FP Related Characteristics of Target Population</strong></td>
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<td>1) Fertility level-measurement of target group (including population projection)</td>
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<td>2) General FP KAP status &amp; fertility behavior</td>
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<td>3) Contraceptive continuation and acceptor's characteristics</td>
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<td>5) Valve of children &amp; male preference</td>
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<td>8</td>
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<td>Others</td>
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<tr>
<td>1) General program policies and the related problem (including target setting)</td>
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<td>1</td>
<td>–</td>
<td>5</td>
<td>–</td>
<td>19</td>
<td>2</td>
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<td>2) Demographic impact</td>
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<td>2</td>
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<td>9</td>
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<td>4</td>
<td>1</td>
<td>–</td>
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<td>–</td>
<td>2</td>
<td>14</td>
<td>2</td>
<td>1</td>
<td>4</td>
<td>15</td>
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<tr>
<td>4) FP IE&amp;C activities</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>25</td>
<td>–</td>
<td>3</td>
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<td>5) Delivery system</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>4</td>
<td>5</td>
<td>–</td>
<td>1</td>
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<tr>
<td>6) FP fieldworker &amp; designated doctor (including parmedical personnel)</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>2</td>
<td>1</td>
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<td>13</td>
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<td>3</td>
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<td>7) Mothers's club</td>
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<td>–</td>
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<td>5</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>7</td>
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<td>8) Commercial sector</td>
<td>–</td>
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<td>–</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>3</td>
</tr>
<tr>
<td>9) Special program (e.g. hospital FP projects, industrial FP Program, etc.)</td>
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<td>–</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>–</td>
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<td>9</td>
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<td>10) FP &amp; MCH</td>
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<td>–</td>
<td>–</td>
<td>1</td>
<td>–</td>
<td>23</td>
<td>3</td>
<td>43</td>
<td>–</td>
<td>11</td>
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<td>78</td>
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<td>11) Service statistics</td>
<td>–</td>
<td>1</td>
<td>1</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>–</td>
<td>8</td>
<td>7</td>
<td>–</td>
<td>10</td>
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<td>–</td>
<td>5</td>
<td>1</td>
<td>11</td>
<td>2</td>
<td>62</td>
<td>42</td>
<td>142</td>
<td>11</td>
<td>26</td>
<td>56</td>
<td>246</td>
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</tbody>
</table>
Issues in Utilization of Research Results

around the above two issues. In the latter part of the 1960's, on the other hand, the research community's main focus of attention shifted to (1) the studies on family planning in relation to the maternal and child health care, and (2) the studies on the effectiveness of contraceptives and (3) the studies on the characteristics of the contraceptive acceptors. In the period from 1970 up to the present, the main focus again moved to (1) the studies on the family planning IE&C activities, (2) the parental attitude toward their children's sex and number, and (3) the integration of family planning into the MCH program.

In most cases, the research topics covered only a limited aspect of the family planning/population programs primarily due to the fact that the topics had to be chosen by the popularity with which the research subjects had been accepted. Rarely, a research topic has been selected, because it is needed in order to improve the family planning program operation. For example, a sizable number of Korean women have resorted to the commercial channels in purchasing contraceptives, but, as shown in Table 2, no research topic has been devoted to this area, simply because the commercialization of the contraceptive services has not been popular as a research topic among the research community.* Another aspect of the researches done in the past is that often the research topics had been chosen depending upon what the donor agencies' tastes were.

*According to the 1976 KIFP survey, 22 per cent or half of the women contracepting take advantage of the private channels in obtaining contraceptives.
Issues in Utilization of Research Results

Second, most of the research topics had not been selected to attach the specific problem areas monitored in the midst of the program development and management, a good research topic has to be directed toward providing accurate answer to the problem encountered in the continuous monitoring and evaluation of the existing state of affairs of a program.

As Table 2 shows, a total of 523 research topics are mostly “descriptions” of what kind of family planning program were in progress in certain period, but they provide little in the nature of analyzing the specific problems whose solution was badly needed for a rational decision-making concerning the program maintenance or change in the program management. This unhappy situation has resulted from the untoward circumstances where, most of the researches were done by institutes that were not involved in the day-to-day management of the family planning program. Under this circumstances, the research topic selection was dictated by the individual research community’s pre-disposition and the selected topic rarely addressed itself to the specific and concrete problems that could be brought to focus only after a careful reading of the family planning operation in the field. Hence, the research results could not provide any substantial answer to the very problem the program managers were concerned with. The truth of the matter is that, in the past, little management-oriented researches had been conducted, and many researches had been made to cater to the individual researcher’s interests, both academic and non-academic.

Third, the research topics selected do not refer
to a long-range perspective of the family planning program development. Namely, little attention has been given to the future direction or the long-range plan for the future family planning program. In the past, research and evaluation activities primarily focused on the birth control to the exclusion of what the future direction for the program would be. The family planning program concerns itself not only with the short-term population control issue but with the population quality control in the longer perspective, nevertheless, so far the latter has received only minimal attention in research. If past family planning program addressed itself, in the main, to the population growth control in terms of quantity, the future program development would inevitably tackle with the population control in terms of quality.

Due to the very fact that, in the past, the family planning program focused on the short-term population quantity control, the past research and evaluation activities could be attempted only after a specific program had been completed. No research or evaluation activities were conducted before a program was initiated in such a manner that the research and evaluation work could provide a new direction which the program to be launched had to follow if it is to be successful.

Again, most of the past research activities were heavily dependent upon a large-scale sample surveys for the analysis of whose data a long period of coding and computing had to be done. Hence, by the time an analysis of the survey data has been completed, the research problems for which the sample survey has
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been conducted loses its significance as a research problem.

Direction for Future Research
Activities—Organizational Adaptation

As discussed in the foregoing pages, family planning/population research activities so far has not been conducted systematically in a piecemeal fashion. In as much as research activities have to be carried out in such a way that the research results could be directly fed into the program management to help solve the problems in the program operation, efforts should be exerted to better facilitate the coordination between researchers and the program managers. The two factors that pertain to this issue are:

First, a system of scientific communication has yet to be effected between the family planning program managers and the researchers, so that the flow of communication between the two could be channeled smoothly.

Second, measures have to be worked out to expand and streamline the existing research activities of research institutes. In this way, a specialized area of research topic that requires an advanced level of analysis could be relegated to the specific research institute that has the trained manpower and the facility to do the high-level research.

In the following section, specific measures that would have to be studied will be described item by item.
Issues in Utilization of Research Results

Setting up of research directions for the national family planning program.

The future research activities could be studied in the two separate aspects, (1) short-term research direction, and (2) long-range research perspectives.

Family planning short-term research direction

The short-term research direction refers to the way the program design and strategy have to be developed for the period of one to less than five years. Even though, the short-term research direction constitutes a part of the long-range research perspectives, the former does not necessarily coincide with the latter in that; the main focus of the short term research direction has to do with the work of providing solutions to the problems detected in the program in progress, and the speedy collection of basic data and information that is essential for the development of a new program. In other words, the short-term research is primarily of a evaluative nature. Included in the short-term research that requires a multi-disciplinary approach is the development of the Manage Information System (MIS), Information, Education and Communication (IE&C) activities, researches on contraceptive delivery system, and the study on the impact of the family planning program on population growth.

The KIFP, the central organization of family planning and population researches in Korea, is in the best position to develop the short-term research plans, however, there are a number of research areas which the KIFP cannot deal with efficiently. As
Issues in Utilization of Research Results

for these areas of research where the KIFP can ill afford to provide the necessary facility and trained manpower, a new system would have to be developed in which other specialized research institutes could be called in to collaborate with the KIFP to set up a better short-term family planning research direction.

Development of long-range research perspectives

In line with the government's plan to maintain the nation's population at the 4.5 million level by 1991, and the population growth rate at 1.6 per cent per year, various new strategies would have to be developed to achieve the pre-determined goal.

The present government-supported family planning program would eventually have to be transferred to the commercialized program and in accordance with the change in the program character, an entirely new set of research strategies would have to be worked out. Among them, a long-range research plan would have to be developed to cover such broad areas as the long-range population control policy, changes in the population structure in relation to the socio-economic development improvement in population quality, and the development of new contraceptive methods.

The long-range research perspectives goes far beyond the narrow boundary of the conventional family planning to include such diverse subjects as the social security measures results from the lengthening in life expectancy, and the provision of the medical and public health facilities. Since the areas falling under the rubric of the long-range research
perspectives are so diverse, it does not need further emphasis that the choice of an appropriate long-range research topic paves the way for an effective implementation of the long-range family planning program.

As a first step toward implementing a better short-term and long-range research activities, the KIFP in 1976 made a organizational restructuring. The Research Division I, is entrusted with the task of developing the short-term research and evaluation work, while the Research Division II, is responsible for the mid-and long-range research works. The organizational re-shuffle was aimed at making the KIFP much more-flexible in adapting to the constantly changing nature of the family planning program.

However, what is needed most at this stage is not the organizational restructuring of a single research institute, but a new system has to be set up under which an efficiency in coordination between the government, the research institutes, university departments, and individual research works can be brought about.

*Development of a new system for establishment of research direction for the future*

In the present situation where most of the family planning/population activities are government-centered, what is badly needed is the establishment of a better information-flow system between the government, research institutes, and the individual researchers. Once an efficient information-flow system is established, all the research results could be better
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utilized in the actual program management.

Diagram I encapsulates a scheme in which the MOHSA is represented as a "middlemen" between the research community and the program management. This diagramatic representation illustrates the situation where the problems studied by the research community are filtered through MOHSA to the program management, and the problems submitted by the management side are in turn feed back to the research community through the MOHSA filter.

*MOHSA: Ministry of Health and Social Affairs.


For a smooth information and communication flow between the research community and the program management the following two strategies would have to be developed: They are (1) establishment of a formal and informal communication system, and (2) utilization of the existing organizational structure of research communities.

Establishment of formal and informal communication system

An example of informal and formal communication may include exchange of the research results
 Issues in Utilization of Research Results

between the individual researchers, exchange of books and materials, sharing of research library facilities, and regular and irregular contacts through research and evaluation meetings, regular conferences, and the use of mass media facilities.

If these diverse channels of communication can be systematized under one unified mechanism of information-flow, a great efficiency in program management could be realized.

Utilization of the existing organizational structure of research communities

By its very organizational structure and its engrained bureaucratic legacy, the government agencies are mostly resistant toward accepting an innovative idea or research result. 4)

In order to minimize the government agencies' reluctance in adopting new ideas or result results, a new system of information-flow has to be established that links the government agencies with research institutes so that the information-flow between the government and the research community could be strengthened and the government agencies could be made more responsive toward innovative ideas.

As has been stated previously, the KIFP holds the ideal position (See Diagram 2) to coordinate the efficient flow of information between the government, research institute, universities, and individual research workers. The KIFP should be able to draw

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A comprehensive research plan and disseminate it to the above various organizations so that appropriate research topics could be developed on time and basic and applied research could be designed and implemented with the result that the gap between the researcher and practitioner bridged as much as possible.

Conclusion

The major flow in the national family planning program that have been carried out since the latter part of the 1950's up to the end of 1977 is that the research and evaluative research activities for this period failed to focus on the very problems encountered in the program operation. The contents of research bore little relation at all to the specific needs
in the program management. Moreover, there could be found no short-term nor long-range research perspectives for the researches carried out during this period.

In order to correct the past unhappy situation, in the first place, a system of formal and informal communication-flow should be established so that the existing resources and manpower could be made the best use of not only by the government, but also by the research institutes, and the individual researchers. It is through this system of communication and information exchange that the problems areas could be identified and the weak points in the program management can be strengthened.

Secondly, the existing organizational structure of the research communities should be utilized in the manner that would enable the government, individual research communities, and individuals to better collaborate with one another in their research and program implementation activities.

The KIFP is the institute that is entrusted with the important task of bringing about better coordination between the above diverse organizations for the future family planning program organization.
Research Utilization from Policy Maker's Point of View: Government Experiences

by Che, Ik Han, * M. D.

The national family planning program which has been launched since 1962 as part of the fertility regulation policy of the government has been expanded both in its scope of coverage and in contents of program activities; Accordingly, evaluation research activities are diversified to monitor whether or not the various family planning activities now being undertaken are on the right track.

At the initial period, the program has mainly utilized the government family planning field workers through the national health network scattered across the country, and emphasis was placed in research on evaluation of progress of program activities and measurement of their effectiveness. As a result of the successful implementation of the third five-year economic development plan, Korea has achieved a rapid

* Director, Public Health Bureau, Ministry of Health and Social Affairs.
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improvement in socio-economic conditions. The change in socio-economic factors also brought about concomitant shift in emphasis from the field worker-centered program to target audience-oriented activities. Integration of the family planning program into the economic development plan is now being attempted, and a social policy support is also introduced as a means to regulate fertility. In this sense, the program activities now being undertaken are a drastic departure from those launched during the initial period. This shift in emphasis led to increase in the volume of evaluation activities.

There is no doubt that various evaluation activities have influenced either directly or indirectly to the successful implementation of the national family planning program. But it is desirous on our part to reflect on the extent to which the evaluation activities have contributed to the improvement and development of the current family planning program. As a reference, a table is presented to review achievements by evaluation activities.

As shown in the table, during the period of from 1962 through 1976, a total of 435 studies had been conducted by various research organizations and individual researchers. Out of the total, 369 studies were carried out by academic research institutes. The remaining 66 studies were conducted by the Korean Institute for Family Planning (KIFP) since its inception in 1970. By field, evaluation of family planning delivery service occupied 210 studies and 127 researches dealt with socio-economic policies related to population problems. The research on organization and
Utilization from Policy Makers' Point of View

management of family planning, however, lagged behind.

Table 1. Achievements of National Evaluation Activities (1962-1976)

<table>
<thead>
<tr>
<th>Discipline Field</th>
<th>Basic Research</th>
<th>Applied Research</th>
<th>Program Evaluation</th>
<th>Total</th>
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</thead>
<tbody>
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<td></td>
<td>KIFP Others</td>
<td>KIFP Others</td>
<td>KIFP Others</td>
<td></td>
</tr>
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<td>Contraceptive Delivery</td>
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<td>12 43</td>
<td>21 36</td>
<td>40 170</td>
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<td>IE &amp; C</td>
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<td>- 16</td>
<td>3 17</td>
<td>3 50</td>
</tr>
<tr>
<td>Training</td>
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<td>1 19</td>
<td>2 2</td>
<td>4 25</td>
</tr>
<tr>
<td>Organization Management</td>
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<td>2</td>
<td>3 7</td>
<td>6 10</td>
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<tr>
<td>Socio-Economic Status</td>
<td>7 79</td>
<td>6 31</td>
<td>- 4</td>
<td>13 114</td>
</tr>
<tr>
<td>Total</td>
<td>15 192</td>
<td>22 111</td>
<td>29 66</td>
<td>66 369</td>
</tr>
</tbody>
</table>


In terms of quantity, there were a larger number of studies conducted in Korea during the last 15 years, but most of these studies were supported by foreign grants and therefore, they did not seem to have satisfied demands and necessities of the national family planning program. The researches tended to reflect ideas and academic curiosities of foreign donor agencies and scholars interested in family planning. This tendency naturally led to concentration of research on a specific field and to overlapping of research topics mostly irrelevant for the improvement and development of the current program. There exists only a limited number of research reports directed to the program improvement.
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Even if there were some research reports directly related to the national program, they had not been paid to the attention of policy formulatores due I believe to lack of systematic and institutionalized feedback mechanism. Therefore, it must be admitted that some of useful data had not been utilized for the program improvement.

As part of this effort to expedite the flow of research information to interested parties involved in research and in program implementation, the Ministry of Health and Social Affairs and the Economic and Social Committee for Asia and Pacific (ESCAP) cosponsored a workshop dealing with free flow of population information from May 30, 1974 through June 1, 1974. Various problems arising during the process of diffusion of information from information producers through various media channels to information consumers were discussed in this workshop. In pursuance of the resolution adopted by the workshop, the National Population Clearing House was established and is now being operated at the Korean Institute for Family Planning to facilitate the flow of population information.

Of course, the role of information distributor like the clearing house plays a very important role, but a very close and systematic cooperation and coordination between the researchers and the program managers are required to effectively utilize the existing research findings.

It is expected that during the fourth five-year economic development plan period (1977-1981), the program may face a few stumbling blocks in the way for its successful achievement of population goals due
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to several factors: 1) the children born in the baby boom period in early 1950s' have reached reproductive age range; 2) problems in contraceptive use effectiveness; and 3) problems in program management. To overcome these problems to maximize program impact, a systematic as well as continuous research support is required. For this purpose, it is important to utilize to the hilt the existing research findings for the improvement of the current program.

As mentioned previously, there has been a large number of researches conducted during one and a half decade since 1962, but both program managers and researchers have to reflect on the past achievements. That is, they have to pay attention to the way they handled research and the extent to which their research findings are reflected in the improvement of the national family planning program. It is important to maintain an amicable relation on the part of the program managers with family planning researchers and to provide some research topics to be undertaken by the research practitioners to help improve the family planning service. On the other hand, researchers should try to get to know about the current status of the program and problems facing it in an effort to help the applied research fit into the reality facing the family planning program. It seems this is one of the best ways to narrow the gap existing between researchers and endusers.

Presented is a point of view of a utilizer of research findings along with some problems facing the national program.
Selection of Research Topics

First of all, a priority should be set before a research is launched. It is of importance to conduct research in line with the fertility regulation target set by the national program. For this purpose, researchers have to get to know exactly about what kind of stumbling blocks are in the way for improvements and thus smooth progress of the program. The research topics have been most selected by research practitioners based on their major field of interest. This practice in topic selection has been repeated continuously. Though these studies undertaken by the researchers might enrich the existing knowledge about fertility and its concomitant problems, these studies may be of little use for improvement of the existing program.

Evaluation activities undertaken in the past tended mainly to deal with changes in fertility behavior, and knowledge, attitude, and practice of family planning. That is, measurement of effectiveness of the national family planning program was emphasized in the conduct of research. End of month report field by field workers to the central government was also analyzed to measure the demographic impact of the program, instead of analyzing the data for the purpose of improvements of the program itself.

Recently, the Korean Institute for Family Planning filed a report which has diagnosed the
Utilization from Policy Makers' Point of View

current status of the program and its problems based on existing research findings. This report recommends a new orientation in the implementation of the current program. This is a helpful guide for the program managers and other family planning practitioners in execution of their duties. A comprehensive evaluation of the program may be of significance, result of which may be directly reflected in the course of the program implementation.

Timeliness of Research Results

The research period of many of the studies carried out by the Korean Institute for Family Planning coincides with the government fiscal year. Therefore, it is possible for consumers of research to utilize research findings at the end of year or early next year. But the year by year program plan is usually formulated in October of every year. In many occasions, therefore, many of the findings could not be reflected in the proposed plan. Of course, some of the results of evaluative research remain effective for some years, but others are time-bound and therefore useless after lapse of a year. In this case, monetary input is made wasteful.

In this rapid-changing society, for the program to remain successful it is important to continuously diagnose the program, and if it turns out to be going on a wrong direction, it should be brought back to the right direction through speedy action to be taken by the program managers.
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It may be inevitable for evaluative research to take more than a year to measure fertility and status of the program. But making it a continuous project, researchers might be able to provide information needed for improvement of the program. Some of the problems detected by evaluative research may change their nature and become a chronic problem which cannot be easily solved. It is well known that program achievement report filed by the field workers and analysis on coupons distributed to acceptors are only part of the total process in evaluative research. As an alternative, it may be possible to collect necessary information by revising and thus complementing the contents of service statistics. In short, a continuous feedback and feedforward mechanism must be built into the institutional framework of research which will help improve the program effectiveness.

Presentation of Research Results

Even when research topics fit with the purpose of program improvement and results are recommended intime, the adoption of the recommendation depends largely on the nature of contents contained in it. The main reason for the policy recommendation not adopted is that some of the recommendations do not suggest a detailed alternative for the solution of problems unearthed. From time to time, it is observed that the recommendation tends to find fault with the program and to suggest direction of overall solution, without paying attention to the ways and means of
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going rid of the problem. Therefore, the recommendation is desirous to take into consideration of operational procedures of the existing program and its management, and socio-economic conditions. By so doing, it may well be described in detail, reflecting realities surrounding the program.

Evaluative research tended in the past to give emphasis on fact-finding about the program, and policy recommendation, designed to improve the program, remained insignificant. This tendency led to the complaints by program managers that "researchers seem to enjoy research for the sake of research."

From time to time, program managers adapted the findings to fit into realities of the program for utilization in population policy formulation. But the most desirous practice in this regard may be that detailed policy recommendation be made by researchers who have handled the problem area for a longtime.

