

PROFILES OF COGNITIONAL, EMOTIONAL AND BEHAVIOURAL CHARACTERISTICS INFLUENCING VALUE SYSTEMS AND PUBLIC POLICIES

Young GON KIM

*Euiryeong Community Institute of Adolescence Education,
35 Haengbog-ro, Euiryoung-eub, Gyeongsangnam-do, 52142, Republic of Korea*

Young KI KIM

*Department of Public Administration, Gyeongsang National University,
501 Jinju-daero, Jinju-si, Gyeongsangnam-do, 52828, Republic of Korea*

Yang LEE

The correspondent author

*Department of Psychology, Gyeongsang National University,
501 Jinju-daero, Jinju-si, Gyeongsangnam-do, 52828, Republic of Korea*

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Abstract. *This study purposed to analyze inter-influences among the administrators' profiles of characteristics, their value systems, and their public policies in the situations of local governments in South Korea. The characteristic profiles are attributed to behavior, emotion, and cognition. The value systems are referred to as economics and job ethics. The public policies were divided into distribution and regulation. The research methods were based on a questionnaire that constructed items for the above three variables and requested Likert scales. The sample size was 1061, recruited from all eight Korean local governments. The results of the structure analysis suggested that the administrators' decisions about their public policy were influenced by their value systems attributed to their characteristics profiles. Further studies required the application of this study's paradigm to the diverse values and policies that were limited in this study and to the world's nations, where the governmental processes are different in economic ideology and political culture from Korean structures.*

Keywords: behavioral, emotional, and cognitional characteristics; value systems; public policies; Korean local governments.

Reikšminiai žodžiai: elgsenos, emocinės ir kognityvinės savybės; vertybių sistemos; viešoji politika; Korėjos vietos valdžia.

Introduction

A policy decision is thought to be the outcome of the complexity of the decision-maker's value systems and, specifically, his or her characteristic profiles. The interrelationships among the three variables are concerned with the various management studies, which were too limited to cover the three variables at once, owing to their respective foci.

According to S. M. Abbasi and K. W. Hollman (1987), the relationship between public managers' value systems and their decision-making was analyzed. Y. G. Kim (2009) extended the varieties of administra-

tors' value systems and public policy sorts to examine the relationships that were observed in the processes of Korean local governments. The research found that democratic value was inversely related to regulatory policy more so than distributional policy, and bureaucratic value was also inversely related to regulation more so than distribution.

Manipulating variables with a little different focus, P. E. Connor and B. W. Becker (2003) investigated the question of whether public managers' personal values are related to their decision styles. G. A. Brewer and J. E. Kellough (2016) analyzed the relationship between administrative values and public personnel management. R. Gvelesiani (2019) investigated the relationships between public values and economic policy decisions. Those concerned the varieties of values and decision items but were limited in the relationship between the value systems and the decision styles.

The above research concerned similar variables as our study but focused on the relationship between managers' values and decisional outputs. The relationship was short in extending to personal characteristics, which were concerned by our study. According to P. Gahan and L. Abeysekera (2009), an individual's work value was shaped by the integration of self-construal, which our paradigm thought could be accounted for as a personal characteristic. Related to that study, N. Marquardt and R. Hoeger (2009) observed that business management was related to implicit moral cognitions, from which our study extended to personal characteristics consisting of behavior, emotion, and cognition. Concerning cognitive processes, D. M. Kahan and D. Braman (2006) observed public policy related to cultural cognition, which our paradigm thought would be one of personal characteristics. For an integrity activity, H. S. Choi, S. J. Cho, J. G. Seo, and M. N. Bechtoldt (2018) analyzed the joint processes of collective value orientation and independent self-representation, which our study regards as an integration of psychological characteristics.

This study questioned whether administrators' public policies, their value systems, and their profiles of behavioral, emotional, and cognitive characteristics were mutually influenced. To go with the questions, the following would discuss what sorts of policies, values, and characteristics are abstracted.