Let us take an example in this connection. In an effort to expedite acceptance of contraception and to help eligible couples form small family norm the government authorized in 1976 a priority in public apartment contract award to those who undergone a sterilization operation. The adoption of this idea brought about a social clamor because no meticulous review of its negative impact preceded the actual adoption of the innovation. This problem popped up because it was not clearly defined as to who should be included in the category of "those couples with only two or less children." For example, shall the government provide the economic incentive to those couples whose ages are beyond reproductive age range
Utilization from Policy Makers' Point of View

but who have undergone sterilization operation. How about providing incentives to those couples who have no children due to natural sterilization. Is it no discriminating not to award a contract to the couples who are currently utilizing other contraceptive methods and have only two children? These problems are yet to be solved.

In this respect, whatever applied research it may be, its findings should be so tailored as to be easily reflected in policy formulation. To do this, a functional analysis is of significance which deals with both positive and negative aspects of a phenomenon, some of which are manifest and some others latent. The information to be unearthed in this process of research should be provided to program managers who in turn are in the position to make use of the information for the benefit of the family planning program.

Lack of Information for Program Improvement

The end-of-month report and the acceptors' coupons contain mainly information about acceptance by method and acceptors demographic characteristics. The data may, therefore, serve as a good indicators to measure the effectiveness of the program. But the data do not seem to provide detailed as well as accurate information about how to improve and manage the program with efficiency. Occasionally, through research valuable information was obtained to improve the existing program, but due mainly to lack of knowledge on the part of field managers of the program,
some of the meaningful findings could not be fully utilized. To solve this problem, the existing service statistics system must somehow be converted into the management information system through which management efficiency can be checked. Another solution to this problem may be to require field managers of the program to undergo training in relation to how to utilize meaningful information for promotion of the family planning program.

In the process of utilizing research findings in the action program by the field managers, some of the problems and defects of the program may be confirmed and thus solution to them may be mapped out. If they turn out to be very serious problems that need to be attended by researchers, it may be referred to them to investigate causes of the problems and to find solution. In this sense, information concerning program improvement may play a necessary role in the selection of topics for research. In short, information on service improvement once made available may help field managers to understand problems facing the program, and accordingly, a priority may be easily set in the selection of research topics. One of the most important missions to be borne by family planning practitioners, both management and research, is to produce information valuable for the service improvement.

In a nutshell, the national family planning program, as rapid progress takes place in socio-economic development sector, has expanded its shere of activities, and delivery service has been diversified accordingly. In the past, the service depended mainly on the national health network, but as the program is
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integrated into the economic development plan, service organizations have also diversified. Under this situation, evaluation activities need to pay close attention to improvement of the service. Under the conditions of diversified service networks, to attain a maximum effect with limited number of resources in terms of personnel and materials, the planning and management activities must be emphasized. Instead of paying main attention to measurement of program effectiveness, evaluation research should be directed to investigation of the process of program implementation, that is, program management sector should be emphasized in research. To meet this demand, the Korean Institute for Family Planning has undertaken a study to check the feasibility of introducing the aforementioned management information system into the family planning service.

In view of the fact that KIFP is designed to undertake research activities to evaluate the government family planning program with limited budget and personnel, it is desirable for KIFP to place a priority on evaluation of program activities of the government. For this purpose, a close cooperation between KIFP and academic research institutes is required to provide a good quality information to be reflected in policy formulation.
Role of University Researchers in Population Policy Making

by Kwon, Tai Hwan,* Ph. D.

Introduction
Population planning as an official government policy began in Korea in 1962 with the initiation of the first five year plan for economic development. Since then, the population planning programme, or the population control programme, has been an integral part of the national economic development plan. Before the announcement of a population redistribution policy by the government in 1975, the policy to curb rapid national population growth was the sole Korean population policy. Details of the recent population redistribution policy have not yet been properly articulated, and the major concern of the role and significance of various research activities and the means of problem identification and programme evaluation in population planning. Finally,

* Professor, Department of Sociology, Seoul National University.
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this paper will examine the problems arising from the conflicting role perception between researchers and policy or programme planners, and will suggest a way to improve coordination between them.

Adoption of Population Control Policy and the Role of Researchers

In most cases, researchers, mostly academics, participate in the policy decision making process through an advisory capacity in Korea. This has been particularly the case with population planning. Although there is a growing tendency for the government to boost so-called policy research, the relationship between policy formation and implementation and research, pure or applied, is still marginal and very much selective because of the prejudice of planners. The role of researchers and their limited participation in policy planning can be easily exemplified by the decision making process involved in the introduction of the national family planning programme in 1961.

The process of decision making to adopt the population policy, or the national family planning programme, was very simple and straight-forward. The idea, which was novel to policy planners, politicians, and high ranking administrators as well as the public, came from talks between two members of the Social Affairs advisory committee to the Supreme Council for National Reconstruction (SCNR) of the newly the government over population questions still revolves around the control of the rate of national population growth. So, in discussing the utilization of
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research findings in Korean population policy, it appears to be proper to limit our argument to the population control programme, or more specifically the national family planning programme.

The decision making process of the Korean family planning programme reveals differences from that typical of developed countries and also of many developing countries. Decision making has been one sided from the higher level to the lower level. A feedback process and integral approach have been greatly lacking. This is due undoubtedly to various circumstances surrounding the formation and implementation of the policy, such as the urgency of the population control problem, the paucity of knowledge on population dynamics, relatively restricted experience in population planning and, more broadly, the authoritarian nature of the Korean government bureaucracy. The role of research in the Korean family planning programme appears to have been shaped and restricted by these factors surrounding the decision making, and accordingly will be properly understood only in this context.

To sum up, this paper will be largely concerned with population control policy, or the national family planning programme, and will discuss the utilization of university research in population policy in relation to various levels of fertility decline. In doing so, it will first attempt to describe the patterns of, and circumstances surrounding, decision making in introducing and implementing population control policy in Korea. Then the discussion will proceed to established military government. The two members
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were Dr. Whang Kyung Koh, Dean and professor of Sociology, Seoul Women's College, and professor Hae Young Lee from the Seoul National University Sociology Department. At the request of Dr. Koh, professor Lee prepared a proposal recommending to SCNR a population control policy for the development of the national economy. The proposal was examined by the advisory committee of Social Affairs and then by the advisory committee of Economic Affairs. Finally it was submitted to and accepted by the Supreme Council. The first announcement of the introduction of population planning policy came in October 1961, only two months after the initiation of the movement, at the first press conference of General Chung Hee Park. General Park was then the Chairman of the Supreme Council for National Reconstruction, the top decision making body of the temporary military government. A newspaper report of the announcement reads as follows:

General Park stated that the Ministry of Health and Social Affairs was examining and preparing a proposal for a new national movement called 'family planning' in order to control population growth. Claiming that the unchecked expansion of population would interfere with the success of the economic plan, he indicated that a new national government plan would be implemented, not through registration, but through a voluntary national movement. 1)

1) Article from the *Dong-A Ilbo* on 18 October 1961.
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From this brief statement and the observation made above on the decision making process in the adoption of the national family planning programme, we can extract the major characteristics of the government population policy in its initial stage. The policy was concerned with the national economy and was aimed at curbing rapid population growth. The sole means for implementing the policy was fertility control through a family planning programme based on persuasion. These basic characteristics have undergone no fundamental changes until now. Another important aspect here is that the policy was adopted suddenly. Although there had been at that time some scattered efforts to promote the idea of family limitation and population control among limited groups of individuals, consisting of social scientists, medical doctors and missionaries, most of the population, including politicians and responsible policy makers, were rarely exposed to any discussions or ideas of population control. Moreover, pronatalistic views prevailed all over the country despite the rapid dissemination of induced abortions in big urban centers. Even in universities, few population courses


were offered and naturally no comprehensive research on population problems was conducted before 1962. In other words, Korea's population policy, which has been so successful, was introduced without due preparation.

This kind of sudden introduction of a national policy without any due assessment and preparation appears not to be unique to population policy in Korea. One of the underlying reasons for this might be the short history of government initiated national planning which began only in 1962, with the first five year plan for economic development. Also, the twenty year period between 1940 and 1960 marked an era of social and political turmoil causing problems in every aspect of social life and creating a lacuna in the awareness of the changing societal conditions of the country. Throughout the 1960s, and into the 1970s many problems which needed immediate attention were floating on the surface with only a small number of eyes and hands to pick them up.

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There might have been no time or need to look under the surface to identify problems and assess their nature. Because there was scarcely any concept of development and planning in Korea before 1960, it was not easy to identify the problems floating elsewhere. Population problems were, in this sense, among the fortunate first which caught the eyes of top ranking planners.

With the announcement of the population control policy, organizational arrangements were hurriedly made for the family planning programme with the active participation of university-affiliated medical researchers, who had been involved in small scale activities to promote family planning campaign earlier, in the late 1950s and the very early 1960s. The failure to sell the idea of a population explosion to the responsible political and administrative figures before 1961 can be partly explained by the belief system, or the poor understanding of population questions, of the top political figures at that time. It is well known that President Seoung Man Rhee, who ruled the country until 1960, regarded population size as an index to measure the strength of the nation's wealth and its defense capability. On the other hand, Premier Myun J. Chang, who was in power barely for a year before the military take-over in 1961, is known to have been against any idea of population control due to his Catholicism. This fact clearly points out the importance of the perception of population problems by the leadership in initiating population control policies in Korea.

5) Caldwell, op. cit.
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Another significant factor favouring population control policy formation in the very early 1960s was a high population growth rate revealed by the 1960 Population and Housing Census. The annual growth rate of 2.9 per cent during the 1955-60 period came as a shock to many scholars who were interested in population phenomena, and accordingly prompted various activities, though short lived, to warn about a population explosion in the near future and urge a movement to limit family size. This high growth rate became a convincing issue in various arguments for a new policy to control the rapid population growth.

From the above observations, it is clear that a few social and medical scientists played crucial roles in the decision to develop a population control policy and in the initial formation of the policy. But their participation was rather accidental in the sense that they were never asked by the government to work on population questions in an official capacity. What they did was put forward their personal arguments to responsible politicians to be reviewed. On the other hand, research on the population situation in Korea had nothing to do with the formation and implementation of the policy at the beginning. The information used was the simple fact of recent population growth and its economic and demographic implications under some very crude assumptions. There is no doubt that this was due mainly to the fact that few population research works had been written in Korea at that time, but it is still significant that no substantial research was requested by the government.
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before the final decision was reached. This experience, coupled with a rapid decline in fertility and growth rate after the implementation of the policy, appears to have contributed to some extent to form a certain attitude, or a prejudice, among population policy and programme planners toward the significance of research in policy formation and implementation. This point will be discussed in more detail in the later part of this paper. Anyway, the adoption of the national family planning programme in 1962 greatly activated research activities in the field of population, and most of this research was action oriented. Now let us turn the discussion to population research since the 1962 and its implications for action programmes.

Family Research Works

The status of population studies in the 1960s is briefly summarized by the following quotation. This statement still applies largely.

The Population study... is a relatively new field in Korea, having begun about fifteen years ago (in the early 1960s). The study of population was greatly encouraged by the initiation of the family planning programme in 1962 and the establishment of several research institutes around 1965. Although there were some studies of the Korean population before 1960, even in the 1930s, these were mostly un-
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dertaken either by foreign scholars whose main interests were not in the Korean population, or approached from various fields other than demography. . . . . They cannot be reconciled with the entire context of Korean demography. Moreover, they were mostly descriptive and lacking in technical analysis.

Besides increased international interest in the population of underdeveloped countries, the main direct impetus for population study in Korea was the drawing up of the first five year plan for economic development in 1962. The major interest in population was in two problems associated with economic development planning: first, the measurement and estimation of the present and future size of population and the labour force, and second, the control of rapid population growth, which is known to have an adverse effect on economic growth in Korea. As a result, a large proportion of demographic studies in recent years have been done with special reference to future population projections and the family planning programme, and others also tend to be related to or restricted by one of these two subjects.6)

With the implementation of the family planning programme, action oriented surveys on fertility and family planning initiated by several university-affiliated research institutions. The government stated in 1964 to conduct annual surveys of a similar nature.

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Vigorous interest in measuring various demographic indices also appeared in the latter part of the 1960s. The major action oriented surveys in the early period of fertility control in Korea include 7):


_A Study on Urban Population Control (Seoul), 1964-66, by the School of Public Health, Seoul National University (SNU);_

_Rural Society and Family Planning, 1962-64, Medical School, Yonsei University;_

_Differential Fertility in a Korean Middle-Sized Town, 1965, Population and Development Studies Center, SNU;_

_Induced Abortion, 1964 (in Seoul), 1965 (in rural areas), by S. B. Hong, Medical College, Korea University._

_Fertility and Migration of Seoul City, 1966, by the Institute of Population Problems._

All these early surveys aimed at providing baseline information for the evaluation of the newly adopted family planning programme. All of them, except the national surveys conducted by the Ministry of Health and Social Affairs, were financed by the foreign funding agencies, mostly the Population Council in New York. The kind of information available from the surveys was largely limited to tables.

7) _Ibid._ pp. 6-7, and Hae Young Lee, _op. cit._
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from marginal tabulation. The analysis of the results was rarely comprehensive. There is no particular evidence that the government made any attempt to utilize these works for the formation of population control policy. This was partly because the government was inexperienced at utilizing research for policy formation and implementation purposes. It was also true that the surveys, though mostly action oriented, were not at all adequately designed for an action programme.

The survey results, nevertheless, served as the most important guidelines for the development of the family planning programme. The surveys not only identified the initial conditions of fertility control in Korea but also produced highly consistent findings concerning the fertility and family planning related behaviour of Korean women. These formed the base for any judgement on the development of detailed programme strategies by the end of the 1960s. Toward the late 1960s, there appeared some efforts to evaluate the family planning programme in more specific terms, but the efforts seldom received any response from the government or other responsible organizations. At that time, most population planners and architects of family planning pro-

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Programmes were preoccupied with the dissemination of knowledge and methods of family limitation and were contented with the apparent rapid decline of fertility. Accordingly, the evaluation was mostly limited to the points being raised by these general trends of fertility family planning information dissemination. Vigorous interests in detailed aspects of fertility behaviour and the family planning programme began to show in the very early 1970s, when warnings that the family planning programme had reached a bottleneck were flourishing.

Another important fact about the early surveys may be that the researchers involved were mostly in the universities. The majority of those who had worked on the survey, for independent research institutes also joined to universities later. The researchers were divided into two groups in terms of their speciality: medical science, largely public health, and social science, largely sociology. This amply indicates the crucial role played by university research or university researchers in the early stages of the population control programme in Korea. Though the quality of research was relatively poor, as was mentioned above, the findings were always referred to as the base for programme evaluation in the later years, which led to overhauling the family planning programmes in the early 1970s.

Most of the participants in the early surveys on fertility and family planning were recognized, through their research, to be experts on population problems or family planning and thus came to serve as
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government consultants in the field. Also the university institutes involved in this research continued to grow as the major population research institutes in Korea. The rapid accumulation of demographic knowledge about Korea since the mid-1960s cannot be dissociated from the university research activities, which in turn played a major role in directing the population control program and giving it a firm shape. In addition, the university institutes have been the major producers of population expertise, through research and teaching, and thus have functioned as the most important suppliers of trained manpower in the population field in Korea. In short, the contribution of university researchers and research institutions was most significant until the end of the 1960s, allowing for various conditions surrounding population policy at that time. The researchers were rarely asked, by the government or responsible family planning agencies, to do any kind of policy research within a specific problem area. Instead their involvement was voluntary and guided by their own interests in and awareness of population problems.

Recent Research and Its Links to Policy

Entering the 1970s, the research activities of university institutions and faculty members in the population field began to grow substantially. However, this has not significantly changed the position of university researchers in family planning decision
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making and population planning, despite an ever increasing demand for policy evaluation and re-shaping. Until now, university researchers have been involved in population policy almost invariably in the capacity of consultants, rather than as expert researchers. In the 1970s, several non-university-affiliated population research institutes were established, including the Korean Institute for Family planning, and many other institutes in social sciences started to conduct population related research. As a result, studies on population related topics have been flourishing since the early 1970s, and new research areas, such as the value of children and population education, were introduced and have received a great deal of attention. Most studies, except for purely demographic ones, were centered around family planning and population growth implications, to make at least partial contributions to the population control programme.

The increased demand for policy research and the broadening perspectives in population questions were largely the outcome of the plateau in the rate of population growth in the late 1960s and the early 1970s, which in turn was interpreted as a warning to the national family planning programme. Accordingly, various program evaluation studies were conducted from many different angles and varying perspectives.  

9) Some argued that a family planning or-

9) For example, Korean Institute for Family Planning. The Urgent Task Confronting the Research-Evaluation Work
oriented population policy had its own inherent limit to lowering the level of population growth, and therefore more comprehensive policies should have been incorporated into the national development policies. Others proposed redirecting the current family planning programme which was criticized as being based on a clinical approach. Incidentally, the same kind of argument was also pushed by various foreign family agencies. Thus population policies have undergone overall revision in line with the arguments. The IE & C (Information, Education and Communication) approach, the population education programme, the mother’s club approach, and the education programme for unmarried young girls in industrial firms were examples of the new policies thus adopted. Some concerns over improvement of the family planning delivery system were also expressed.

What, then are the main differences in the patterns of decision making and the role of research, including that of university institutions, between the 1960s, and the 1970s? There is no doubt that the government has greatly strengthened and enlarged population control activities through the 1970s. However, the role of research and researchers in the un-

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University and the pattern of their involvement in population policy making has changed little. They were rarely requested to identify problems areas or to evaluate particular programmes on the grass roots level. The researchers had to sell the findings of their study, thus creating pressure on the planners to modify the current policy or programme and to initiate new strategies. Accordingly, as far as the policy implications were concerned, the quality of research had only secondary significance. More important were the personality of researchers and the publicity of research findings. This would have been natural if we allow that policy planners in the government, particularly in population, have rarely been experts in the field. But it also cannot be denied that another partial reason for this is that the government developed neither organizational arrangements to examine policy implications of research works nor mechanisms built into each programme to identify specific problems. It was only very recently that considerations began to be given, partially as a response to the persuasion and pressure exerted by international funding agencies and research organizations in the field of population activities, to interpret research findings in terms of policy purposes and to translate them into policy terms.

Necessary information needed for government population control planning has been provided mostly by the KIFP throughout the 1970s. The Population Policy Secretariat, which is located at the Korea De-
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development Institute, has played an important role in guiding population policy for the last few years. The Korean Education Development Institute has been involved in developing in-school population education programmes since the mid 1970s. In short, the government came to rely heavily on these semi-governmental research institutions in formulating and evaluating various policy programmes and strategies in the 1970s. This means, in another sense, that contacts have been weakened between university researchers and officers in charge of the government programmes. However, the emergence and involvement of these semi-governmental research institutions in population policy research did not reduce the role of university researchers or research institutions at all. It rather provided university researchers with a forum for the exchange of opinions and research findings by inviting them to their research activities and policy recommendation meetings. In other words, university researchers, both affiliated with the population research institutes in the universities and those working individually, have been given a greatly enlarged opportunity to became involved in policy research and recommendation formulation. These new developments helped university research institutions review the research areas they should work on in the future and the quality of their research. Most university population research institutes have clarified the areas and particular aspects of their interests in line with the capacity and specialty of the staff. The general KAP type of survey has been
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avoided, and each institute has initiated new research, distinctive and well defined. However, it should not be overlooked that population research institutions affiliated with universities still are only few in number. They work on selected topics leaving many important areas untouched, and are somewhat isolated from the government organizations in charge of population policy.

Mutual Perception of Researchers and Policy Planners

It was repeatedly mentioned above that university researchers in the field of population have been involved as consultants in drawing up population policy since the inception of the national family planning programme in 1961. However, the role which they have played indirectly has been much more important. They not only guided the major directions of population policy but also evaluated various problems of policy programmes. But the function of evaluation, to which researchers attach the primary importance among various roles they conceive, was often viewed by policy planners as harassment. From the perspective of researchers, policy planners were frequently viewed as immune to criticism, authoritative, and not supportive to research. In other words, both perceived the other as being uncooperative, sometimes in a conflicting role. The unfavorable perceptions of the other party by
researchers and policy planners appears to have been brought about by the lack of working relationships between them, which, in turn, was responsible largely for the lack of an organizational arrangement in the government to promote policy or problem solving research and the utilization of research findings for population policy.