Policy Categories: Public policy is defined in diverse ways. It shares the consensus that public policy is the governmental organization's decision for the actual instruction towards the futures of the responsible community, as discussed with its approaches by M. Howlett and B. Cashore (2020). K. E. Boulding (2018) focused on the elements as the actual instruction with the principle to rule and act, and toward the future with the specific purpose. To consider the public policies proposed by researchers, T. J. Lowi (1964) conceptualized the policies as distribution, regulation, redistribution, and constitution. R. B. Ripley and G. A. Franklin (1986) proposed the policies of competitive regulation and protective regulation. G. A. Almond and G. B. Powell (1966) elaborated on the policies of abstraction, distribution, regulation, and symbolism. The above categorizations shared the distribution and regulation policies that would be abstracted by our study.

Reviewing the above, our study focused on two policies; regulation and distribution. Regarding regulation policy, D. Levi-Faur (2010) discussed the various facets of the regulation, suggesting a significant impact of the regulation on modern capitalism. S. Cunningham (2020) reported what the regulation policies worked in Australia. Referring to the distribution policy, B. E. Hainsworth (1990) discussed the distribution of advantages and disadvantages, pointing out the effect of the distribution on national societies. R. M. Blank (2019) analyzed the problems of national poverty, proposing some ideas on how to design the distribution policies. The regulation policy is defined as the act by which governmental resources are saved for the sake of the reservation. The distribution policy is defined as the act by which governmental resources are distributed to people for the sake of welfare projects. So, the two policies are reversed in the policy cycle.

Value systems: As commented by E. R. A. N. Vigoda-Gadot and S. Meiri (2008), who suggested that organizations' functions are multi-faced by their personnel's value systems, the administrative values in-

herent in policymakers are complicated in diversities. H. F. Gortner (2019) conceptualized value systems such as economic, democratic, social, official, and professional. J. A. Worthley (1981) proclaimed the values of structure, profession, ability, efficiency, and devotion. B. Buchanan and J. Millstone (1979) proposed values related to administrative reason, democratic morality, and the political survival of public officials. Reviewing the value taxonomy suggested in the above research, the value systems are regressed to the material and humanistic systems in conjunction with the conservative and progressive processes.

So, it is suggestive to compare two value systems; economic value, which comes from conservative material, and job ethics, which come from progressive humanism. Concerning two values, W. D. Schulze (1980) suggested ethics and economics could harmonize to facilitate the value of safety. P. Trivellas, A. Rafailidis, P. Polychroniou, and P. Dekoulou (2019) suggested that corporate ethical values influence job performance positively in multiple areas, including the economic state of the current society. S. K. Sokoya (1992) revealed that most managers' ethics are oriented toward pragmatic values covering economics. Remaining in controversy, H. Ortiz (2013) questioned whether economic value is compatible with political morals, suggesting that the two values are problematic in the financial industry. For contrast, professional ethics attracted controversies over whether it rivals economic value or helps to enhance public administration, as questioned by M. Fattah (2011). More critically, professional value systems were converted to everyday ones to help job achievement, as analyzed in social work by S. Banks (2016). B. J. Ale, D. H. Slater, and D. N. Hartford (2023) insisted on the critical role of ethical dilemmas, through which risk decision are made.

Reviewing the above, our study abstracted the values of economics and job ethics. The values were refined in contrast. The economic value deals primarily with a material drive, contrasting with the cultural value of mental pleasure. The job ethics range from duty- or principle-conservative to humanistic- or pragmatic-progressive.