For policy planners, most research works were not at all adequate for practical planning purposes. The research findings were mostly described in technical terms, and the articles were not usually comprehensible the ordinary persons, including the planner. Those in charge of population policy formation and its implementation in the government were rarely experts in the field. They were ordinary government administrators assigned to the job for a limited period of time. There has never existed any separate planning body for population policy within the government. It is often heard in population circles that a government official in charge of population planning is transferred to another position when he manages to learn something about population and begins to develop interests in his job. In this situation, professional research works cannot be expected to be interpreted in policy terms by policy planners themselves. Because of their ignorance of the workings of population, they tended to develop an attitude that 'research is for researchers and planning is for the government', and there is no happy marriage between them. Also, what planners,
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needed in population control policy were simple recommendations with simple justifications, which most professional research works, pure or action oriented, could not be satisfied with. Professional studies have their own criteria for quality evaluation, which are pushed unwittingly by their own academic or professional communities.

Planners are oriented to the future and eager to have their programmes based on current or very recent information, while the information from research, when published, is somewhat out of date and accordingly is of limited and diminished value for the planning. This is particularly true in a change ridden society like contemporary Korea. In addition, researchers rarely claim that their findings are definitive, and their findings are not consistent always with those from other works.

Another important aspect is that whenever planners realize a problem in a particular policy, they tend to want a solution immediately. Most such problems are spelled out by researchers previously with the claim that research is needed in the area. But ironically, such research is seldom supported by funding agencies, including foreign funding agencies. As a result, when the researcher is asked to provide a measure to tackle the problem he raised, he is not in a position to do so. His advise, therefore, often turns out to be a common sense statement.

All these factors appear to have encouraged population policy planners to develop negative attitudes toward the significance of research, in particular basic
and academic research, in the formation and im-
plementation of population policies. Marked declines
in fertility since the initiation of the national family
planning programme, which have been interpreted by
the government as the most convincing evidence of
the success of the government policy, seem to have
functioned to support such biases. For them, what is
needed is consultation, not vigorous research.

On the other hand, researchers always assume, in
conducting research, that no programme is perfect
and therefore it has room for improvement. In an
extreme case, research is guided to solve problems re-
gardless of their significance in the entire programme,
while the government officials are eager to earn credit
from the same programme. This naturally portrays
the picture of researchers as 'trouble makers' rather
than 'trouble shooters' in the mind of planners. To
researchers, however, population planners in the go-
vernment are usually unidentified and unaccessible.
Researchers often feel difficulties in communicating
with planners largely due to their lack of expertise
and narrow perspectives in population questions.
What they often choose to do is pursue a pro-
gramme with short term effects. It seems that the pri-
mary concern of programme planners is with their
achievement while in the office, which is vital for
success in the current Korean bureaucracy. Under the
present circumstances, the researchers' ideals and the
planners' need to protect themselves cause conflicts.
More and more, the government official turns to
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can exercise significant authority.

It is often heard from the programme planners that research is money-consuming and if the money is used for an action programme, there will be at least some positive effects. Also, they appear to have the idea that population research works are all alike and thus repetitious. The idea leads to the conclusion that there is too much research and accordingly too much fuss. But it is important to notice that the government has provided almost no financial support for university initiated population research and that the total sum used for research including grants from foreign funding agencies has been negligible. This points to the planners' lack of appreciation of the functions of research in an action programme and of the very nature of research itself.

As far as policy research is concerned, university researchers are usually in a defensive position. The most important reason for this defensiveness might be the poor quality and looseness of their works, and their poor applicability to policy needs. If the researchers improve the quality of their work and their perspectives in population planning, their image, held by planners, may change drastically. But this is still very unlikely under the present conditions. Considering the diversity, intensity and quantity of the demand, the group of qualified researchers is too small. In other words, without substantially broadening the base of population research, both in manpower and funds, it will take some time for popula-
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In universities to become satisfactory in terms of policy considerations.

Conclusion

In concluding the present discussion, we will summarize briefly the observations made above and present a few recommendations for improving the linkage between university research and the policy process in population control. In the following, the observations made so far are summarized first.

1. University researchers played a decisive role in introducing and shaping the population control programme throughout the 1960s. The government rarely took any initiative in population planning. They were persistently in a passive position to respond to the voluntary activities of some selected social and medical scientists.

2. The early population control programmes were not based on research findings at all. The later programmes also have had a weak research base. Little attention was paid, by the government, to population research, particularly that of the universities, and accordingly population research in universities is still very limited in both quantity and scope.

3. The most distinctive participation of population researchers in the university is through a consultant capacity. Their role was largely to evaluate the government programmes in general terms.
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The direct utilization of research works in population planning rarely went beyond this limit.

4. With the establishment of several semi-government research institutes in population and development in the early 1970s, the amount of population research increased and the opportunity for university researchers to be involved in population investigations was substantially enlarged. This also prompted university institutions for population research to clarify their interests and directions in line with the specialties of the staff. These, however, contributed to reducing communications between the researchers and the planners to a negligible degree.

5. Because of the lack of interest in research among the planners, the quality of research has had only secondary importance in its policy implications. More important were the researcher's acquaintance and sociability with the planners, the ability of a researcher to publicize his own work, his position and authority, and so on. In other words, research findings were utilized rather randomly, without a systematic review.

6. The researchers and the planners had mutually conflicting perception of each other. To the planners, most research works do not have any policy relevance. They sometimes held a bias that research is a time and money consuming activity. The low estimation of the importance of research among the government planners can
be seen through rare government support for population research in universities. On the other hand, the planners are usually viewed by the researchers as non-experts in the field, bureaucratic-minded, unaccessible and unidentified.

7. Most in the field of population are authoritarian. No organized, systematic policy process within the government is identified in the field of population control. This prevents university researchers not only from being involved actively in population planning, but also from developing critiques and previews of various action programmes. As a result, the programme evaluation and policy recommendations by the researchers are usually too general, too vague, and of little practicality.

8. In planning and implementing population control policies, there is no clear role or position differentiation between planners and administrators. In other words, most of the planning roles are played by ordinary administrators. This very fact not only hinders researchers working with the government in population planning, but is responsible for the planners' self-protectionism from any outside criticisms. As a result, it was seldom attempted to translate research findings into policy terms either by the government or by the researchers.

Finally, for better utilization of university research in population policy, some basic recomm-
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endations which are directly suggested from the above observations are presented below. They are:

1. To establish an ad hoc population planning agency in the government. The organization should be staffed with experts in population and planning, should be geared to keep consistency and continuity in its functioning.

2. To set up an ad hoc committee to review research works and their policy implications. Active participation of researchers should be invited. This will increase substantially the research base on the government population control programmes and discourage authoritarian type decision making in population planning.

3. To introduce built-in evaluation mechanisms in each policy programme. This will enable the planners to locate problems closely and in detail. If problems are identified thus semi-automatically, population research will increase considerably its utility in, and relevance to, population planning.

4. Active support should be given to purely academic studies and university research institutions in population by creating government funds for population studies. This will contribute to rapidly accumulating knowledge about the patterns and trends of population, and about the changing relationships between demographic conditions and socio-economic development, and between demographic behaviours and the way of
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life in general. This will shed light upon the
general directions of the government policy with
long-terms perspectives, as well as upgrade the
quality of policy research in population planning.

Reference


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A Strategy for Research Utilization in Family Planning
Information, Education and Communication

by Park, Heung - Soo, * Ph. D.

Current Status of Research in IE & C in Korea

A total of 151 studies have been carried out in Korea in the field of family planning information, education, and communication. Some of them are results of literature review and some others are those of field surveys and experiments. According to the Bibliography on Population and Family Planning in Korea, published by the Korean Institute for Family Planning (KIFP) in 1977, 91 out of the total studies represent in-school education for family planning and population, 41 information and communication, and the remaining 19 out-school adult and youth education. In short, in and out school education combined represents approximately 70 per cent of the

* Professor, Yonsei University.
total studies carried out in Korea.

Monographs and articles concerning persuasive communication and flow of information have dealt mainly with source of communication, channel, audience, and message. There are few integrated study covering the entire process of communication. These studies were mostly descriptive in nature, chronologically describing what has been done in the course of the family planning program implementation. Research on in-school education has given emphasis on the development of curriculum on population education to be built into the regular educational program of middle and high schools and universities. Accordingly, a series of experiments in class have been conducted to evaluate the feasibility of adopting the newly designed curriculum which contains population problems. Research has also been directed to developing an effective teaching method in imparting knowledge about population problems in university education. Data on out-school education show that researchers in this field are interested in development of educational materials for adult and out-school youth. Attention has also been directed to the study on process of dissemination of information to them who have limited access to the national program.

The review of the studies also reveals that in terms of quantity, excluding qualitative evaluation of research contents, a majority of data deal with in-school education for middle and high schools, and universities. Education directed to the youth, as is widely known, is designed to prepare them for the future when they will get involved in reproductive activities.
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That is, it is a population socialization program in nature implemented in expectation of meeting future problems likely to face the nation. Unlike this in nature is the family planning persuasive communication directed toward the eligible married women scattered across the country. The impact of their reproductive activities is direct as well as immediate. Therefore, it is urgent to induce change in their traditional culture, norm, attitude, and behavior related to fertility in favor of family planning. Out of a total of 41 studies conducted in the field of communication and information, few of them has dealt with a comprehensive strategy for persuasion. Most of them are descriptive in nature and fragmented piece of research which are not interconnected. In view of this lack of comprehensive research in the field of communication strategy, it is highly desirous to give emphasis in research on the development of an effective strategy for persuasion. This argument seems to be justified in view of the fact that the national program is most likely to face a series of stumbling blocks in the way of family planning acceptance as many of prospective acceptors do not seem to have been motivated to adopt family planning. Up until recent past, a majority of new adopters had already been motivated to accept family planning as they attained desired number of children and thus they were ready to practice it when delivery service was provided.

Research on population education for those involved in regular school education is widely carried out and it deals with the contents of population education
and methodology with which the contents can be effectively imparted to the captive audience in school system. However, scanty research is conducted in the field of outschool education for the youth and adult now engaged in self-employed work or complex industrial organizations. It is felt that there needs to be some research out of which a comprehensive strategy to cover this audience can be mapped out.

Moreover, due to lack of close coordination among organizations involved in population and family planning research, some of the studies have found to be overlapping and fragmentary. Since donor agencies are varied, both domestic and overseas, it may be difficult to manage this problem perfectly, but a research note may solve this problem, by circulating it to individuals and organizations involved in research in this field.

It is also questionable whether research findings are reflected in the formulation of population and family planning policy in Korea. In expectation of future application by policy makers as well as by other interested parties actively participating in population research, major findings which may be of significance for the purpose of effective implementation of the national family planning program are purposefully selected and summarized in the following. After the review of the findings, a suggestion will be made as to an effective utilization of existing research results.

The summary is divided into two sections: the first section reviews research literature on in-and out-school education and the second section deals with communication and information. In each section the
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Studies covered in this review are chronologically presented in the order of publication dates and years. But some of the studies related to each other have been put together sequentially. The objectives of each study, sampling technique, findings, and recommendations are presented in that order.


Sample Size and Sampling Method

In view of the exploratory nature of the survey objectives, a total of 1,000 currently married women below the age of 45 were randomly selected from three areas; metropolitan city, 500; medium sized city, 250; rural villages near the selected medium-sized city, 250. Those sample was drawn by following way. After multi-stratifying the subject areas with regard to the administrative units, proportional random sampling method was used within each cluster. Personal home interviews were conducted by interviewers.

Objectives

The objectives of this study are to evaluate the current family planning promotional program and to provide data useful in planning future communications strategy. Specifically speaking, it was to ascertain the effectiveness of the radical new slogan, "Daughter or Son, without distinction; stop-at-two and raise them well" in limited area of Korea.

Summary of the Findings

Most women are aware of the term, "family planning", and know how to use one or more con-
traceptive methods. Most women (84%) have been exposed to various family planning messages through the mass media. In view of the relatively short time span of less than one year, the current family planning slogan, “Stop at Two”, is recognized by a surprisingly large proportion (81%) of the currently married female population. Although there are positive correlations between the degree of exposure to family planning communication and attitude toward and practice of family planning, the current “Stop at Two” slogan is not accepted by the majority of the women. This is particularly conspicuous in the rural areas and among older and lower status women where the traditional value of a male heir is strongest.

On the other hand, nearly half of Seoul women agreed with the “Stop at Two” slogan and one-fourth expressed their willingness to stop at two, to give their children proper care and education. The upper and middle class women in Seoul and young women are far more enlightened about the need for family planning than rural, lower class, and older women, probably for a variety of reasons, among which is included greater exposure to the mass media and to family planning communications.

Recommendations

It is suggested that mass media support for the “Stop at Two” movement should be continued. Among the various mass media channels, more emphasis should be placed on TV, since its influence may be expected to grow. It is important that the “Stop at Two” messages be incorporated rapidly into developing population education programs in the schools;
prior to the education and maturation of another generation of young people with strong boy preference and male heir values. To accomplish these objectives, the specialized family planning program media sources, field workers and mothers’ clubs must be utilized in order to have access to the less urbanized, lower status, less well educated and older women. In order to change the boy preference and necessity of male heir, though imaginative use of television and radio, dramatic portrayals of the reward punishment consequences of limited and excess fertility behavior should be made.


Sample Size and Sampling Method

Personal face-to-face interviews were conducted in five areas: 240 in Seoul, 360 in peripheral Seoul, 300 in medium-sized city, 300 in Young-dong community and 300 in rural areas. In total, interviews with 750 males and 750 females were completed. The method of sample selection employed was multi stage proportionate probability sample of households in each area of study. Within each household selected only one respondent was interviewed, either a male or female fertile spouse, never both.

Objectives

This 1974 study is essentially a follow-up of the 1972 survey. However, it included a few more elements that were lacking in the previous research.
These were: 1) addition of male respondents; 2) addition of Yongdong, a small town, in the sample; 3) addition of several questions regarding interpretation of involvement interest in family planning, and deletion of several questions on contraceptive method used.

Summary of the Findings

a) Radio is the most-mentioned source of family planning, followed by friends/neighbors, newspapers, health centers, general magazines, TV, spouses and family planning workers.

b) Ideal number of children in 1974 is about 3.0 (among males 2.8 versus 2.9 among females). This represents a healthy decrease from the 1972 female level of 3.3. The most part of this decline is due to the 20-29 and 40-44 year olds, the lower class and central/peripheral Seoul dwellers as well as rural area dwellers.

c) One half of all respondents stated that they would most like to live alone with their spouses in old age; about 20 per cent, with their eldest son.

d) There indicated 30 per cent increase in respondents who would stop at two, compared to those of 16 per cent in 1972. This acceptance is significantly varied by location. Primary reason for acceptance of the slogan is "for education", or "economy"; reason for disagreement is still based on Confucianism.

e) The leading source of recognition of any slogan is radio, followed by newspapers, TV,
posters/stickers and monthly magazines. The media more effective among males are newspaper and posters/stickers. Media more effective for female are radio, TV, and monthly magazines.

f) One-in-three respondents have been visited by a family planning worker during the past two years; 3 times in average to the ever-contacted. These varied by location, that is, the more frequently contacted in rural area. The extent of feeling helpfulness also changes by location, while the majority of the ever-contacted said it as helpful.

g) Overall, 51 per cent of males and 46 per cent of females indicate they are presently using contraceptive devices. In making the decision to begin contraception, the wife appears to be the major decision-maker. But only 19 per cent of males and 22 per cent of females under 30 years of age presently practice family planning.

h) Most (67%) of the respondents listen to radio nearly everyday, while 70 per cent watch TV from time to time. Drama series are the most-preferred program for both male and female. And more males (58%) read newspaper nearly everyday than female (32%).

Recommendations

They urged that the detailed findings in the report be utilized to:

a) Maximize efficiency of mass media, cutting
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unneeded fat, thus, increasing resources available for interpersonal communication;
b) Develop additional value-oriented slogans, themes, or messages;
c) Develop a control system for insuring efficient field-worker contact. There should be a score-card for each field contact, to be reviewed and synthesized by supervisory personnel for KIFP decisionmaker.


Frame of the Paper

The author classified factors through which new values and goals are being accepted by the people in an action program, as communicator bound factors, recipient-bound factors, situation-bound factors, goal object-bound factors. After explaining those factors sociologically and social psychologically, the author proposed seven items where more careful attention must be paid as far as the communication strategy in family planning in Korea is concerned.

Recommendations

a) Delayed effect of communication—understanding delayed effect of family planning must be shared not only among change agents but also among planners.
b) Communicator and communicability—change agent should be well qualified as persons who
could talk and listen (communicable) to recipients.

c) Value-incompatibility and low fertility motivation—replacement of traditional value with modern family value is major obstacle. Before motivating people, there must be some effort to reduce feeling of ambivalence.

d) Mass media and personal communication—for the purpose of legitimacy and for creation of supportive norm, more mass media should be utilized. For immediate and effective change of individual’s attitude, personal communication must be encouraged.

e) Stages and continuity in communication—identification of various communication stages of target and accumulative, simultaneous repeating, and continuous message presentation are recommended.

f) Target audience and strategic base—concentration of efforts on chosen number of innovator, then on rest of people and changing group norm to which a target belongs are helpful.

g) Procedural problems and follow-up—some possible unfavorable side effect should be well informed to prevent it from spreading to prospective adopters. Follow-up service is needed to make a user susceptible to new information of family planning and active in cooperation for the program.
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Objectives

This is the progress report of telephone counselling services of family planning to the segments of the population who are not adequately served by the family planning program at present. This program was initiated by PPFK, and this is the results of analysis of progress for a half year.

Analysis Results

a) The total number of phone calls during 155 days investigated was 1,380 cases, which, in turn, represent 8.9 calls a day. It turned out that a large proportion of the callers were male. The male callers showed attention to vasectomy by 56 per cent; while female callers, to IUD/oral pill.

b) The content of the questions was mainly related with the contraceptive methods. Especially, there was a tendency of enhanced attention to vasectomy; nearly half (48%) of the questions was directed to vasectomy.

c) The question about induced abortion as a means of getting rid of unwanted pregnancy, occupied 14 per cent of all questions. They may tend to regard induced abortion as a method of family planning.

d) According to the referral of the information source about this service by callers, the results of publicity through each media turned out as follows: The most frequently referred media was radio (30%), followed by new-
spaper (26%), TV (24%), relatives (12%), and magazines (2%). Those printed media and radio were useful to male respondents; audio-visual media, to female.

e) The cost-benefit was highest for newspaper, while in the case of radio and TV, it was ten times and twenty times lower, respectively, than that for newspaper.

f) The age group of callers: more than half (55%) was in thirties, and 26 per cent of the callers were in twenties. The percent of female was 71 in twenties, and 34 and 17 in thirties and forties, respectively.

g) Those callers were not restricted to phone owners; more than half of the callers used a public or office phone. The majority of callers (68%) were residents in suburban area.

Recommendations

a) The activity, telephone counselling services of family planning, must be consistently continued, because of the high credibility of counsellor (PPFK), of the anonymity and convenience of the callers in getting family planning information and service.

b) The publicity of this service should be kept on, because of the accumulated stimulus for the general public, and for acknowledged credibility of this service.

c) Publicity through newspaper is most effective in terms of cost-benefit and retention of the information.

d) The charged telephone counsellors must be on
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duty in three shifts for a day in order to be kind and substantial in response.
e) The telephone for counselling should be taken only as the receiver.


Objectives

In 1972, family planning telephone services were inaugurated in Taipei, Taiwan and in Seoul, Korea. Although these two pilot projects began independently and differ somewhat in emphasis, they share many similarities in background, setting and operations. A comparison of results from the first ten months of the Seoul program and the six months of the Taipei program is offered as a possible guideline for other countries considering a similar service.

Summary of the Findings

These services had an important role; both services have proved to be an inexpensive and effective means of providing counselling, referral and information on family planning, contraceptive and sexual matters. It turns out that a large proportion of the callers are young, unmarried, and male; that is, segments of the population are not adequately served by either family planning program at present. Those callers were not restricted to phone owners; more than one half of the callers in each city used a public or office phone.
Extensive publicity of the service during the initial stage is essential to its success. The number of phone calls, at least at the start, seems closely correlated to the kind and amount of publicity given the service. How much continued publicity is needed and for how long is not known yet. Knowledge of the service has spread by word-by-mouth, and there has been an increase in referrals from relatives, friends, and neighbors.

Whether the cost justifies the service depends partly on what value is placed upon having a reference source that preserves the anonymity of the caller (a point difficult to evaluate) and an estimate of what percent of the population do not have access to other sources of information. The phone service has also proved to be a useful guide to some of the problems people experience in getting family planning information and service from other sources.


Subjects and Sampling Method

In the national survey study conducted by the KIRBS (Chung, Palmore, Lee & Lee, 1971), a national sample of 1,883 currently married women 15-44 years of age was obtained and the wives' socio-demographic and psychological characteristics were extensively studied. For the present study, 65 women receiving the highest scores of 10 on the persuasion behavior scale were compared with those women who received a zero score. There were 505 persons in the sample.
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who received zero scores. From these, 67 women were selected to serve as the comparison group. The study group and the comparison group were matched with respect to place of residence.

Objectives

The major purpose of this study was to identify active family planning diffusors, to analyse their socio-demographic and psychological characteristics, and to describe their fertility characteristics and birth control behavior.

Summary of the Findings

The active diffusors were defined as those women who were not only transmitting family planning information, but also trying actively to persuade others to adopt family planning.

a) The average age of the active diffusors in the present study was 35 years, and the 55 percent of the diffusors had not gone beyond middle school, and 47 percent of them were urban residents, having more than three children.

b) The active diffusors tended to get involved in more social activities, to have more religious affiliations, and to come from higher socio-economic status families than non-diffusors.

c) The active diffusors were found to be more developmental in value orientation and modern in their attitudes, and, furthermore, they were surrounded and influenced by

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the people who themselves approve family planning and exert an innovative environmental pressure for the women.

d) Active diffusors do not merely speak of family planning but actually practice family planning, and 46 per cent of the women have had an experience with induced abortion.

Recommendations

They recommended to search out information diffusors in family planning in every village and to train them because many women receive family planning information from non-experts and the information they obtained in this way exerts a great deal of influence on the making of one’s decision about family planning. They also recommended to study further about the influences of religion and socio-economic status in shaping a woman into an active diffusor of family planning.


Sample Size and Sampling Method

The subject of this study was selected by purposive clustering method, that is, among the whole 11 words in Seoul, the whole beauty shops in Mapo-gu were chosen; because Mapo is relatively small.
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in its area. The interview was administered to a representative artist of each beauty shop, which was totaled to 208.

Objectives

This study was conducted to check on the possibility of utilizing the beauty shops for the family planning program, under the following specific objectives:

a) To measure the knowledge, attitude, and practice of family planning of beauty artists;

b) To grasp present situation about family planning communication in the beauty shops, and;

c) To identify the way to utilize the beauty shops and artists for family planning program in the near future.

Summary of the Findings

a) The average age of the beauty artists investigated was 26.0 years. 22 per cent of the total beauty artists had school education below the level of primary school.

b) 31 per cent of the beauty artists obtained knowledge on family planning from neighbors. It is assumed that they have many opportunities to talk with their customers.

c) The majority of beauty artists (97.2%) have been told about the oral pill. Their most-preferred contraceptive method is vasectomy (65.5%). 30.8 per cent of the married respondents have practiced family planning; the cur-
rently using method is oral pill by 42.8 per cent.

d) The ideal age at marriage most frequently responded was 23.9.

e) House-keeping was the most frequent topic discussed of all, while the number of children was the case on the topics of family planning. 7 per cent of the interviewed answered that the most frequent topic was family planning.

f) 42 per cent of the respondents desired to secure information on family planning regardless of being married or not. And 65.8 per cent of the subjects want to read booklets on family planning.


**Sample Size and Subjects**

The respondents in this study consisted of 151 rice farmers, cohabiting with wives of childbearing age, in four villages in Siheung Gun, Gyang-gi Do. The questions in this study were asked of the household heads under the assumption that family planning is the concern not only of the homemakers but also and more importantly of their husband.

Printed materials utilized by the change agents, and other available publications were collected and their contents analysed.
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Objectives

The present study pursued the following objectives:

a) To describe rice farmers’ communication environment and their characteristics;
b) To analyze the message sent and the channels used, and rice farmers’ exposure to them;
c) To describe rice farmers’ adoption behavior of family planning and of high-yielding rice variety (HYV);
d) To discover any relationships between communication variables and adoption variable; and
e) To identify any relationships between the adoption of family planning and the adoption of high-yielding rice variety (HYV).

Summary of the Findings

a) Village location, personal and demographic characteristics of the farmers, nature of the nearest town or city (commercial vs. industrial etc.), and accessibility to change agents and clinical services, all influenced the intensity of communal activity, the flow of information, and finally the adoption of introduced innovation.

b) Dissimilarities were noted in the messages from the different channels in terms of up-to-dateness of their concepts, information, and recommendation, in an order of newspapers, the publications about family planning and agriculture, and the change agents.
c) The most accessible means of communication channel for farming and family planning was the radio, followed by posters, group meetings, change agents’ visits, and lectures.

d) A big difference was noted in the frequency of talking with agricultural extension workers (AEW) and family planning agents (FPA) during three months prior to the interview. While 78 per cent of the respondents had talked with an AEW (from once to 12 times); only 28 per cent, with an FPA (from once to eight times).

e) It was observed that informal discussion of family planning had been largely limited to three categories of people; male neighbors, and male friends, by almost 50 per cent of the respondents. 10 per cent had never talked of family planning with anybody.

f) Though the respondents were all aware of the two innovations, significant percent differences existed between approval and acceptance of the respective innovations by 40 per cent and 25 per cent respectively. The perceived value of the HYV – the uncertainty of its efficiency or the sense of risk involved seem to hinder respondents from adoption.

g) Family planning adoption processes were encouraged by persuasive communication strategies: in HYV adoption processes, on the other hand, compulsive communication strategies were carried out, through more overt government instruction to adopt.
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h) No immediate relationship was noted between the adoption of the HYV and of family planning. However, a significant relationship appeared between attitudes toward modernization in farming and in family planning.

Recommendations

a) Evaluation of the messages conveyed by the different communication channels in order to reduce the variations in the interpretation of family planning concepts.

b) Further training not only of the change agents, but of program planners, general media personnel in order to equip them with necessary technical know-how and to stress the need to change some existing value systems.

c) Redirection of campaign strategies to gear husbands, since they play a dominant role. Moreover, utilizing existing male agents or recruiting male agents should also be looked into.

d) Greater coordination, at least at the local level, of agricultural extension work and the family planning program to facilitate dissemination of information, and to avoid duplication of functions.

e) Full utilization of mass media and concentration of campaign through the communication medium most accessible to farmers.

f) Increase in the number of change agents since the existing number is inadequate.
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*Chi Hoon Choi, Dal Sun Han & Kyung Kyoong Chung.

Target Population and Sampling

The national households were the universe from which the sample was selected. Reflecting regional characteristics, the universe was divided into large city, small and medium city, town, and township. In proportion to the size of the households in each region, 3,700 households out of a total of 5,781,000 households in the country were selected. Households that did not contain eligible women and that were difficult to have an access to were eliminated. As a result, a total 1,805 eligible women were subjected to personal interview.

Study Objectives

a) to provide data for formulation of an effective persuasive communication strategy;
b) to provide a bench mark data for evaluation of the communication strategy in 1977; and
c) to investigate the degree of exposure to mass media by eligible couples in an effort to map out an economic as well as effective strategy which specifies media conductive for each target group.

Major Findings

a) It was found that though it decreased to some extent, the ideal family size remained at 3.1 in the average.
b) The ideal number of boys was greater than the ideal number of girls by 0.8 person.

c) With regard to a question which asks about the decision-making process in determining the number of children, 62 per cent said the couple decides, 11 per cent said the wife decides, and 11 per cent said husband decides.

d) Through a survey of a limited number of husbands, it turned out that they are mostly in favor of family planning, but they are deficient in knowledge about contraceptive methods.

e) Negative rumors were widespread about loops, oral pills and sterilization.

f) The main source of information exchange is interpersonal communication. Some get information from health centers, public lectures, leaflets, and participation in mother's club meeting.

g) It was found that the main reason for not practicing family planning is as follows: 1) want additional children; 2) get married recently; 3) encounter opposition from family members.

h) A total of 32 per cent of the respondents turned out to belong to the "neglected group" who are in favor of family planning, but not practicing it. Their characteristics show that they are not highly educated, that they reside in rural areas, and that they are not in touch with family planning workers.
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Recommendations

a) A specific slogan should be designed to induce attention of the group to the seriousness of population problems in Korea.
b) Intensive persuasive communication activities should be directed to husbands in the future.
c) Radio seems to be effective in persuading husbands into practicing family planning.


Sample Size and Subjects

For the purpose of the objectives of this study, Boeun county, Chungcheong-buk Do was selected as the subject area. Face-to-face interview was administered to 1,786 households which were drawn by random sampling, and which was aiming to be one-tenth of the whole population of 10,465 households.

Objectives

a) To determine practical maximum acceptance level of family planning in rural area;
b) To identify the causes of gap between the maximum level and present level of practice rate; and
c) To show effective solutions to reduce the gap.
Summary of the Findings and Recommendations

Among the conclusions, the followings seem to be relevant to the IE&C program.

a) Maximum acceptance level of family planning among 15-44 eligible women in rural area is 57 per cent.

b) Those family planning field workers must place an emphasis upon persuading the non-users and stop-users in distribution of contraceptives, in order to reach the 57 per cent acceptance level.

c) In rural area, the goal of contraceptives distribution program must be that of reducing the rate of non-users. For this the recent and accurate statistical data, such as list of eligible women, overview of family planning practice, should be regularly collected in order to be used as basic reference for the program.

d) It is needed to educate new adopters about advantage and disadvantage of each contraceptives, simultaneously, and about the way for using it properly.

e) It was identified that IUD is most popular and effective contraceptive method in rural area among the eligible women. And it is also expected to be most preferred method in the future.
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Sample Size and Subjects

The study consisted of pre and post-lecture questionnaire given to a randomly chosen sample of 600 students in the radio course who were asked to fill out and return them by mail. While only 51 per cent of the sample group returned the pre-tests, 60 per cent of a slightly expanded sample group mailed in the completed post-tests.

Objectives

The objective of the study was to test the effectiveness of a broadcast “population problem” lecture to see how much change could be brought in the students' knowledge and attitude through a single stimulus over the radio.

Summary of the Findings

a) There was some difference between male and female understanding of the national family planning policy. Among the sample students, those who currently teach at various levels of schools had less knowledge of the national family planning policy than that of other progressions.

b) Students were more likely to have heard about
the various family planning methods through the printed media such as newspaper and magazines than over radio and television.

c) Less than 50 per cent of the respondents had correct knowledge of population related statistics. People who answered that they "don't know" or skipped the question completely were more likely to be female than male, less than 24 years of age, unmarried and teachers.

d) Most of the respondents indicated that they were more attracted to the descriptions of population countermeasures than explanation of the population problem itself.

e) The results of the questionnaires suggest that the effect of the single broadcast was minimal in terms of attitude and knowledge change among the sample group.

Recommendations

a) To complement this type of study, a comprehensive fact-finding study of methodology and resource availability should precede evaluation studies.

b) Countermeasures to the population problem as well as description of the effects of overpopulation should be made in all family planning IE&C, in order to give positive and practical impact to the intended audience.

c) It is important not only to consider group variables, but also to make further analysis of individual and independent variables as they influence the students' reactions.
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Sample Size and Subjects

Seoul, 2 small cities, and 3 rural areas were purposively selected from those divided strata. From the selected areas, a total of 550 persons were selected by the multi-stage stratified random sampling method, and 74 per cent, or 407 of the selected persons, responded.

Objectives

The study was conducted to measure the effectiveness of various family planning communication activities carried out by the Planned Parenthood Federation of Korea in order to obtain basic data necessary to improve future family planning communications, and to determine problems in the family planning program in order to upgrade the program itself.

Summary of the Findings

a) 31.2 per cent of the respondents received at least one planning leaflet, and the percentage of contact was higher in small cities and rural areas than Seoul.

b) The leaflet was generally quite effective in enlightening people about the necessity for family planning and informing them of the location of family planning clinics, but it was not effective enough in imparting knowledge about contraception to them.
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c) Advertisements over the radio reached 57.5 per cent of the respondents, followed by those in magazines (51.6%), newspapers (48.2%), and on TV (41.8%).
d) Though the rate of the respondents’ contact with articles and programs was lower than that of their contact with advertisements, articles and programs were more effective in respect to communication. This tendency was particularly conspicuous in the case of the electronic media.
e) The study specifically rated radio and TV programs sponsored by the Planned Parenthood Federation of Korea or related to family planning.
f) 74.7 per cent accepted the concept embodied in the slogan, “Stop at Two”, while 39.1 per cent of all respondents said to practice it. Among the respondents who did not want to have more children, 72 per cent were practicing family planning.


Objectives

This study was carried out to assess the effectiveness of the past activities and to provide the scientific data for the future program implementations of the family planning IE&C in Korea. This is the secondary-data analysis of a study which was carried out by the School
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of Public Health, Seoul National University.

Summary of Findings

a) The so-called pang-eem group (eligible women who don’t want to have more children, but who do not practice family planning) that occupies 32 per cent of the total subjects under analysis has almost similar characteristics with the currently practicing group, both in general status of fertility and demographic index. Their distinct characteristics are found in less exposure to various communication media, particularly family planning workers, interpersonal communication and husband-wife communication.

b) It was found that the Korean husbands have been left uneducated in contraception, mainly due to the tendency among husbands that the family planning practice is only wife’s responsibility.

c) Using too much budget to disseminate family planning slogan and jingle through TV and radio seems to be waste of time since exposure to them is very limited. However, it does help to lead people to act, though pamphlets and leaflets are rather effective when compared in terms of cost-effectiveness.

Recommendations

The author concluded that interpersonal communication should be given high priority in such education program that deals with sensitive and taboo topics such as family planning.
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Subjects

The original data of this study were collected from a sample of 935 eligible women to age of 49 years living with their husbands in a township, Chunsong-kun, Kangwon-do, which was provided by the department of health education of the School of Public Health.

Objective

The variables were selected from the original materials to study on the relationships between husband-wife communication and family planning practice.

Implications

The husband-wife communication is the last channel of flow of message that can facilitate or intervene the family planning discussion, while family planning is a cooperate behavior that can not be done by one side of the couple. Since family planning is deeply related with sex, it is still somewhat taboo topic that prohibits open communication even between husband and wife. The most critical phenomenon is that the young couples or those with one child or without children tend not to have husband-wife discussion on family planning. As a result, the average age of the adopters of family planning has been rather too high in Korea and the practice rate has been remaining almost unchanged in the last decade. Therefore, to improve the Korean family planning, it is urgent to encourage husband-wife communica-
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tion among all age brackets.


Subjects

The original data of this study were collected from a sample of 935 eligible women to age of 49 years living with their husbands in a myon, Chunsong-kun, Kang-won-do, which was provided by the department of health education of the School of Public Health.

Objectives

The variables were selected from the original materials to study on the relationships between neighborhood communication and family planning practice.

Summary of the Findings

Although it is still somewhat restricted to talk about family planning with their neighbors, the percentage of the ever-talked was rather high (87.4%). 66.1 percent of the respondents know at least one neighbor who is practicing any kind of contraception, and 70.2 percent have ever been advised favorably to practice family planning. The rumors about contraceptive methods are strongly prevailing. 69.5 per cent have ever heard only bad things of all contraceptives, whereas it is only 9 per cent who ever heard of good things about contraceptives.

The frequency of neighborhood discussion is ascending with number of children and their age, implying that the Korean women start talking when they face the immediate need to limit their family size. Among the
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young women aging under 24, it is hardly talked about.

Implications

The interpersonal communication is an absolutely indispensable channel of communication flow. Therefore, without being exposed to the neighborhood communication, they are hardly supposed to practice family planning. In line with this, in order for the national family planning program to improve the practice rate, a health education program that can encourages the young mothers to have more frequent and open communication must be developed.


Sample Size and Subjects

This study was implemented through the multi-stage stratified probability sampling of 1,200 in the Seoul metropolitan area.

Objective

This study was conducted to determine typical reaction to the PPFK’s “Stop at Two” slogan and the proposals whether or not to have sex education for post-high school youth and if so, whether or not it should be carried over the public electronic media.

Summary of the Findings

Reaction to the family planning slogan was broken
down into rates of exposure to the slogan by demographic factors and media sources and attitudes towards the concepts embodied in the slogan according to the respondents' demographic characteristics. The figures generally showed that better educated younger people in the upper or middle income level were more liberal than other groups, but the sex of the respondents did not have much influence over their reaction or rate of encounter with the slogan.

Respondents’ opinion about sex education for youth was divided into objective and subjective evaluation of its need and whether or not it should be carried over the electronic media. Results showed that affirmative answers to the necessity of sex education for youth were particularly strong on the objective side, while positive support was less apparent on the basis of objective evaluation. More male than female respondents approved objectively; but less strongly than they had subjectively. Very few people in any category of the sample population completely opposed use of the mass media for sex education, particularly from older and lower income people. However, negative reactions were also surprisingly common from self-employed professional and small and middle-size businessmen, who in other parts of the study had usually expressed the most liberal opinions.


Sample Size and Subjects

On the first step, 25 counties were selected from the whole nation, and a rural village was chosen from
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each selected county.

The sample consisted of 25 communities, each with approximately 50 eligible, married women up to age 49. All eligible women in each community were interviewed for a total of 1,051. Of these, 907 respondents were analysed.

Objectives

The purpose of this report is to determine how widespread family planning rumors are, in rural areas. The analysis is based on data from the mothers' clubs study conducted by the School of Public Health, Seoul National University in 1973.

Summary of the Findings

a) In general, older women reported hearing rumors about more methods than did younger women, although the relationship is not entirely consistent.

b) Women with more education reported hearing rumors about more methods than less educated women. In terms of actual number of children and son, approximately half of the group reported hearing rumors for one or two methods, and half reported hearing rumors for three or more methods, except the group with none to two children without any sons. This latter group reported 21 per cent hearing no rumors for any methods, 47 per cent hearing rumors for one or two methods, and 31 per cent hearing rumors for three or more methods.

c) The pattern for rumor exposure by ideal number
of sons was fairly consistent for those with an ideal of one, two, and three or more sons.

d) From all types of media except the neighborhood communications, a fairly consistent pattern emerged that among the group which reported not hearing any rumors for any method, the largest percentage consisted of those never exposed to family planning messages, and the smallest percentage of those frequently exposed to the message.

e) The more methods that the respondents heard rumors about, the more favorable was the attitude towards contraceptive methods. It would seem that the more exposure to negative rumors, the less favorable the attitudes would be and the lower the practice rate. However, the findings of this study are quite the opposite. Because the relationship is so complex between rumors and KAP indices, an independent, well-controlled project is necessary to examine and explain this relationship in more detail.


Sample Size and Subjects

This study used part of the data collected for the study of family planning IE&C activities by the School of Public Health, Seoul National University in 1974. The subjects of a village with mothers’ club and a village without mothers’ club membered, 30 currently married fertile women, respectively.
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Objectives

This study is an attempt to examine the validity of the assumption that mothers' club favorably affects the pattern of communication on family planning among village women so as to improve the program performance. Two hypotheses were proposed for this study:

a) There would be difference in the pattern of family planning communication between the village with mothers' club and the village without mothers' club;

b) The impact of mothers' club on family planning communication would result in the higher level of family planning knowledge, favorable attitude and practice in the village with mothers' club than in the village without mothers' club.

Implications

The findings confirmed the hypothesis as generally valid. In the light of the tabooness of family planning topics in communication, the communication structure with divided small cliques, supposedly composed of more intimate group members, would be adequate for the diffusion of family planning information. It was observed that the women in the village with mothers' club have higher level of family planning knowledge and favorable attitude. However, little difference was found in family planning practice rate between the two villages. This may be partly because that family planning practice is associated with many other factors other than knowledge and attitude of family planning.
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Objectives

The present study has been aimed to analyse systematically the contents of IE&C materials of population and family planning in Korea; and to prepare a reference material which enables to infer the relationships between those messages and the other variables in the process of informing, educating and communicating; by analysing the contents of population and family planning materials and its related problems, which have been transmitted both directly and indirectly, to the general public through PPFK in recent two years.

Recommendations

Recommendations derived in the process of study and analysis of related materials, are as follows:

a) There must be an elaborated plan to narrow down the gap between the quantity of production/distribution of IE&C materials and the extent of receivers’ exposure to those materials, by measuring the distribution channel of IE&C materials.

b) Those IE&C materials produced by PPFK tended to emphasize counteracting rumors about side-effects of vasectomy, oral pill and IUD. But it seems that those rumors mostly stem form misunderstanding the nature and the way of using contraceptives. Therefore, those areas must be reinforced. In the case of
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the other printed media, daily newspaper and periodicals specialized in public health seemed to be the major sources of rumors about oral pill, because they dealt with articles of this nature amounting to 28.9 per cent and 16.9 per cent respectively.

c) Those materials developed by PPFK intended to cover the larger base of married and fertile people. Therefore, it seems to be relevant to produce messages which aim at specific group. For this purpose, the social characteristics of a target group such as their need, interest, experience and perception must be taken into consideration to help them choose proper message.