Profiles of behavioral, emotional, and cognitiveal characteristics: It is proposed and tested that the personal profiles consist of behavioral, emotional, and cognitiveal (BEC) characteristics, according to Lee et al. J. Kim, B. Khu, and Y. Lee (2022) analyzed BEC profiles of offenders and victims, which influenced processes, symptoms, and recovery related to sexual violence cases. M. Ju, H. Lee, and Y. Lee (2018) found BEC profiles to be differentiated among love types of the God-human, the parent-child, and the man-woman, which were extended to brethren and friendship loves (Ju, Li, & Lee, 2019). S. Lee, J. Jeong, and Y. Lee (2017) differentiated dimensions of physical, emotional, and cognitiveal labor, and the labor dimensions were found to relate to social ideologies (Lee, Kim, & Lee, 2019). D. Sohn, S. Lee, and Y. Lee (2018) analyzed the BEC dimensions of social efforts in family, which were extended to social relationships in the military (Choi, Lee, & Lee, 2023). The above research concluded that BEC worked as dimensions of labor and social effort, as types of love, and as profiles of the sexual offender and victim.

Reviewing the above, our study attempted to analyze the BEC characteristics of administrators, which are supposed to relate to their administrative processes. Most research focused on the relationship between values and policies, disregarding personal characteristics. So our study anticipated that the profiles of BEC characteristics would influence the constituents of value systems and the types of policies favored.

Purposes and Predictions of this Study: This study proposed that administrator's BEC profiles, their value systems, and their public policies were related and should be further analyzed by factor analysis and structural analysis. What this study supposes are the links of influence among the three variables; it predicted that administrators' character profiles would influence their value systems, which could result in influence on their public policies. Reviewing the above, the character profiles were fixed as BEC characteristics, the value systems were reduced to economic and ethical values, and the public policies were focused on distributional and regulatory policies.

The main analysis focused on the structure of the characters, the values, and the policies. Before the structure analysis, the factors were analyzed if the three variables were abstracted. The last analysis turned to ANOVA to find how significantly the three variables have mutual effects. Analyzing the structure of the

three variables, it is fixed that the starting one is the BEC characteristics and the terminal one is the policies, because of this study's purpose. For the connections between two variables, it is supposed that there is 1) a link between the character and the value, 2) a link between the character and the policy, and 3) a link between the value and the policy. Which is significantly described, will be analyzed. The above purposes made this study's method quantitative, using factor analysis, structure analysis, and ANOVA.

Method

Subject: 1061 people participated, coming from each of the 15 provinces overall in Korea. In each province, the sampled people are aged from 20 to 60. Males amounted to 754 (71.1%) and females to 307 (28.9%). The ages were distributed as 68 people of 20 years, 410 of 30 years, 452 of 40 years, and 131 of 50 years.

Questionnaire: This study constructed a questionnaire to cover three variables; 'BEC' (characteristics as behavior, emotion, and cognition), 'value' (value systems as economics and job ethics), and 'policy' (public policies as distribution and regulation). All items of the questionnaire were asked to be responded to as a Likard 7 scale rating.

The examples for each area were as follows: The items of the BEC were rated by the subjects questioned as "How much do you think of...?" for the cognitional characteristic. For the emotional one, "How much do you feel about...?" was asked. For the behavioral one, "How much do you behave like...?" was asked.

The items of the value system were questioned as "How much do you think (feel, or behave) of the economic profit?" which was rated 'from profitable to non-profitable for the economic value'. For the job ethics, "how much do you think (feel, or behave) of the job ethics?" was asked and rated 'from principle-based to pragmatic-based'.

The items of the policy were questioned as "How much do you support distributional policy?" which is rated 'from negative to positive' for the distribution policy. For the regulation one, "How much do you support regulatory policy?" was asked and rated from negative to positive.

The item reliability of this study's questionnaire was tested by Cronbach's alpha. The total number of items was .792. The value items were .758, of which the economic items were .782 and the ethical items were .811. The policy items were .767 of which the distribution items were .689 and the regulation items were .720. The character items were .758.

Procedural: The papers of the questionnaire for each person were sent to the subjects and received by mail. The responding papers amounted to 1061 and were not returned to 205. It occurred in June 2007. The statistical analyses were processed through Factor analysis, Structure analysis, and Analysis of variance by SPSS (v. 2020) and AMOS (v. 2020).