Objectives

To reassess the current position of the family planning program and population policy more generally, an evaluation of population information, education, and communication (IE&C) activities was initiated. As a first stage of this consecutive studies, a content analysis was performed, and this analysis is the second step.

Problems and Recommendations

Through the secondary analysis, many specific problems in the program are identified and several recommendations are made. The overall recommenda-
tion is that each of these problems should be addressed and solved as well as possible within the framework of given fiscal and other constraints.

a) Son preference remains a critical problem.

b) Child spacing is still practiced little and may lead to delays in terminating childbearing.

c) The use of ineffective contraceptive methods as a proportion of total contraceptive use is increasing and appears to be prevalent among more educated women.

d) Some of Korea's currently married women became pregnant before marriage, suggesting that the program may need to strengthen efforts to serve young, unmarried persons.

e) Negative information and rumors about contraceptive methods are widespread and believed by most women.

f) For older, rural, less educated women, high ideal family size and the lack of communication with their husbands about family size remain as problems.

g) Program contacts have underemphasized urban, better educated women.

h) Serious consideration must be given to revising the "target system" to allow greater concentration on specific problems.

i) Family planning IE&C activities should be directed not only to women in the childbearing ages but also to their husbands, older relatives, and their unmarried children aged 18 and older.
j) New IE&C programs should be designed with specific reference to each of the enumerated problem groups which was identified in this study.

k) Continuing assessment of the role of the private sector and its relationship to the government program is needed.

l) The present government delivery system should be reevaluated to increase accessibility to attain the full availability of contraception for all persons, particularly those in the problem groups enumerated.

*Tae Ryong Kim & Kyoung Sik Cho, Knowledge, Attitude and Behavior of Middle and High School Teachers will Regard to Population and Family Planning Education. 1970.

Sample Size and Sampling Method

Random page numbers were selected from The Korean School Inventory, 1969, which lists all schools in Korea. By taking as a sample point the second school on each selected page, a random selection of middle and high school was obtained. Through the sample procedure briefly described above, a total of 75 schools were selected for the survey. It was estimated that a total of 2,500 questionnaires would be obtained if all teachers at the 75 sample schools responded to the survey, but more than three-fourths did so.

Objectives

They had observed in some detail how well the middle and high school teachers are prepared to teach
population and related matters in terms of their past training, where they stand in dealing with this matter in their daily conduct of classes, and how keenly they feel the need for introducing subjects on population and family planning into the school curriculum. They also observed the responses to the more practical questions of what level of schools and in which subjects family planning should be taught and in what detail. Teachers' opinion on some aspects of sex education, the speed of population growth, ideal marriage age, proper ways of mate-selection and family type and the teachers' perception about induced abortion had been reviewed.

Summary of the Findings

a) Teachers are not well prepared to teach population and related problems.

b) Teaching behavior in regard to population and family planning topics is much influenced by learning experience in the past.

c) Teachers agree that there is a great need for introducing more population and family planning matters into the curriculum.

d) More than 8 out of 10 teachers feel that population growth in Korea is too rapid.

e) Most teachers support legalization of induced abortion.

f) Teachers' opinion on ideal age at marriage, family composition, and mate selection are: 27.4 for men and 23.6 for women; favoring nuclear family by 51 per cent; favoring free choice in mate selection by 44 per cent and
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preferring help from parents or an intermediary by 49 per cent.

Recommendations

a) Special seminars or training should be offered for middle and high school teachers.
b) Curriculum revisions at all levels of schools are needed.
c) Seminars should be held for curriculum editorial staff members at all levels.
d) Measures should be taken to further investigate the question of sex education.


Sample Size and Sampling Method

Since all soldiers preparing to leave the army must go through the educational programs held at the 10 "Reserve Corps" under the jurisdiction of the ROK 2nd Army, a total of 2,500 soldier respondents from each of these 10 Reserve Corps were selected by random sampling method.

Objectives

The Soldiers' Survey was designed to answer some of the basic questions that arise in considering creation of a program of education and information for soldiers. Avoiding from the problem of whether the armed forces as an organization is receptive to offering a population and family planning education, which may be answered through contacts with policy makers,
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the purpose of the authors was to learn the willingness of the soldiers themselves for such education and the extent to which they now understand population-family planning issues.

Summary of the Findings

a) While more than half of the respondents reported having received some education with regard to contraceptives and the level of knowledge reported was rather low, desire to learn more about family planning was expressed by a large majority (76%) of the soldiers. The reported desire was more frequent among best educated older and married respondents. Besides wanting to know about contraceptives, many respondents (71%) expressed an interest in family life or sex education.

b) Most soldiers (76%) in the sample thought the population of Korea was too large, some (21%) thought it was about the right size and almost none (3%) thought the population should be larger. Knowledge about contraceptive methods is as follows: 45 per cent know how to use condoms, 25 per cent pills, 20 per cent loops, and 15 per cent know what vasectomy is.

c) A majority (55%) of respondents wanted to have small families, but nearly one-fourth (24%) thought 4 would be good and one-sixth planned to have at least 5.

d) The average ideal age for marriage is about 27 to 28 for men, with some occupational differences and slight variation among different ed-
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ucational categories. Most soldiers were expecting some help from parents, friends, or relatives in selecting their mates, though about one fifth stated that they would make the decisions entirely by themselves.

Recommendations

a) An effective program of information and education in population-family planning matters should be established along with an organized family planning service within the organizational structure of the armed forces.

b) As soon as practical, a high level dialogue should be opened between the Ministries of National Defense and Health and Social Affairs to discuss approaches and procedures for a systematic educational program for personnel in the armed forces.

c) Special seminars or training should be offered to planners and instructors who are responsible for organizing educational programs to train armed forces personnel.

d) Appropriate family planning service and education through family life or sex education is recommended, as it could potentially add to the effectiveness of family planning education.


Sample Size

A questionnaire survey was conducted to about
4,000 teachers and about 15,000 students (4,367 primary school students, 5,267 middle school student, and 5,198 high school students) by mailing. The sample was selected through a stratified random sampling procedure, taking into account of province, urban-rural continuum, level and grade of school and sex. In order to identify what topics in population are now included in textbooks and how many there are, a total of 210 volumes of both elementary and secondary school textbooks were closely analyzed.

Objectives

This research had been aimed at selecting and organizing educational topics concerning population problems that should be included in school education. The questionnaires were aimed at determining the level of students’ and teachers’ knowledge of population problems as well as their attitudes toward them.

Summary of the Findings

a) Though two-thirds of teachers and students are aware of the seriousness of population problems, the rest of them, however, do not consider population problems as serious, or maintain an indifferent attitude toward them.

b) On the average, teachers wish to have 3.56 children, while currently having an average of 2.78 children. For the reason to have more children, teachers pointed out that there is no guarantee that their children will survive. Those teachers who do not want to have more children said, “can’t afford to have more children.”
c) Students, on the average, like having three to four siblings, and want to have about three children in the future.

d) Teachers consider family planning program as “the most reasonable method of population control” and the dissemination of knowledge on family planning programs through school education as the next most reasonable method.

e) The extent of knowledge about population problems on the part of teachers and students was not as satisfactory as expected. It seems that their understanding of population problems is not based on good factual knowledge.

f) Most teachers believed that “the concept of population problems”, “The solution for over-population”, and “the significance of family planning” should be treated in middle and high schools; “the facts of population phenomena”, in primary, and middle schools; and “the problems of over-population”, in primary, middle and high schools; “the family planning methods”, high and middle schools and higher educational level.

g) Teachers gave the lack of instructional materials as the most serious problem confronting them in teaching population problems.

h) Topics concerning population problems occupy a relatively small portion (.37%) of all subject matters in school textbooks. More topics on population are included on textbooks for higher grades, and social studies. Concern for the quality of treatment of many population
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problems is rather casual, and such casualness is greater in textbooks for lower grades.

Recommendations

a) In order to allow for systematic treatment of population matters in school education, effective measures should be sought to include topics given in this report in school curricula and textbooks.

b) Emphasis should be given to population problems in the course of pre- and in-service teacher training.

c) In order to insure the effective implementation of education about population, supplementary instructional materials should be developed and supplied to teachers and students.

d) Research should continue to be conducted in order that educational activities on population problems may be effectively carried out in the schools.


Sampling Method and Subjects

The subjects of this survey were housewives selected at random by segmentation of their socio-economic status. Two-stage random sampling method was applied for this survey. At the first stage, Seoul, Inchon City, and Ichon County were selected as sampling area. At the second stage, according to the living standards, three administrative units on
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different level were chosen from each of the selected areas. And 200 were selected from each of the areas which numbered 600 altogether.

Objectives

This survey mainly focused on the following points:

a) how the informations contributed to enlighten the people to participate in the family planning activities;

b) how the descriptive approach applied on the educational materials attracts the prospective readers’ attention;

c) how the idea described in the materials could be recollected and how long it could be remembered.

The tested educational materials consist of “100 questions and answers” and “Wisdom for future living”.

Summary of the Findings

a) The information described in the educational materials are needed and helpful to the most of housewives. The uneducated wants more information on contraceptive approach but the educated wants more general information on family planning.

b) 55 per cent of the total respondents mentioned that the educational materials have proper size and format in view of the fact it is small enough to put out of sight from their children and other family members.
c) The sources of family planning are mentioned most frequently by this order; radio by 26.6 per cent, magazines by 21.9 per cent, leaders by 18.4 per cent, and health centers by 16.4 per cent.

d) Comparison of the tested booklets: "100 questions and answers" is more recommendable to the readers of rural community or the low educated, while "Wisdom for future living" will be interesting source to the educated and people of urban community, who are easily accessible to the general information source of family planning through various mass media and are estimated to have primary knowledge on a family planning.


Sampling

The study had been conducted at three rural villages, which were purposively selected from three provinces, Kyoung-nam, Choong-nam and Chun-nam, using interview schedule.

Objectives

This study had been aimed to know of rural housewives' attitude toward housekeeping, to measure the extent of consistency of the attitude and the extent of impact of this attitude upon family planning behavior.
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Summary of the Findings

Most rural housewives still have traditional value toward housekeeping. Among urban housewives, even though the tendency of nuclear family preference seemed to be wide-spread, the traditionalism on family life is deep-rooted in the base of attitude. Under these circumstances, it is expected that the family planning program is to meet many difficulties in encouraging the family planning practice.

Recommendations

Therefore, it is needed to let the home economics education be directed toward the following recommendations:

a) in order to wipe out the dependency upon one’s offsprings, to fully educate about human development process in school education, especially about the possibility of physical, mental, emotional, and economic independency of the aged;

b) to prepare the program of guaranteed subsistence for the aged, in order to reduce boy preference as well as to change the dependency into the independency;

c) to let husband and wife share an equivalent responsibility in decision-making process, in family power system, and in rearing and training children, in order to discard male dominance orientation; and

d) to study on curriculum development for encouraging the women’s equal opportunity in
society, and the desire to modernize themselves in order to wash away the women's self-image of subordination to men.


**Sample Size and Subjects**

The study population consisted of three professional groups of students, namely those in education, nursing, and medicine at Seoul National University in Korea. The target population of this study was all of the students enrolled in the Teachers' College, the College of Medicine, and the Department of Nursing during the spring semester of 1974 academic year. The total number of students enrolled in these three schools was 2,408 and this represented the 17.7 per cent of the total student body of the university.

**Objectives**

a) To examine the possible relationships of different types of professional training to attitudes and beliefs toward family planning, abortion, population education, and equality of sexes; and

b) to examine the possible relationship between the desired family size and by students the size of family in which the student had been raised, and that between the concepts of ideal, small, and large family size, and the type of professional training.
Summary of the Findings

Health professionals in general were more likely to show favorable attitudes toward family planning and population related issues than the teaching professionals. And the tendency of stronger support from nursing and female groups, in general, to family planning and to the smaller size of family by these groups reflected the influence of the existing family planning and population programs which have been directed toward the female population as the target. The position of birth order among siblings significantly affected the fertility values of the respondents in combination with sex factor, but no apparent relationship was found between the desired fertility value and the actual number of siblings to which the students had been exposed. The analysis of variance on the equality of sexes in terms of opportunities for education, employment, and married women’s carriers revealed that the nursing group was more likely to be positive toward the equality of sexes than the other professional students.

Recommendations

The author recommended both a longitudinal study with same subjects of this study and a retrospective study to see what particular areas of curriculum have most impact on students, to give some insights to curriculum revision as a whole or to the organization of particular areas of the population related curriculum.
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Sample Size

A girls’ high school in the port city of Pusan was arbitrarily chosen for this study. Included were all of the third year students of the school. A total of all tested students broke down into 408 daytime and 503 nighttime third year students.

Objectives

The specific aims of the present study area as follows:

a) to find out how much the respondents of the present study knew about, and were aware of population before stimulus via a lecture on population and family planning;

b) to find out how much more knowledge, awareness and understanding the respondents came to have about population ecology after the lecture stimulus;

c) to measure the degree of change among the respondents in terms of knowledge, awareness and understanding concerning population and family planning between the pre and post-tests;

d) to identify possible differences between the day and night school students in terms of population awareness and knowledge, and also to measure the day and the night school students in terms of population awareness and knowledge between the pre-and post-tests.

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Summary of the Findings

When compared with the survey results of those items included both in pre-and post-test, significant change occurred in the average number of children considered ideal. It decreased by 0.3 persons from 2.5 persons in the pre-test to 2.2 persons in the post-test for both the daytime and nighttime students. The decrease was particularly due to the decrease in ideal number of sons. In the aspects of sex ratio of ideal number of children and ideal number of sons, though there remained boy preference attitude consistently, the attitude was noticeably reduced after the lecture on population problems. In addition, it deserves relevant consideration that the average ideal age for both male and female went up 1.3 years respectively.

In regard to enacting an incentive system that would encourage smaller families, 56 per cent of the daytime students and 70 per cent of the nighttime students expressed their agreement. The chances of such a system being enacted by law were considered 52.5 per cent by the daytime students and 60 per cent by the nighttime students.


Sample Size and Sampling Method

The sample has been selected from the middle and high school student population scattered across the country, using a multistage stratified cluster sampling
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technique. First, the country was stratified into large
cities, medium and small cities, towns, and townships.
Second, in proportion to the size of each stratified
area a total of 1,873 middle and high school students
were picked up from classes selected through a random
procedure. It is a cluster sample in that all students
who belonged to the selected classes were subjected
to self-administered interview.

Objectives

This study had been conducted to analyze the in-
fluences of learning and environment on the popu-
lation education for children, and as a preliminary for
the expected systematic population education in the
near future. The specific objectives of this study were:
by operationalizing the significant others for children
as parents and teachers, to assess the impact of signif-
icant others' socio-demographic background and social
psychological characteristics on the values and atti-
tudes of children toward population education. For
the sake of this aim, they used three questionnaires
for mother, father and teacher to measure the inde-
dependent variable and a questionnaire for student, for
dependent variable.

Summary of the Findings

a) The basic attitude toward population edu-
cATION of parents and teachers have impact on
the perceptions of students on population pro-
blems. Particularly, opinion of parents about
the family size has direct impact on that of
children. And students from rural area, from
low educational level of parents have a ten-
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dency of having more members of family.
b) Students whose parents have high educational level, living in urban area, under guidance by teachers with population education training tend to demonstrate high level of knowledge on population problems.
c) The relationships between the significant others and the students in the aspects of student's response toward the population education and of susceptibility of the population education, were also significantly revealed.

Recommendations

a) When organizing the contents and curriculum for population education, the learning environment such as family background, regional characteristics, types of school and teachers' social characteristics must be considered.
b) Prior to educating the students, a comprehensive and sufficient population education for teachers should be performed.
c) Population education must include not only the national but personal benefits of population planning; not only the direct knowledge of population but the population related phenomena.
d) For more general and long-range effect of learning environment, education through mass media is also desired.
e) For the population education to be incorporated more effectively into the school curri-
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culum, there should be sought the best possible curriculum, there should be sought the best possible curriculum approach through the experimentation and professional research in near future.


Sampling Method and Subjects
The questionnaire were distributed to a random sample of 2,062 high school teachers which was equivalent to three per cent of the total population all over the nation. The sampling method used in this study was proportional random sampling within each cluster and stratification. That is, after classifying the nation into five areas metropolitan city, industrial city, medium and small city, town and township, schools were proportionally selected according to the number of teachers in each strata. In each selected schools, a total of 9 teachers were finally selected by choosing 3 teachers randomly in each grade.

Objectives
This study was an attempt to provide basic and empirical data for the future establishment of a systematic teacher education program for population education. This study was specifically designed to investigate how much the secondary school teachers were, what kind and level of knowledge they possessed with regard to population problems, and the present status of practice in population education at school.
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Summary of the Findings

a) In general, high school teachers as a whole are highly aware of the importance and seriousness of the population problems. However, catholic teachers, those who are teaching in natural sciences and arts, rural teachers, and older teachers appear to show relatively low level of awareness.

b) Secondary school teachers’ attitudes toward population control and population education can be concluded to be quite positive. This tendency was relatively low with Confucian or Catholic teachers, the teachers in natural sciences or arts, and the teachers of old age. Besides, their attitudes tend to be less positive at the affective level as compared with the cognitive and behavioral level in general.

c) Secondary school teachers’ knowledges on population problems are substantially lower than generally expected, especially in the case of demographic knowledges. However, the teachers in social sciences show more correct answer than any others, and the physical education teachers are strong in the knowledges on contraceptive methods and human physiology.

d) The sampled teachers generally indicated their dissatisfactions regarding the inservice training they have ever had about population education and their teaching experiences at school. They were keenly aware that their knowledges on population problems were mostly obtained
from unreliable sources and in an unsystematic way. They also pointed out that the textbooks used in the present high school are insufficient and inadequate as far as the contents of population education are concerned.

Recommendations

a) Implementation of a large scale population education should be preceded by an effort to prepare teachers with a systematic knowledge in this field.

b) Efforts should be made to change teacher’s affective attitude so that they can reduce their deep-seated psychological conflicts and possible guilty feelings for being an active and effective agent of population control.

c) The teachers should be given an opportunity to learn various devices of contraceptive methods. And a measure should be taken to resolve the conflicts between the concept of population control and religious belief.

d) The teacher’s backgrounds such as age, religion, and teaching subject, and residence should be taken into consideration for the construction and the implementation of population education program for inservice teachers.

e) The instructional materials and methods should be subject to continuous evaluation and revision by small-scale try-out researches.
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Objectives

The purpose of this paper is to present some experience gained in a pilot effort to include population education in the General Education Program at one private university in Korea. A simple survey was conducted before and after the one-hour lecture in the Introduction to Social Science course to learn the response of student to the program and to evaluate the program. The number of students responded to the before test was 158; and after test, 172 students.

Summary of the Findings

A majority of students are aware of the rapid population growth of the world and of Korea, have ideas favorable to small size family, and are favorable to the population education program. Most of them still think that it is still necessary to extend the same kind of program to all other students. Small part of students, however, are on the other side. They may be opponent or indifferent groups to the population education program. Though being small in number, they should not be overlooked in developing population education program. They may be a right target for such efforts.

Recommendations

It was not expected that a one-hour lecture would bring about any significant changes in the perception,
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value orientation, and attitudes of students. However, there is some evidence that such change could occur, if the program should be carried out more consistently and systematically. And the shortage of instructor can be solved by short-term training or by workshops for faculty members in related fields from various universities and college. Under the present condition, the establishment of population education program is more feasible to infuse the contents of population education into the established courses of the general education program, which are somehow related to population. Finally, it goes without saying that a more intensive and continuous research and evaluation is needed for the improvement of the population education in higher education.

* Ahn, Kye Choon & Mo Im Kim. The 2nd Evaluation of the Population Education in General Education: The case of Yonsei University. Seoul, Yonsei University, Center for Population and Family Planning. (mimeo.)

Objectives

The purpose of this paper is to introduce the population education program at the General Education of Yonsei University, and to offer suggestions for the future direction of the program by describing the results of evaluation survey involved in the program. This is results of an effort to evaluate the proposed program continuously, for the improvement of the population education in higher education. The number of students subjected to the before and after test was 544 and 398 respectively.
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Summary of the Findings

From the findings they concluded that a comparatively simple population education program can bring about an increase in the desired direction. Most students show very favorable attitudes toward such programs and they think it is necessary. They specified some problems to be solved in advance of putting into practice such population programs in many universities, and they recommended the solutions.

Recommendations

Firstly, it is thought to be more feasible to infuse the contents of population education into the established courses which are somewhat related to population. And the development of teaching materials for population education should be made through studies by the specialists and continuous field evaluation. An immediate solution of the shortage of manpower to handle the teaching would be offering opportunities for short-term training or workshops for the faculties in related fields from various universities or colleges.

*Kim, Ran Soo & Tae Dong Chung. *An Exploratory Study to Develop Effective Population Education Program for University Students.* Seoul, Yonsei University. 1976.

Objectives

The objectives of the project are:

a) to develop an experimental special course for the population education of undergraduate students;
b) to design and experiment reading and teaching materials for the above course;

c) to promote concept formation and sensitivity toward population problems among the students and faculty members. Based upon the above three objectives, this study was framed into three stages. Included in this paper was up to second stage.

A. For the purpose of measuring the students' knowledge, attitude and value orientation on population problems and family planning, the first survey was conducted to students who were taking a course in the pre-service teacher training program at Yonsei University.

a. The students' level of knowledge was lower than generally expected and there was no significant difference in the knowledge level between the grades of students, but there was some differences which were found between students of different major subject.

b. There was no significant difference between the desired and the ideal number of children as perceived by the students. A vast majority of the students (74%), both male and female, expressed no sex-preference, more male students (32%) seem to prefer boys than female students (15%) do.

c. And approximately three-quarters of the total students favor both the spacing in child-bearing and the control of number of children. Interestingly enough, students generally perceived the number rather than spacing as
more important for family planning.
d. Female students were less likely to conform to
the traditional fertility value orientation.

B. The course entitled "School and Community,"
which is a two credit hour course required for the
pre-service teacher training program, was selected
for the classroom action research, which is the
second stage. Of the total four classes, one was
taken for population education as an experimental
group, while the other three as a control group
with no population education as given in the
first one. Two additional survey have been con-
ducted for comparison between the experimental
and control groups, at the beginning of semester
and at the end of semester.

While knowledge on population and family plann-
ing was increased, no difference was detected as to the
desired number and ideal number of children in ex-
perimental group. But the boy preference decreased
and the attitude toward family planning became more
favorable significantly in the experimental group.
Finally, approximately 90 per cent of the students in
both surveys indicated their willingness to support
and idea of continuing such population education for
the students in the pre-service teacher training pro-
gram.
A Strategy for Research Utilization in IE & C


Subjects and Survey Method

The mothers of the parents-teachers association (PTA) of Sung-Soo Middle School and military group (enlisted group and officers group) were selected as the target population. The data from the mothers were collected by observation and interviews. The data of military groups were collected by the questionnaire on the population problems, and the analysis of co-varience was used for the data analysis.

Objectives

The purpose of the pilot-study through the first and second stage is to identify effectiveness and validity on curriculum and materials developed for adults' population education so that they can be applied to out-of-school situation. The general objectives of the pilot-study are:

a) to obtain the basic information about revising and modifying the program developed;

b) to grope for appropriate stage to feed into next step of curriculum organization and material development.

Summary of the Findings and Recommendations

a) It is desirable to select the leaders who manage population education among members of adult
A Strategy for Research Utilization in IE & C

group.
b) It is effective to construct the recipients' learning materials into self-reading materials such as pamphlet, leaflet, and cartoon; that is, the explanatory teaching method is especially ineffective to adults and adult group.
c) It turned out effective to utilize more lively and concrete expression for the representation of the program contents rather than symbolic and abstract one as far as possible, and to utilize successful examples of family planning or utilization of experts.
d) The contents related to the side-effect and the rumors of fertility regulating methods should be included in the boundary of population education for adults.
e) In order to increase flexibility in program operation, buffet style package menu should be prepared for each characteristic of groups.
f) When the program is put into in-service education system or service training system, the effects of program will be more enhanced.
g) On the second stage of pilot-study, the degree of recipients' population awareness and attitude varied. The two groups, mothers' group and military group, showed different level of change to each content, but the "individual ideal number of children" influenced significantly to both of the groups.
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Sample Size

Primary tools for investigation are questionnaire and followup interviews. The total sample for the survey was 2,700 students throughout the nation from 15 schools in three cities. A total of around 2,000 questionnaires were collected.

Objectives

The specific objectives of the present study were
a) to find out who this baby boom age group is and what this group feels about population and family planning and other related matters;
b) to relate their demographic characteristics and behaviors to attitudes toward population and family planning; and

Summary of the Findings

a) Watching television during leisure time seemed to be the most popular activity among students, followed by listening to the radio and reading periodicals.
b) While TV turned out to be the most credible
medium of all, movies were perceived as the least credible one by students. And they indicated that they best recall the messages given in movies, followed by those given in TV, in the radio, in dailies, and posters, regardless of the credibility of media as perceived by students.

c) The most preferred program by students are sports, news, pops, comedy and variety among radio program. The most favored time for watching TV was between 8-10 p.m. Sports, movies, comedies, quiz programs and specials on TV are most favored by students.

d) As for rumors for contraceptive methods, the trend to believe such rumors is stronger among senior high and college students and male students than among junior high students and female students.

e) 85.6 per cent of the students seem to show favorable attitude toward family planning. Among other reasons for their favorable attitude, the following four reasons seem to be prevalent: 1) to raise children properly; 2) fear of population explosion; 3) to have more time; and 4) to lessen the financial burden. Furthermore, the students strongly support 1) government policy, 2) immediate reward, and 3) the use of mass media for wider diffusion of the innovation of family planning.

f) Incidentally, 69 per cent of the students agree or strongly agree with the “Stop at Two” campaign with higher than average level of favorability. In fact, 61 per cent of the students
indicated not only preference for the campaign, but also their strong determination to carry out this preference in practice and have only two children.

Recommendations

The author recommended intensive use of mass media and traditional communication, considering the whole process of communication. In addition, further follow-up research aimed at non-school post Korean War children will have to concentrate heavily on message construction strategies through experimentation.

Research on communication may be classified into seven different categories for the purpose of effective management of research activities.

The first category includes collection of data on socio-economic and demographic characteristics of the eligible couples by country, if possible, by township, by age, by number of children, by sex composition, by income, and by occupation. These data may be of great help in disseminating messages suitable for respective groups of the eligible women to be subdivided by the above mentioned characteristics.

The second category consists of audience habits, both interpersonal and mass media, to expand as far as possible the scope of target audience to be covered through each medium of communication. Program preference and, confirmation of golden hour band need to be investigated to attain a maximum effect out of use of each medium of communication.
A Strategy for Research Utilization in IE & C

The third part of the classification deals with the development and evaluation of persuasive messages to be channeled through mass media and interpersonal communication. The content analysis of message is part of this component. The messages suitable to characteristics of the target audience are more likely to get across to the minds of the audience.

It is likely that the number of eligible women who discontinue is to continue to increase, but no single research has been directed to investigate the problem and to map out a countermeasure to control the discontinuation. The simple calculation of arithmetic tells us that the bad rumors to be disseminated by the discontinuees will spread geometrically, thus bringing about negative impact on prospective as well as current adopters of family planning. Rumors seem to derive from the side effect, of pills and sterilization and from articles published in newspapers and magazines. It seems a different strategy is required to prevent each type of the rumors from spreading widely.

In sum, many of the studies now under review have been directed to fact findings, and their applicability in action program has not been widely discussed in publication and in presentation of research papers.

For an effective conduct of research in the field of family planning, it is suggested that a priority be assigned to all different factors involved in persuasive communication and carry out studies on these factors based on the priority.

Research on cause and effect of high level of fertility that is required to be explained in the course of persuasion for family planning is fragmentary in nature
without giving a comprehensive treatment of it in various studies. With regard to channel persuasion, findings indicate that interpersonal communication is more effective than mass media channel, but no single research is conducted to check a relative efficacy of interpersonal communication and mass media in different stages of adoption of family planning. The extent to which boy preference is spread among the couples is explained in some of the studies, but little concrete strategy is suggested by the research reports. The degree of impact of boy preference maintained by the eligible couples on the level of fertility not been determined by any of the research reports, nor is there any research dealing with determinants and consequences of the boy preference value in Korea. Under this situation, it seems not legitimate to ask the field workers to "stamp out" this tendency among the eligible women.

PROBLEMS IDENTIFIED IN RESEARCH RESULTS

As is presented previously, there has been a number of researches conducted in Korea in connection with family planning information, education, and communication. It is seldom noticed, however, that there has been any serious effort on the part of researchers to undertake a comprehensive research intended to improve in detail the existing communication strategy for family planning. For instance, little research is carried out to detect problems in the way of the promotion of the family planning persuasion, to determine causes of the problem, and to
recommend improvements. To solve this problem, a close cooperation is required among the government, research institutes, implementation agencies, and university researchers.

In addition to this problem, most of the findings deal mostly with basic data such as demographic characteristics of the eligible women, and tended to neglect research on the decision-making process that will necessarily take place between husband and wife in the course of deciding on the number of children a couple would want to have.

There have been studies which concluded that the IE&C activity through interpersonal communication is more persuasive than through mass media. Yet, there have not been any studies at all which discussed the relative efficiency between interpersonal communication and mass media communication by comparatively observing the contents needed for persuasion.

Also, the study on son preference has merely been satisfied with identifying the existence and general pattern son of preference neglecting the research on concrete strategies to get rid of or lessen the son preference norm. Nor has the research been done on how much the son preference norm has had an impact on fertility behavior and on the phenomena ensuing when the son preference norm begins to be formed and when the results of it appeared.

Therefore, it is not good to have the fieldworkes analyze the son preference norm existing among married couples without any concrete strategies.

Another thing is that there is insufficient research to identify the reason and to seek measures on the
A Strategy for Research Utilization in IE & C

increasing discontinuation rate in family planning practice. It is of utmost urgent at this juncture to remove the had rumors spreading through these people and to raise the favorable attitude on family planning when considering these bad rumores prevent many women from their practice of family planning. We should emphasis again on the effective control of bad influence by bad rumors generated through reading the complication of contraceptives on the newspaper or magazines though some rumors about the complications are correct.

It is important to number the priority of the family planning IE&C - related variables after they are identified and then to study problematic points to implement the program systematically and effectively. It is the general view that most research only identifies and enumerates the problems and status of the program concerned with much lack in the consideration of the application of the research. The studies on IE&C are classified at least 7 categories. This classification will surely be conductive to the identification, numbering priority and their the conduct of research.

The first is that it is desirable to collect the information of socio-economic and demographic characteristics of the currently married eligible couples and to carry out the IE & C activity suited to the specific county, town, age, sex, income and occupation of the couples. It is believed that this basic data will be easily obtained through existing fertility survey.
A Strategy for Research Utilization in IE & C

Second, it is needed to find out the acceptors' habit of interpersonal and mass media communication to maximize the number of acceptors. In the survey on media, the preference of programs and golden hour should be identified and by doing this, the IE&C activity will best be conducted. In addition, it will be very helpful in raising the family planning practice to broadcast the family planning messages at designated time so that the village eligible women can listen to and discuss the matter as a group. After this, it will be better to have the "discussion on media."

The third is to analyze the IE&C message and activities to be conducted. It is because the IE&C message appropriate to the acceptors' characteristics can best work in the persuasion of the people. And the pretest of message should be preceded before it is broadcasted to determine whether it really appeals to the people. In addition, a pre-test of newly developed messages is necessary to check their suitability.

The fourth category deals with investigation of audience to determine their interest and receptivity factors, through which a large number of the prospective adopters may be persuaded into practicing family planning.

In the fifth category, major problems—increased rate of discontinuation, control of rumors, prevalence of boy preference, child spacing, age at first marriage—are to be handled in this section to determine and to solve these problems in the way of the successful implementation of the national family planning program.

The last but not least important category in research is to conduct research on long-term impact of
A Strategy for Research Utilization in IE & C

the persuasion program with least cost and maximum benefit. For this purpose, it is necessary to carry out a cost-benefit analysis to determine relative significance of various persuasive programs implemented through different media of communication.

So far, the existing studies have mainly handled the research problem listed in the first category of research. There existed a tendency to neglect effort to cover in research the remaining categories of research.

A STRATEGY FOR RESEARCH UTILIZATION IN IE & C

It is desirable to establish a research coordination committee composed of the representatives from the Ministry of Health and Social Affairs, the Korean Institute for Family Planning, the Planned Parenthood Federation of Korea, and research institutes of various universities in the country, to properly utilize existing research findings and to carry out new research in the future. It is difficult to find any evidence that indicates any systematic utilization of research findings currently available in the process of formulation and implementation of population and family planning policies.

There may be several factors that have hindered proper utilization of existing research results. For one, there existed no systematic cooperation and communication among the four institutions involved in research in this field to exchange information about research. For another, there was no built-in institu-
tional mechanism through which various research findings are digested, filtered and absorbed into the decision-making process in population and family planning policies.

As is indicated previously, no systematic attack has ever been attempted to comprehensively cope with major problems in family planning. As a result, there were a few overlapping topics of research handled in some of the studies. Most of the problems in research utilization may be solved by establishment of and mutual cooperation through the proposed coordination body. The main objectives of the coordination committee are to coordinate in the selection of research topics and to translate data, both existing and to be obtained in the future, into plain and simple language to easily feed them to all family planning workers and top managers of family planning as well to update their knowledge to be utilized in efficient as well as effective implementation of the family planning program.

As is shown in the following diagram, the feedback of information, both positive and negative, from family planning field workers and county canvassers sent by the Planned Parenthood Federation of Korea will be channelled through the Ministry and the PPFK to the KIFP for solutions through evaluative research. The program undertaken by the PPFK should be evaluated by the PPFK for its efficiency.

A regular meeting should be institutionalized to disseminate new findings to all individuals interested in the family planning movement. A summarized research report should also be distributed to research
A Strategy for Research Utilization in IE & C

institutes and scholars to avoid duplication of research.

In order for the section and subsection chiefs of the family planning section to familiarize with knowledge about family planning and to maintain continuity in the family planning program, frequent transfer of position should be avoided. The two leaders in family planning play a major role in formulating and implementing family planning policies, and it takes time for them to become a specialist in this particular field.

Once policies are formulated, they will be implemented by various workers on different level—family planning field workers, PPFK county canvassers, county health center directors, provincial health section chiefs, family planning subsection chiefs, secretary-general of PPFK's provincial chapters,
and others. Therefore, they must get to know in detail about the policies and concomitant communication strategy. To let them familiarize with these, a regular training session should be institutionalized at the KIFP. In order for them to feel a sense of solidarity, it is desirable to invite them all simultaneously to undergo training at the KIFP.

Action research is ordinarily conducted to minimize the trial and error expected in implementation of a program. Therefore, research must be undertaken well in advance of implementation of the program under consideration. Often time, however, both have been undertaken simultaneously, imparting the original effort of reducing the program cost.

In conclusion, it may be said that the establishment of the coordination committee is to bring about reduction in cost for research and for the family planning program by avoiding duplication of research and by providing an efficient strategy for family planning.
Problems in Research Utilization: Evaluation Research Undertaken at the Korean Institute for Family Planning

by Koh, Kap Suk *

Introduction

Korea's annual rate of population increase reached about 3 percent between 1955 and 1960, a rate unparalleled in her history leading to an increase of 3,500,000 persons. Such explosive population increase not only decelerated national economic growth, but also became an impediment to proper natural resources' utilization and caused problems in the supply of food and housing. The population growth problem was gradually recognized as serious by many persons. Starting about 1960, the demand for family planning services began to increase and develop as a social movement. To meet such demands, the government began to implement a full-scale

* Research Specialist, Korean Institute for Family Planning.
family planning program. Beginning with the First
Five-Year Economic Development Plan (1962-1967),
family planning program has continued as a key
policy among several economic and social develop-
ment policies.

The organization of the government family plann-
ing program is summarized in Figure 1.

According to Figure 1, the duties of MOHSA
are: policy establishment, program management,
supervision, and implementation of the government
family planning program. The functions of KIFP
are: research, evaluation, training of field workers,
developing training materials, and technical assistance
for health centers. PPFK is charged with: IE & C,
utilization of community organization, management
of PPFK clinics, etc. Through MOHSA, KIFP, PPFK
are closely related to each other, MOHSA takes
the initiative in program implementation, since
it has responsibility for policy making and coordina-
tion. As organizations affiliated with MOHSA,
KIFP and PPFK carry out various functions as
delegated by MOHSA, such as training of field-
workers, IE & C, and evaluation which was commis-
ioned only to KIFP. Research and evaluation activi-
ties carried out by numerous university research cen-
ters have also been coordinated indirectly by MOHSA
(for example, in the processes of submission and
approval of application for UNFPA funds, MOHSA
reviews the proposal in light of applicability of find-
ings). For rapid feedback and utilization of the
results of research activities carried out by KIFP and
universities, KIFP has recently began a new informa-
tion communication project.
Problems in Research Utilization

Figure 1. ORGANIZATION OF FAMILY PLANNING PROGRAM

Ministry of Health and Social Affairs

Research Evaluation Training

KIFP

Policy Establishment, Supervision, Regulation

PPFK

IE&C Mothers' Club Clinic

City, Province

Branch of City, Province

Mobile Service Clinic (11)

City, County, District

County Male Promoter

Health Center (200)

Town, Subcounty

Branch of Health Center (1,500)

Village, Dong

* Number of field worker: 2,595
Problems in Research Utilization

Under such an organizational management system the family planning program has continued successfully for the past 17 years a period marked by remarkable program achievements and fertility decrease.

Table 1. Changes of PP Practice Rate, Vital Rates: Total Fertility Rate and Ideal Number of Children from 1960 to 1975

<table>
<thead>
<tr>
<th>Year</th>
<th>Population Growth Rate (per 100)</th>
<th>CBR (per 1,000)</th>
<th>CDR (per 1,000)</th>
<th>Practice Rate</th>
<th>Total Fertility Rate</th>
<th>Ideal No. of Children</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>3.0</td>
<td>43</td>
<td>13</td>
<td>2%</td>
<td>6.3</td>
<td>–</td>
</tr>
<tr>
<td>1965</td>
<td>2.7</td>
<td>37</td>
<td>10</td>
<td>16</td>
<td>5.5</td>
<td>4.4</td>
</tr>
<tr>
<td>1970</td>
<td>2.1</td>
<td>30</td>
<td>9</td>
<td>21</td>
<td>4.2</td>
<td>3.4</td>
</tr>
<tr>
<td>1975</td>
<td>1.7</td>
<td>24</td>
<td>7</td>
<td>42</td>
<td>3.5</td>
<td>2.9</td>
</tr>
</tbody>
</table>

Source: KIFP, Status and Measures of Family Planning Program in Korea, 1977.

As is shown in Table 1, the population growth rate decreased from 3 percent in 1960 to 1.7 percent in 1975, solidifying a high rate of economic development and playing as a decisive role in moving up the day when Korea will be self-sustaining in food. Nevertheless, the past reduction in the total fertility rate from 6 to 3.5, will be difficult to continue in moving from a TFR of 3.5 to 2.0. Many innovative measures are needed. To back up them, the relatively important role of research evaluation activities should be recognized seriously by participants in the program.
Problems in Research Utilization

Research—Evaluation Activities of KIFP

For the last decade, KIFP (including the Evaluation Unit of the Family Planning Section of MOHSA, and later the National Family Planning Center), other research centers, and many universities have carried out research evaluation activities on population and family planning. The number of research activities in the decade was between 200 and 300.

The major activities carried out by KIFP since its establishment in 1971 can be summarized as follows:

A. Research evaluation activities concerned with population growth and family planning program implementation (i.e., feedback activities by data collection, analysis and problem-finding).

1. Collection of data on family planning program achievement statistics (service statistics) and compiling the following data: monthly reports and coupon obtained from health centers.

Results have been tabulated monthly or quarterly and reported to MOHSA, which then utilized them as important data measuring program achievement by health center.

Progressive and stagnant areas (by the criterion of deviations from the mean achievement for the whole country) by analysis of the monthly reports; KIFP carried out spot-checks for the above areas and reported the results to MOHSA.
2. National combined surveys of fertility, family planning and follow-ups (sample surveys covering the whole country).
   - They have been carried out by every two or three years. Recently they have been carried out for four times; in 1971, 1973, 1974 and 1976.
   - Major themes, the basic statistics measuring program effectiveness, were as follows:
     a. Impact analysis of family planning program upon fertility decrease.
     b. Measurement of changing KAP patterns and use-effectiveness of each contraceptive method.
   - Most of the information on the achievement and status of the family planning program were obtained from the above nation-wide sample surveys.

3. Family planning survey confined to specific populations.
   - Specific populations (soldiers, upper class, urban low class, high fertility risk women, specific method users, etc.) which could not be found in sufficient number in representative nation-wide sample surveys were included in these surveys.
   - These studies complemented nation-wide sample surveys, and further, were utilized as basic data for new planning or for modifying existing plans.

4. Long or short-term plan establishment; the results of service statistics and family plan-
Problems in Research Utilization

ning survey results were utilized to:
- Establish the Third Five-Year Family Planning Plan.
- Establish and modify the Fourth Five-Year Family Planning Plan.
- Publish the “Long-term Perspective of Family Planning Program in Korea.”