Result

In this study, the three variables—BEC profiles, value systems, and policy categories—were statistically examined. Factor analysis was used to see how the measured variables were grouped. Structure analysis was used to determine how the three variables were linked. ANOVA was used to examine how the three variables influenced each other.

Factor analysis to check groups of the related items: The BEC characteristics, the value systems, and the policy categories were measured by a variety of items. The factor analysis asked how these measured items were grouped into factors to design the following structure analysis. Figure 1 shows the result of factor analysis. It explained 56.64% of the variance in 6 factors. The factors were grouped into each of the Values as economic and ethical, which were shared with the BEC as cognitional, emotional, and behavioral, and each of the Policies as distributional and regulatory. The distribution of BEC over the Values and the Policies suggests that the former is the starting variable, influencing the latter two variables in the structure of the three variables.

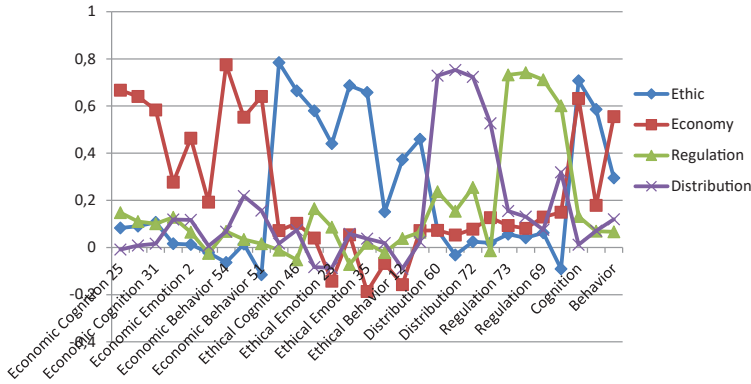


Figure 1. Factor analysis by extraction of the principal component and rotation of Varimax with Kaiser normalization
 Source: Authors'

Structure analysis to confirm influences among the latent variables: To analyze a structure fitting this data, the measured variables that were embedded in the latent variables were defined. The questionnaire's items of cognition, emotion, and behavior related to values were measured to construct a latent variable, 'Characteristics.' The items of economics and job ethics related to policies were measured to construct a latent variable, 'Value.' The items of the distribution and regulation policies were measured to construct a latent variable, 'Policy.' Reviewing the Factor analysis's results and this study hypothesis, it is figured that the BEC profiles of characteristics, which are defined as the independent variable, would influence the value systems, regarded as the mediate variable, which at last affects the policy categories, defined as the dependent variable.

Like in Figure 2, this hypothesis was not rejected. The starting link from Characteristics to Value was .63, significantly, as $CR = 11.407$, $SE = .055$, $p = .000$, and the ending link from Value to Policy was .41, significantly, as $CR = 5.122$, $SE = .079$, $p = .000$.

As supposed in the above 'this study's purposes,' the alternative link from Characteristics to Policy was not significantly structured. Therefore, the structure as shown in Figure 2 was significantly described; a link from Characteristic to Value, another link from Value to Policy, and no direct link from Characteristic to Policy.

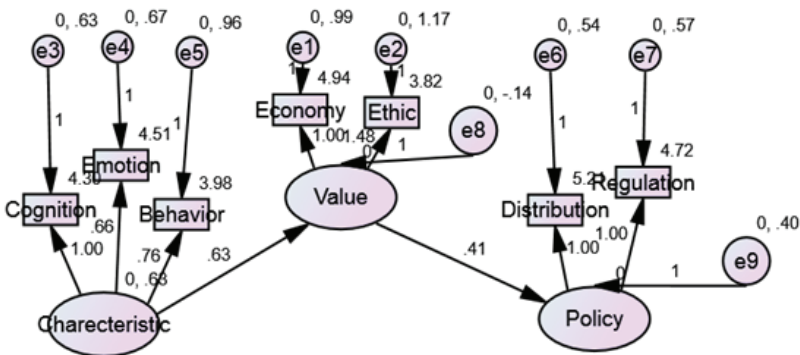


Figure 2. The analyzed structure of characteristic, value, and policy
 Source: Authors'

ANOVA and correlation analysis: This study concerned each difference within BEC (Behavior/Emotion/Cognition), Value (Economics/Ethics), and Policy (Distribution/Regulation), and specifically how BEC patterns varied with others. The test was confirmed by ANOVA of (Policy x Subject) and (Characteristics x Value x Subject).