5. Family planning program evaluation seminar; this meeting has held to review last year’s family planning program achievements and suggest improving measures for that fiscal year to MOHSA promptly. It also offered provincial workers sufficient opportunity to voice their problems.

6. Research Findings Utilization Seminar; Recently, KIFP undertook this project, as its important function, to facilitate the communication of new research findings.

B. Research to improve the solution of problems encountered in program implementation.

1. Modification of the target system; a “pilot study to introduce a new target system” was completed. This is expected to complement the shortcomings of the existing target system; i.e., weighted credit system.

2. Program management and management system improvement.

Contraceptive supply network; an action study to determine the device maximizing contraceptive supply in urban low income areas was carried out using Tong-chiefs and Ban-chiefs.
Problems in Research Utilization

Supervising system; research to develop check-lists for supervision; and research on the role of managers in the family planning program were carried out. Utilization of human resources and community resources; also conducted were research on the actual conditions of family planning field workers and of mothers' clubs.

3. Researches concerned with socio-political support including the legislative systems; analysis of the legislative system for induced abortion and researches on the possibility of exempling contraceptives from taxation were conducted.

C. International Communication of the results of research evaluation activities.


   Cross; cultural research on the level of fertility in various nations and on the determinants of them.

   70 nations have participated in this project under the supervision of UN. KIFP in corporation with Bureau of Statistics, EPB, participated in this project.

D. Supporting services for research evaluation activities

1. Quality improvement and data correction of research evaluation findings.
   - Research on the vital statistics registration system through the health center
network.
- Follow-up surveys to confirm achievements of each contraceptive method.

2. Research to improve the techniques of evaluation analysis.
- Evaluation analysis of the family planning program by "main-component analysis" method.

The number of research projects in the last 6 years was 90. The number in 1976 was 27 and that of 1977 was 20.

<table>
<thead>
<tr>
<th>Name of Project</th>
<th>Activities and Results</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. National Fertility and KAP Surveys</td>
<td>The basic data for planning and executing the family planning program.</td>
<td>1971, 1973</td>
</tr>
<tr>
<td>2. Analysis of Effectiveness of Family Planning Program</td>
<td>Utilized as referential data for program execution (supervision)</td>
<td>1971-1976</td>
</tr>
<tr>
<td>3. Studies of the vital Registration System</td>
<td>Suggested the possibility of adopting the improved for in health network</td>
<td>1971-1975</td>
</tr>
<tr>
<td>4. Studies on Induced Abortion in Korea</td>
<td>Utilized support for legalizing induced abortion. It was utilized as the referential data for program execution (subsidy), as it investigated the effect of induced abortion on decreasing fertility</td>
<td>1971-1973</td>
</tr>
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# Problems in Research Utilization

<table>
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<tr>
<th>Name of Project</th>
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<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>5. A Study on Administrative Status and Working Conditions of Personnel at Various Levels of the National Family Planning Program</td>
<td>Data for the management of workers</td>
<td>1971-1972</td>
</tr>
<tr>
<td>6. A Study of Designated Physicians in the Korean Family Planning Program</td>
<td>Provided data on appropriate operation fees and the management of family planning workers</td>
<td>1971-1973</td>
</tr>
<tr>
<td>7. Preparation of the Third Five-Year Family Planning Program</td>
<td>Data was utilized for planning and executing the family planning program</td>
<td>1972</td>
</tr>
<tr>
<td>8. Progress in Family Planning Hospital Program in Korea</td>
<td>Suggested an effective plan for management and of expansion of the family planning program utilizing hospital</td>
<td>1972-1973</td>
</tr>
<tr>
<td>9. A follow-up Survey on Condom Users Under National Family Planning Program</td>
<td>Data was utilized for pre-planning condom supplies</td>
<td>1972-1973</td>
</tr>
<tr>
<td>10. The Status of MCH Practices among Family Planning Acceptors and Non-Acceptors</td>
<td>It suggested the direction of the family planning program should follow to operate in corporation with MCH It also suggested the necessity of incorporating family planning with MCH</td>
<td>1972-1973</td>
</tr>
<tr>
<td>11. Preparation and Supplement of the Draft of the Fourth Five-Year Family Planning Program</td>
<td>Data was utilized for long-term planning of family planning program</td>
<td>1973-1976</td>
</tr>
</tbody>
</table>
### Problems in Research Utilization

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<tr>
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<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>12. Cost-Benefit Analysis of Family Planning Program in Korea</td>
<td>Showed the economic benefit of family planning program in Korea through the concept of CYP</td>
<td>1973</td>
</tr>
<tr>
<td>13. Studies on the Direction of Amending the Family Law</td>
<td>It suggested directions for reasonable amendments of the family law</td>
<td>1973</td>
</tr>
<tr>
<td>14. Studies on the Status of Contraceptive Supplies for Urban Low-Income Area</td>
<td>Documented the status of contraceptive supplies and suggested effective strategies to overcome it</td>
<td>1973</td>
</tr>
<tr>
<td>15. Analysis of the Effectiveness of Family Planning Workers for each Contraceptive Method</td>
<td>Utilized as the data to make the human resources allocation plan to prepare workers' manual</td>
<td>1973</td>
</tr>
<tr>
<td>16. Spot-Check on the Achievement of Each Contraceptive Method</td>
<td>It was utilized to measure program achievements and to supervise the network</td>
<td>1974-1976</td>
</tr>
<tr>
<td>17. Development of Check-List to be Utilized by Central and Local Supervision Team</td>
<td>It was utilized to find guiding principles for supervising low-level program management.</td>
<td>1974</td>
</tr>
<tr>
<td>18. Studies of Population Awareness and Attitudes toward Family Planning among National Leaders</td>
<td>It investigated the value and the attitudes of the upper class towards population and family planning</td>
<td>1974</td>
</tr>
<tr>
<td>19. Study of the Multipurpose Utilization of Health Workers</td>
<td>It suggested ways to effectively integrate family planning with the MCH program</td>
<td>1974</td>
</tr>
<tr>
<td></td>
<td>Suggested measures for the effective utilization of health worker</td>
<td></td>
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<tr>
<td></td>
<td>It revealed the training program needed for health workers</td>
<td></td>
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</table>
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<th>Name of Project</th>
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<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>20. Maximum Acceptance Level of Family Planning Determined by Field Workers' Home Visit in Bo-Eun Rural Areas</td>
<td>Maximized Utilization of community agency increased family planning practice ratio up to 60% among married eligible women, methods to allow nation-wide adoption were suggested</td>
<td>1974</td>
</tr>
<tr>
<td>21. Study on Weighted Credit System</td>
<td>New methods for effective target setting were suggested</td>
<td>1975-1976</td>
</tr>
<tr>
<td>22. Study on the Maximization of Family Planning Services among High Fertility Risk Women</td>
<td>Causes for fertility among high fertility risk women were investigated</td>
<td>1975-1976</td>
</tr>
<tr>
<td>23. The Feasibility Study on the Condom Charge through Health Center Network in Korea</td>
<td>Efficiency of self-supporting system was discovered. Policy toward self-supporting system of contraceptives could gain some evidence from this study</td>
<td>1975-1976</td>
</tr>
<tr>
<td>25. Effects of Economic Factors on Fertility Behavior</td>
<td>It discovered the effect of economic factors on fertility behavior. Also utilized as the data for IE&amp;C</td>
<td>1975-1977</td>
</tr>
<tr>
<td>26. Impact of Family planning Program on Fertility Decrease</td>
<td>Estimation of births averted by method, estimation of cost per a birth averted and estimation of contribution of each factor (government program; 31%, induced abortion; 26%, others; 43%) were made</td>
<td>1976-1977</td>
</tr>
</tbody>
</table>
## Problems in Research Utilization

<table>
<thead>
<tr>
<th>Name of Project</th>
<th>Activities and Results</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>27. Study on the Effective Method to Supply Contraceptive to Urban Low-Income Areas</td>
<td>It suggested effective methods for using community-level resources, such as the utilization of tong-chief and ban-chief, to expand contraceptive use.</td>
<td>1976-1978</td>
</tr>
<tr>
<td>28. Korean Population Policy Program Evaluation Study Cheju Island Study</td>
<td>Utilization of canvassers was attempted</td>
<td>1976-1979</td>
</tr>
<tr>
<td>29. Special Campaign for Vasectomy in Low-Income Areas of Seoul</td>
<td>IE&amp;C strategies for vasectomy were suggested</td>
<td>1976-1977</td>
</tr>
<tr>
<td>30. Acceptor Data on Female Sterilization Program in Korea</td>
<td>Socio-economic acceptability of female sterilization was measured, side-effects of female sterilization were investigated and countermeasures against them were suggested</td>
<td>1976-1977</td>
</tr>
<tr>
<td>31. Study on Evaluation-Index for Rural Family Planning Program</td>
<td>Evaluation-index for the Saemaul Movement was constructed</td>
<td>1977</td>
</tr>
<tr>
<td>32. Evaluation Survey of Family Planning Program</td>
<td>It was utilized as the basic data for target setting of the Fourth Five-Year family planning program</td>
<td>1976-1977</td>
</tr>
<tr>
<td>33. Data Analysis of Fertility Survey in 1974</td>
<td>Analysis of socio-economic variables for acceptors were utilized as the basic data for effective program management, and will be utilized to predict the fertility of Korea in the future</td>
<td>1977</td>
</tr>
</tbody>
</table>
Problems in Research Utilization

Examples of Utilizing the Research Findings to Population Policy

A number of the research evaluation activities of KIFP have been utilized to formulate population policy. Major activities included the following.

1. Some studies presented the list of progressive and stagnant areas (covered by health center) - These improved program supervision at the lowest administrative level.

2. Presentative of program effectiveness as a result of furnishing the demographic characteristics of family planning acceptors for each city and district - particularly, having induced younger couples to accept sterilization meant increased program effectiveness.

3. Studies of program achievements by quarter - It enabled the early modification of targets.

4. Family planning practice and fertility surveys - Practice ratio and practice status by residence were made clear by these surveys, which enabled the program to concentrate resources on the areas of low-practice (i.e., urban low class, rural area, population in low education level, etc.).

5. Various follow-up surveys have improved the management aspect of the program to increase program effectiveness and efficiency (for example, modifying the targets of condom and oral pill monthly, and preventing the waste of contraceptives by assessing the service-fee).
6. Various action studies - Devising the proper measures to expand contraceptive supply (for example, increasing practice ratio with the corporation of Saemaul Movement or tong-chief and ban-chief or canvasser could be included).

7. Preparation of the Third and Fourth Five-Year Family Planning Plan - It was adopted by MOHSA and EPB (target setting, sterilization program expansion, and cooperation of ministries for the plan).

8. Studies of Socio-political supporting measures - Giving priority to live in an apartment for sterilization acceptors and adopting the evaluation devices of family planning achievement in Saemaul Movement have elevated favorable attitudes toward family planning.

9. Induced abortion study - Legislation of Maternal and Child Health Law, expansion of the permitted limit of induced abortion, aids to low-class for menstrual regulation.

10. Studies on the designated doctors - Appropriate operation fees were ascertained and the necessity of loop insertion by field workers (from 1973) was suggested.

11. Fieldworkers, working - Environment study - Results were reflected in the training program, the plan of regularizing workers’ status, and the plan of legalizing loop insertion (by Maternal and Child Health Law).

12. Evaluation study of family planning program through hospital - It suggested utilizing laparoscopic sterilization, and also pointed out ineffi-
Problems in Research Utilization

ciencies of workers in hospitals.

13. Program Evaluation Seminar and Program Managers’ Seminar - Central and provincial workers suggested problems and measures improving the solutions (for example, measures improving the utility of mobile teams, measures establishing “The council of Population Policy”, measures to extend the family planning supply through Maternal and Child Health Center). Such measures were reflected in policy-making, but then overall effectiveness is difficult to evaluate. Thus the relation between KIFP’s productivity and research utilization have been in dispute for a long time. But, because all of the research findings could not be utilized, and because unutilized research findings too have indirect effect upon policy-making, the 90 studies conducted since the establishment of KIFP are not useless or ineffective. Some of the reasons lie in characteristics of the family planning program, which do depend on multi-dimensional variables such as closely inter-correlated social, cultural and economic variables. When we discriminate basic research and applied research, KIFP has stressed applied research, and evaluation activities by KIFP have also been used to measure the degree of program implementation and to find out the obstacles and problems of the program.

The research evaluation projects of KIFP in 1977 number 20, including continuing projects, and the number of completed projects in, 1977 amounted to 14. KIFP has presented the research finding to the au-
Problems in Research Utilization

authorities concerned (MOHSA and EPB). To describe utilization processes for all of them will take too much time and space, thus I will select only one project and will explain its process.

The title of the project is "Revision and supplement of long and short-term plans of family planning program." Targets of the family planning program during the period of the Fourth Five-Year Family Planning Plan were based upon the results of the 1970 census and a family planning evaluation survey in 1973. But considering the results of the census in 1975 and the family planning evaluation survey, revision of the original targets were felt to be needed, the revisions made are shown in Table 2 and Table 3.

Table 2. Revised Target of the Number of Birth Averted and Practice Ratio

<table>
<thead>
<tr>
<th>Year</th>
<th>Original Plan</th>
<th>Revised Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Birth Averted</td>
<td>Practice Ratio</td>
</tr>
<tr>
<td>1977</td>
<td>635</td>
<td>45%</td>
</tr>
<tr>
<td>1978</td>
<td>696</td>
<td>49</td>
</tr>
<tr>
<td>1979</td>
<td>753</td>
<td>52</td>
</tr>
<tr>
<td>1980</td>
<td>807</td>
<td>57</td>
</tr>
<tr>
<td>1981</td>
<td>858</td>
<td>60</td>
</tr>
</tbody>
</table>

1 Increment of Birth Averted depends upon the strengthened sterilization program by government.

2 Decrement of Practice Ratio, while births averted increased, is the result of revision of the past assumption which over-estimated the cumulative effects of the past program achievements.
Problems in Research Utilization

Table 3. Revised Target of Family Planning Program of the Government

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>IUD</td>
<td>400 250 200 150 100</td>
<td>419 432 384 340 295</td>
</tr>
<tr>
<td>Oral Pill</td>
<td>200 170 140 180 180</td>
<td>287 299 270 243 216</td>
</tr>
<tr>
<td>Sterilization</td>
<td>100 120 140 160 180</td>
<td>200 211 222 237 261</td>
</tr>
<tr>
<td>Condom</td>
<td>125 100 75 50 25</td>
<td>127 129 114 100 86</td>
</tr>
<tr>
<td>Total</td>
<td>825 640 555 420 485</td>
<td>1,033 1,061 991 920 858</td>
</tr>
</tbody>
</table>

1/ Menstrual regulation method was not considered. Government private sector ratio was assumed 40:60 from 1977 to 1981 which was 60:40.

Methodology of the revision was based on ESCAP Target Setting System (ETSS) recently developed by ESCAP. 14 variables were considered for input data and the results were examined. Final results were reported to MOHSA and Council of Population Policy and accepted by the authorities concerned. The 1978 targets for the government program are shown below.

1978 Target

IUD (case) ........................................ 400,000
Sterilization (case) .............................. 200,000
   Vasectomy (case) .............................. 60,000
   Tubal ligation (case) ......................... 160,000
Condom (month/dozen) ................................ 100,000
Oral pill (month/cycle) .......................... 130,000
M. R. .............................................. 50,000

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Among the government target, the oral pill targets is least stable. This target will be supplemented by a "rolling plan" taking into account the couple years of protection. MOHSA provided a stipulation which enables method-interchange through the notion of a Weighted Credit System.

Many of the other KIFP research projects were utilized in a similar manner to the example just cited. But there were also research projects which were difficult to utilize and hence insufficiently utilized. Such research is discussed in brief below.

1. Studies of the vital registration system - the aims was to utilize health workers working in the rural villages to increase the reliability of vital statistics registration and further to utilize them as the basic information for contraceptives supply. The results were not fully utilized by the authorities because of administrative problems.

2. Study on the status of maternal and child health of family planning users and non-users - this study suggested unities the MCH program with the family planning program, but until now it has not been fully adopted and utilized.

3. Study on the direction of amending the family law - this project suggested the directions for amending the family law to diffuse the norm of small-sized family and women's equality, but the suggestions have not been accepted, because the family law is a prototypical, historical, conventional law which resists to change most persistently.
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4. Study of the multi-purpose utilization of health workers - a study closely related to administrative problems which will take a long time to be adopted.

5. Study of maximizing the utility of family planning workers; inappropriate for utilization, as the study has problems in the hypothesized input-model of human resources.

6. A study of the Weighted Credit System - this was a small-sized case study, a large-sized case study will be started. Utility depends on the results of the latter.

Problems Encountered in the Feedback Process

Problems encountered in the feedback process and its counter-measures are summarized below.

1. A number of research findings were too abstract to guide policy and be utilized by the officials concerned. It is reasonable to say that the results of applied research should be closely connected with the lowest levels of administration so that officials can understand and decide.

2. Sometimes KIFP has been alienated from direct participation in policy making. (Especially the Council of Population Policy, and Bureau of Budget) To solve this problem, a formal feedback system should be organized which reviews research findings. (It is supple-
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3. Section of Family Planning, MOHSA, has reached its limits in assimilating the quantity of information coming out of KIFP and other agencies. Elevating the Section of Family Planning to a Bureau of Family Planning may be needed and vice-director of Bureau should perhaps take charge of utilizing the information and planning technical aspects (not at administrative aspects).

4. If the above can not be realized, one section of KIFP might be established to take full responsibility for supporting MOHSA (planning, digestion of information and policy making). This section should be connected directly with the director of the Maternal and Child Health Bureau.

5. Unless MOHSA began to specify projects for KIFP which can produce the diagnostic and prescriptive results needed, there will always be conflicts between the research findings and its utility to the policy-making. Currently, characteristics of the projects of KIFP are determined primarily by subjective judgements at KIFP. To alleviate conflicts, an interim solution is to hold the seminars several times a year to discuss the research findings.

6. It is also desirable to strengthen the function of the secretariat, Council of Population Policy to utilize the various research findings.
Problems in Research Utilization

A workers-level committee composed of officials and researchers should be established permanently in the Council of Population Policy. Their recommendations should be reflected to EPB's decision. For example, if sterilization target are to be decided. Opinions of the Association of Sterilization and KIFP should be reflected sufficiently through the workers-level committee.

7. When the existing policy is to undergo major changes, such as self-supporting system, the communication gap between the highest level of policy makers and the lowest level of personnel should be minimized. When such conversions are needed, in-country Technical Assistance Mission with a coordination of the Director of Bureau of Maternal and Child Health should brief the Minister of MOHSA one or two times a year with the attendance of working level experts.

8. KIFP should not disregard request from MOHSA, instead, the supporting facility of KIFP for MOHSA should be strengthened. KIFP should assume responsibility for processing the data so that officials can utilize them promptly.

9. New research needs should be decided in working-level discussions (over the rank of administrative official and chief researcher) not only at MOHSA and KIFP but also PPFK.

10. Another way to improve the utilization of research findings is to dispatch researchers of
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KIFP to MOHSA. To complement the function of the Section of Family Planning, MOHSA, which is limited in human resources and budget, at least one trained researcher could be dispatched for communication, regulation, and occasional reporting of research findings. This will improve the use of research findings, and further, will facilitate the selection of appropriate new research topics.
Dissemination and Utilization of Research Results

by Kim, Jae Joon *

Introduction

During the past 15 years, Korea's national family planning program has made remarkable progress in the area of delivery of contraceptive services and IE&C activities, which are instrumental functions in implementing the program, as well as in the research and training areas as supporting functions. Although various activities have been carried out in the research area, many experts are in controversy over the question of to what degree the results or findings of such research have contributed to program implementation.

Contrary to the need of a wide variety of academic and research findings, including natural and

* Chief, Technical & Information Development Division, Korean Institute for Family Planning.
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social sciences, it is apparent that there has been a lack of systems and studies for proper management and selection of data and information and for their utilization in program development. In order to insure utilization of research findings by the end-users, it was necessary to conduct still another study to develop really applicable measures to meet the needs of various program components and of their continuation. However, many research findings have been published only to suit the preferences and intentions of the researchers.

Many experts agree that these phenomena are extremely common in other developing countries. Therefore, many studies are now underway to develop a more systematic manner of acquiring knowledge and insuring its proper utilization.

The contents of this paper are presented in three parts.

part 1. Summary of research projects pertaining to dissemination and utilization of research findings and related topics in order to help people understand the importance and general process of utilization.

part 2. Based upon research concerning knowledge utilization, it endeavors to analyze the current utilization activities of Korean Institute for Family Planning, a semi-governmental agency dealing with family planning in Korea, through a survey involving information users.

part 3. Recommendations for policy implementation.