Analyzing Policy, the difference between Distribution and Regulation was significant, $F = 232.297$, $df = 1/1060$, $Mse = .555$, $p = .000$, $\beta = 1.000$. It showed that Distribution ($M = 5.214$, $SD = .976$) was higher than Regulation ($M = 4.721$, $SD = .993$). The BEC and Value were interacted, $F = 14.783$, $df = 2/2120$, $Mse = 8.758$, $p = .000$, $\beta = .999$.

Figure 3 shows the interaction of BEC and Value, suggesting that BEC was differentiated due to Value. Generally, BEC was higher for economic value than for job ethics, and emotional characteristic was higher than behavioral ones. Specifically, emotional characteristic was higher in economic value but lower in job ethics than cognitive and behavioral ones.

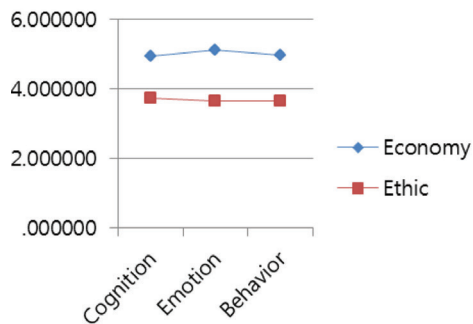


Figure 3. Characteristics vary according to value

Source: Authors'

Since the choice of a policy is due to the maker's hierarchy, which is differentiated in government and responsibilities, an analysis of the hierarchy effect was required. This study defined the job ranks by the between-subjects variable; the temporal rank amounted to 112, the 8th to 251, the 7th to 440, the 6th to 222, and the 5th to 36. An ANOVA was designed by Job rank. In the results, at Distribution policy, the job rank effect was significant, $F = 3.101$, $df = 4/1056$, $Mse = .946$, $p = .015$, suggesting that the more middle the ranks, the lower the effect. The policy was anxious to be fixed similarly by the administrators above or below the middle rank. However, at Regulatory policy, the job rank effect was significant in reverse, $F = 3.304$, $df = 4/1056$, $Mse = .977$, $p = .011$, suggesting that the lower the ranks, the higher the effect. The policy was more respected by the lower job ranks than the higher ones.

To analyze the micro-relations between the measured variables, it was concerned with how correlated they were between each of the BEC and each of the Value, and between each of the Value and each of the Policy. Emotion ($r = .668$, $p = .000$) rather than behavior ($r = .627$, $p = .000$) and cognition ($r = .614$, $p = .000$) was higher related to job ethics. Cognition ($r = .623$, $p = .000$) rather than behavior ($r = .570$, $p = .000$) and emotion ($r = .509$, $p = .000$) was higher related to economic policy. Economic policy ($r = .296$, $p = .000$) rather than job ethics ($r = .067$, $p = .029$) was higher related to distributional policy. Economic policy ($r = .276$, $p = .000$) rather than job ethics ($p = .308$) was higher related to regulatory policy.

Discussion

Discussing the above results concerns a structure where the three operational variables, such as the BEC characteristics, the value systems, and the policy categories, influence each other sequentially in the

above order. Following the structure, it elaborates on the micro relationship among the variables.

Suggesting some philosophical concerns, the variable independence among the three variables that were analyzed by a Factor analysis was confirmed between the values and the policies, but not with the BEC, which tangled with the latter two. Regarding a phenomenological view, the BEC was directed toward an object (each of the values), as questioned by “How do you think (feel, or behave) toward one of the values?” The directness was as proposed by E. Husserl as that a consciousness is to direct toward an object (Marosan, 2022). Concerning this study’s hypothesis, a Structure analysis needs to follow, assuming the BEC is designed as an independent variable and the values and the policies as the dependent ones.