The methodologies employed in preparing this paper were library study on the utilization of research findings and a written questionnaire survey administered
Dissemination of Research Results

by mail in which administrators and practitioners were queried concerning the need for and use of research findings.

Dissemination & Utilization of Research Findings

The dissemination and utilization of research findings involves the procedure which reproduces the knowledge and information derived from research activities in a manner satisfying the need of consumers and disseminates them in order for the research results to be adopted and practiced by consumers according to their own needs.* Accordingly, the meaning of utilization and dissemination in this context comprises not only the process of transmission from one organization to another but the processing and tailoring of knowledge to the extent that it can be applicable to the development of the program.

Operational Framework for Research Utilization

The knowledge produced by researchers is transmitted to the target audience by means of a four step operational process---1) Research; 2) Accumulation and processing of knowledge; 3) Tailoring and modification; 4) Dissemination.

Researchers engaged in this field desire the results of their research to be used as technical information as well as basic material for the experts in each dis-

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cipline to develop and implement the program. However, the majority of research findings have been neither tailored nor distributed sufficiently to be consistent with the conditions encompassed by the practitioners or consumers. It seems probable that the research findings have not been adequate to meet the needs of the target audience, and this can be attributed to the past and current atmosphere in which research is conducted primarily by and for the researchers, ignoring the implications and applicability which the findings will have on policy formulation and program implementation. This lack of concern on the part of research personnel in regards to properly processing their findings in a comprehensive manner to the needs of the consumers naturally resulted in insufficient use of the collected data in implementing the overall program.

Knowledge Flow System

We will now outline the knowledge flow system.
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frequently used when a specific piece of knowledge is transmitted to the final consumer and at the same time will identify the type of media and reciprocal action through which the knowledge is delivered from research personnel to the consumers, and vice versa.

The flow of knowledge from the researchers to the consumer is accomplished in a very complex fashion, often generating varied effects and behavioral changes in each consumer. Figure 1 shows the knowledge flow system* in a somewhat simplified form and the system four steps to demonstrate that the knowledge attained by basic and applied research goes through a development procedure for testing and then finally reaches the consumers. This flow system, on the other hand, can reversely repeated from the consumer to the researcher transmitting the information needed to be studied or developed. This flow of knowledge occurs not only in a two-way communication system but works in a complex situation involving a variety of organizations and agencies under the principle of middle level media and reciprocal operation.

As Ronald Havelock indicates in his book “Planning for Innovation,” the knowledge flow is conveniently outlined as four sub-systems, however, one large body is formed when the knowledge flows between organizations by a linkage mechanism. Figure 2 indicates the separate steps of knowledge flowing, but, in certain instances, the middle two steps may be skipped in which case the knowledge is immediately

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employed by the consumer.

Figure 2. Knowledge Flow System Roles


In general, research concerning family planning is initiated based on an obvious need for the results of such research for practical application. In light of this unique situation, it is suggested from the viewpoint of utilization of research findings that research be carried out with the objective being that the research not be confined to research itself but should also comprise the activity of knowledge production which can possibly be adapted to specific needs. If these objectives are well accomplished, the institutions and universities as well as the administrators will be given more inspiration and encouragement in policy formulation and program implementation. To date, however, most institutions have little interest in the matter of utilization and have been content to merely produce bulky reports in thesis style. Significant concern should be given to the development of know-
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Knowledge flowing schemes and cultivation of trained experts in this field as the population and family planning program has a growing relevance to extensive knowledge including behavioral science and the research-based scientific knowledge is increasingly needed in the operation of the program.

Institutional Framework for Research Utilization

In the process of utilizing the results of research conducted by universities and research institutes, various social organizations and institutions are inextricably linked with each other. The knowledge and information produced play a supporting role in program development through school service systems and structures as well as through various types of media. However, one thing should be remembered at this juncture, that the information transmitting activities should be controlled to attain the common goal of the research. According to Ronald Havelock “it is desirable that the government or the entrusted institutions should control these communication activities of various information.”

Dissemination Activities for Research Utilization

Research results are generally transmitted to target groups through training, workshops, seminars, and consultative meetings and the main vehicles used for communicating this knowledge are audio-visual aids and printed matter.

The dissemination activities consist of producing and distributing the printed material, such as weekly, monthly, bi-monthly and quarterly publications to policy-makers, administrators, practitioners
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and researchers of different levels in accordance with their specific needs. Though all the publications have similar characteristics, professional information development techniques and personnel specialized in adult education are required in order for a publication to be disseminated in consideration of the different levels of knowledge of the users.

The dissemination activities and utilization of audio-visual materials are primarily used for mass education or population education. It is expected that the materials will prove more effective when they are produced in a manner suited to the place, time and target audience. Nowadays, self-instruction is gaining increasing popularity around the world for adult education and is recognized to be a very useful tool for the family planning program which demands a tremendous amount of knowledge for the ever-increasing target groups.

Current Status and Problems of Dissemination for Research Findings in Korea

Application Scheme for Utilizing Research Findings

In this chapter, it attempts to analyze the application schemes for the utilization of research findings in view of the activities of KIFP.

KIFP is conducting research utilization activities by employing the following three methods:

1) Publishing research results in report form to be directly used by consumers.
2) Transmitting developed materials through training, seminars and various other gather-
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ings.

3) Drawing feedback by directly executing the required work for the long and short-term plan.

In the first method, KIFP allocates a specific research project to appropriate researchers in the institute and upon completion of the project, research reports containing major findings and policy recommendations are published. However, it is quite common that the research results are inadequate to satisfy the specific needs of policy-makers, administrators and practitioners. Actually, few research results have been utilized as previously expected except by the researchers themselves. Furthermore, users have pointed out that it is questionable whether the research results can be suitably adopted to the policy formulation process even though policy recommendations were summarized in the reports.

There are two main reasons why the research findings failed in their application process. The first is that when planning research projects the organizers didn’t consider the problems facing the projects as a whole and the second is that the fundamental purpose of the project was not clearly examined. Research on the population and family planning program covers a wide area including views on value, population policies, and general information necessary for effective program implementation, administration and development. However, most research projects in developing countries have been centered primarily on KAP surveys and program evaluations. Another reason for failures in the application process, according to Synthetic Analysis of Research Programs in
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1976* published by KIFP, was that the research activities, whether involving basic or applied research, were carried out without considering specific objectives of the possible applicable aspects of the results obtained when analyzing the research contents.

The second method involves reproducing and disseminating knowledge and information based on the research results, which is well conducted through training and evaluation activities at KIFP. Research findings are applied to the program implementation by means of the researcher personally giving lectures to field workers, doctors and administrators during a diversified training course. The annual nation-wide evaluation seminar and program supervisors’ seminar offered good opportunities not only to disseminate research findings but also to obtain feedback for central level policy makers and researchers.

However, the problem lies in the development of materials. Most results produced so far have been difficult to understand and also have been too vast in content to easily digest, posing an urgent need to develop and interpret the results into easily understandable and accessible form. To cope with this difficult situation, KIFP recently developed a self-instruction for a local mothers’ club.

The third method involves the direct participation of researchers in the process of establishing and implementing the national plan. Although this is not generally the responsibility of the research institute, the current situation, in which administrators alone

*Joseph A. Cavanaugh, Demographic and Family Planning Research Needs for Less-Developed Areas.
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can't deal with the ever-expanding and specialized program, calls for joint efforts with the researchers. This joint effort, however, also poses many problems. For example, the researcher should accomplish his assigned research project with a limited number of people and should not be involved in unexpected work. But if involved, they must work jointly with the administrators as the researchers cannot work without up-to-date knowledge about the current status and the degree of progress of the program.

The KIFP intensified and systemized the dissemination activities for research findings by establishing a Material Development Division in 1977. The function of this division is to control the overall process of organizing and producing various research programs and disseminating the results. The primary objective of this seminar is to seek the most efficient way to produce and disseminate research results.

The main activities of the division in terms of disseminating research results are;

1) direct contact with the information-users listed in National Population Clearing House's information-users directory by transmitting the research results;

2) publication of periodicals such as "Family Planning Newsletter", and "Monthly Population Information";

3) interchange of needed information by means of training sessions, seminars and conferences.

Established in 1974 with financial assistance from ESCAP, the NPCH provides data concerning the information users including what materials they want
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to receive and how they use the materials through regular programs of information gathering activities.

As the activity of the Korean family planning program increases in volume and is executed in close coordination with other administrative projects, the NPCH organized a survey on the status of information dissemination among the administrative decision makers as well as health-related personnel in consideration of their growing participation in the family planning program.

For this survey, 300 persons, 30 per cent of the total 974 policy makers at the central city and provincial level, health-related personnel including health center directors, training and special project personnel including family planning officials in the administration of Labor Affairs and various government training institutions and Home Affairs administrators consisting of vice mayors and vice county chiefs, were chosen by stratified random sampling. In the survey which was conducted by mail, the response rate was 64 per cent which was rather low and was attributed to the unresponsiveness of policy makers and home affairs administrators. In summary of the major findings of the survey, 72 per cent of the respondents indicated they were familiar with the materials pertaining to population and family planning. The general knowledge acquiring channel is appeared in Figure 1 being statistically significant at the one per cent level per specific area.

In view of the fact that almost all respondents were directly involved with the family planning program, the 72 per cent who indicated they had received the family planning related materials is considered
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very low. This fact indicates to us that improvements in family planning education and in the knowledge flow system are urgently needed. As Table 1 reveals, the major channel utilized to acquire such information differs slightly from person to person. The policy maker usually obtains information from research results; the training and special project personnel from training at educational institutions; and health-related personnel and home affairs administrators from

Table 1. Knowledge Acquiring Channel per Respondent

<table>
<thead>
<tr>
<th>Health Policy Related Makers Personnel</th>
<th>Training &amp; Special Project Personnel</th>
<th>Home Affairs Administrators</th>
</tr>
</thead>
<tbody>
<tr>
<td>Training at education institutions</td>
<td>22.2% 26.8% 35.3% 27.9%</td>
<td></td>
</tr>
<tr>
<td>Contact with the practitioners</td>
<td>19.4 36.6 16.2 43.0</td>
<td></td>
</tr>
<tr>
<td>Materials of research institutes</td>
<td>41.7 28.2 29.4 21.0</td>
<td></td>
</tr>
<tr>
<td>Request to the related institutions when necessary</td>
<td>16.7 8.4 19.1 8.1</td>
<td></td>
</tr>
</tbody>
</table>

*The number of items all answered. The respondents checked 1.5~2 items on the average. \(X^2 = 23.55 \ p < 0.01\)

contacts with the practitioners. This means the research results are utilized only by researchers and policy makers, being seldom employed by the end-users. It was also revealed that 63 per cent of the respondents felt the existing amount of materials is not sufficient to actually contribute to the implementation of the program. If we relate this phenomena with the degree of contact with the materials, 57 per cent of those who received materials said they were insufficient while 80 per cent of the non-recipients
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expressed the same opinion. We can draw the conclusion from this survey that the materials are not produced to such an extent that the recipients are satisfied with quantity or quality.

Table 2. Knowledge Considered Insufficient per Respondent

<table>
<thead>
<tr>
<th></th>
<th>Health Policy Makers Personnel</th>
<th>Training &amp; Special Project Personnel</th>
<th>Home Affairs Administrators</th>
</tr>
</thead>
<tbody>
<tr>
<td>IE&amp;C material</td>
<td>14.6% 23.0%</td>
<td>32.1%</td>
<td>25.0%</td>
</tr>
<tr>
<td>Research results</td>
<td>17.1 16.8</td>
<td>9.9</td>
<td>9.6</td>
</tr>
<tr>
<td>Population and service statistics</td>
<td>24.4 15.1</td>
<td>12.3</td>
<td>16.4</td>
</tr>
<tr>
<td>Family planning program policy</td>
<td>12.2  9.7</td>
<td>13.6</td>
<td>17.3</td>
</tr>
<tr>
<td>Family planning program status</td>
<td>14.6  8.8</td>
<td>9.9</td>
<td>11.5</td>
</tr>
<tr>
<td>Seminar and conference results</td>
<td>4.9   15.1</td>
<td>8.6</td>
<td>7.7</td>
</tr>
<tr>
<td>Projects of institutes and persons</td>
<td>9.8   8.0</td>
<td>7.4</td>
<td>7.7</td>
</tr>
<tr>
<td>News on related institutions and persons</td>
<td>2.4   3.5</td>
<td>6.2</td>
<td>4.8</td>
</tr>
<tr>
<td>Total</td>
<td>100.0 100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>(N)</td>
<td>(41)* (113)</td>
<td>(81)</td>
<td>(104)</td>
</tr>
</tbody>
</table>

* The number of items all answered. The respondents checked 2.8 ~3 items on the average.  
\[ X^2 = 16.65 \quad p < 0.05 \]

Table 2 shows what kinds of information material the target groups need to have. Decision-makers noted the lack of population and service statistics-related materials along with research findings while the health center officials hoped to get more of the IE&C material and research findings while the home affairs administrators also wanted IE&C materials. It is difficult to accurately estimate to what extent the target groups have made use of the available information. But 64 per cent of those who answered said they had referenced the research results to the
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execution of their programs and 23 per cent indicated they have never had any contact with the research results. About 77 per cent of those who had utilized the research results as reference used them in their IE&C activity while 11 per cent found their use during the training course as lecture materials. And, notably, it was only 4 per cent who had reflected the research results in their decision-making.

Table 3. Knowledge Utilization and Status of Reference

<table>
<thead>
<tr>
<th>Have referenced</th>
<th>Don't know</th>
<th>Don't understand</th>
<th>Don’t apply</th>
<th>Can’t apply</th>
</tr>
</thead>
<tbody>
<tr>
<td>Have not referenced</td>
<td>27.8%</td>
<td>33.3</td>
<td>16.7%</td>
<td>64.5%</td>
</tr>
<tr>
<td>No contact with the research results</td>
<td>11.1</td>
<td>14.2</td>
<td>66.6</td>
<td>22.6</td>
</tr>
<tr>
<td>No contact with the research results</td>
<td>61.1</td>
<td>62.5</td>
<td>16.7</td>
<td>12.9</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>(N)</td>
<td>(36)</td>
<td>(24)</td>
<td>(6)</td>
<td>(31)</td>
</tr>
</tbody>
</table>

\[ X^2 = 28.50 \quad p < 0.01 \]

A total assessment of this survey might bring up some new improvements for the present program. First, we should endeavor to disseminate specific information to specific groups. Second, we should reprocess the research findings so as to supply more specific data.

It should also be pointed out that the research results have made contributions to the priorities of research groups alone and could hardly find their way out to the actual practice. One gets an interesting bit of data if he correlates the reference of the information data to the practice with the knowledge
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flowing and its utilization. (Table 3)

The nature of problems encountered in the process of knowledge flowing is statistically significant at the one per cent level whether or not the research findings have been used as reference. One of the prominent problems facing information users is that they just do not know what information exists or where to find it. Among the users, 67 per cent reported that they had never come in contact with the research information.

On the other hand, 67 per cent of the respondents indicated they had access to available data but couldn’t fully understand the research results and therefore had never employed them in their own field. Additionally, 65 per cent of the respondents understood the results but only utilized them as references.

In short, it is logical to say that the problem for those who do not receive the information is that they do not know what exists or where to obtain it. For those who have access to the information but did not utilize it, the problem is that the content is so technical that they could not understand it well enough to digest. And the technical problems prevent those who have understood the information from using it as reference to their actual working situation.

We can draw the conclusion from this survey that the research results should go through the retrieving and transforming process to be comprehensive and readily utilisable by the different levels of users. KIFP is publishing 8,000 copies of “Family Planning Newsletter” per month for family planning field workers and has begun publishing “Monthly Population Infor-
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This year with the objective of disseminating pure research results to middle-level workers in the family planning program. "Monthly Population Information" explores the feasibility of utilization on the side of the administrators by limiting its contents to addressing problem identification, background explanations of research work and discussion and policy recommendations. The reason for selecting this type of limited content is that the research results, although they summarize policy recommendations, are seldom utilized in policy formulation efforts of administrators. It is evident that "Monthly Population Information" should be developed to meet the goal of a useful media for utilization of pure research results generated by many universities and institutions as well as KIFP.

Of all means available to communicate research findings to the audience, workshops, seminars and training sessions are highly rated in terms of effectiveness. Particularly, KIFP, an agency involved in executing research and training activities on the whole; is regarded to have achieved considerable success in conducting training with properly translated research findings in a manner comprehensive to the trainees. Also, KIFP is making th researcher lecture on his major field at the training sessions.

The materials used during the training serves not only as a training text but also a reference information source which is useful to the trainees when they return to their field work. In the course of seminars, workshops and discussion and evaluation activities, many research projects which have not fully explored the problematic areas and solutions are re-
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developed by the practitioners. Also these opportunities provide a source for feedback in identifying the points requiring research.

Although various measures which can facilitate the interpreting process of research findings to program development are being taken, there have been few significant results drawn from it so far. Being aware of this phenomena, KIFP is periodically holding round table conferences in which both the researchers and policy makers attend and this has proved to be very effective in exchanging knowledge and in narrowing the gap existing between them.

In such conferences section and subsection chiefs of authorities concerned, practitioners, PPFK division chiefs in charge of IE&C and researchers of our institute freely share their views on the feasibility of application to the policy formulation process from different standpoints. Here, the researchers emphasize the points to be studied during the research and thereby gain increased understanding of the participants, while at the same time the policy makers discuss the difficulties in implementing the project. The major attribute of this type conference is considered to be that it provides an opportunity to bridge the gap between the producers and users through person-to-person dialogue. Through this dialogue, the policy makers make the application of research results to policy formulation more rapidly and the researchers, in turn, are able to understand the problematic areas more clearly.

According to current KIFP experiences, this type of conference has been effective in giving impetus to the utilization of research findings to the policy for-
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Simulation process on the one hand and in building up joint working teams on pending issues on the other. The policy and decision makers, especially, indicated that they felt a keen necessity for this type of conference and suggested that new research be undertaken for policy utilization as the policy recommendations which appear in the research reports are often hard to directly reflect in the policy.

The problems encountered during the course of utilizing and disseminating research data are summarized as follows in terms of KIFP experience.

1) There is a need to develop diversified publications which significantly correspond to users' needs rather than to continue issuing reports in uniform style.

2) Research reports often tend to be excessively vast and their content very difficult to understand thus making it difficult to put them into action.

3) Little effort has been made so far in setting up practice-based research projects. In other words, an abundance of research data has not been fully adopted to program performance though new directions and information were contained in the data.

4) The users, in most cases, disregard research findings when they are not directly appropriate for their immediate needs, while a lot of research is conducted to provide the base-line data.

5) Most researchers, when they are successful in completing their research are likely to
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regard the matter of utilization as a secondary concern.

6) Research projects are seldom selected to fully solve the problems and to present the program with directions by means of aggregate program assessment and analysis. Instead, they are inclined to the specific area in which the researchers are interested, academic agencies.

7) There is a lack of a feedback mechanism by which points encountered in actual working situations which require research can be reflected when selecting research projects.

8) An improved mechanism which can facilitate the research utilization activity is required. Specifically speaking, documentation, retrieving and disseminating schemes suited to the needs of target groups are demanded.

9) There is a shortage of trained middlemen who are able to translate the results of research into readily available form.

10) There is a shortage of training focused on the research utilization for administrators.

11) The information flow system functions poorly due to lackadaisical efforts on the part of research institutes, universities and academic agencies.

12) Research findings are often produced in an untimely manner and cannot be adequately utilized.

13) Most research results are aimed at the central level policy maker and dissemination to
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the middle-level administrators at the city and provincial level is poor.

14) There exists a large gap between the researcher and administrator as the former conducts research work in his specialized area with an academic background in public health and sociology while the latter is engaged in administrative functions.

15) There are few small scale of simple research projects with the objective of application of research data to policy formulation.

Policy Recommendations

1) Research plans should be organized in consideration of their applicability and policy-orientation when establishing the overall research project.

2) Organize an evaluation activity to explore the areas in which research is required and to diagnose the overall program process for the selection of research projects. (For instance; Monitor the administrators' and practitioners' opinion when selecting the project)

3) Secure a sufficient number of experts with extensive knowledge in the research and administration fields to reinforce the research utilization and dissemination activity at KIFP.

4) Implement budgetary and administrative su-
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supports to disseminate and retrieve research data to and from the users in specific fields and situations.

5) Encourage more seminars, workshops and conferences to enable researchers to make use of such opportunities to distribute research results.

6) Continue to develop various means of utilization ranging from publications to audio-visual aids.

7) Organize special training programs to generate experts in this field.