In terms of results, this study significantly confirmed the flowchart of influence, where the BEC started to flow to the values, which terminated in the policies. The BEC effects in this study supported Lee et al.’s theory (Ju, Lee, & Lee, 2018; Ju, Li, & Lee, 2019; Kim, Khu, & Lee, 2022; Lee, Jeong, & Lee, 2017; Lee, Kim, & Lee, 2019; Sohn, Lee, & Lee, 2018) that the BEC profiles were the basic factor functioning in varieties of human relations.

It is attractive that this study implied the working culture related to the BEC, the values, and the policies of the Korean administration. The results suggested that the economic value was higher than the job ethical value, the distribution policy was higher than the regulation, and all the BEC, and specifically the emotional characteristics, were higher on the economic value than on the job ethical value. Those were commented on to reflect the Korean government managers’ attitudes, but it is required to investigate the reasons in the next studies comparing worldwide nations.

This study found an extra result through a question of whether the policy preference is due to the administrator’s hierarchy, which is differentiated in governance and responsibilities. So, it analyzed the interaction between the job ranks and the policies, showing that for the distribution policy, the more middle the ranks, the lower the effect. However, for the regulation policy, the lower the ranks, the higher the effect. The reason why it is would be further analyzed, suggesting not only the job hierarchy’s influence but also the political culture in the enlightenment of democracy.

Related to the culture of politics and management, J. Hartley, J. Alford, O. Hughes, and S. Yates (2015) analyzed public managers’ astuteness toward administrative and political orientations to find the latter biased. Inspired by that one, the next study of ours needs to divide the policies analyzed into the two orientations. Further, since astuteness toward politics is said to be vivid in Korean situations of rivalry between free market development and social control of distribution, this paradigm of ours could be applied to other countries, as commented by P. Gahan and L. Abeysekera (2009). They found that individuals’ work values are shaped not only personally but also by national culture. Demonstrating national differences, S. K. Sokoya (1992) revealed that most managers’ ethics are oriented toward a pragmatic value to economics in a developing country, Nigeria.

Commenting more on research, this study recommends some more variables reviewed in the previous studies. S. T. Lyons, L. E. Duxbury, and C. A. Higgins (2006) compared the value systems between public and private managers to find some discrepancies in the value distributions of pragmatic, moralistic, effect, and mixed. The finding is suggested, but the categories of values were ambiguous, insomuch as the value and the pragmatic are shared, and the morality includes all others. However, following that one, this study may, in the next project, extend to the ethical profiles of BEC between public and private managers.

Conclusion

Concluding this study’s contribution and limitations, at first, it is notable that the participants, which amounted to 1061, were sampled proportionally across the overall provinces of South Korea. The study’s results are a kind of public administrative face that reflects the situation and culture of the Korean government.

Second, it is significant that this study analyzed the influence of administrators' BEC profiles on their value systems and their policy favors through a structural analysis. The previous studies were limited to the relationships between values and policies, but this study invited the BEC modeled by Lee et al. as a causal variable.

Third, to attend to the BEC influence to the other variables, the economic value boosted all profiles in addition to the highest emotional characteristics. Those suggest emotional prominence and raise questions about whether it is due to the unique situation of the Korean administration or in general worldwide, requiring some comparison research.

Fourth, suggesting some philosophical concerns, the BEC tangled with the values and the policies, as a factor analysis showed. According to a phenomenological view, the BEC, as a sort of consciousness, is directed toward an object.

Fifth, regarding figures of Korean public administration, this study showed that the economic value was higher than the job ethics value, and the distribution policy was higher than the regulation. Commenting on the administrator's rank effect on policy preference, this study suggested that the middle rank suffered from suppression both of the higher and the lower. So, it is required to analyze the reasons why they are in the further studies comparing worldwide.

At last, some variables that related to administrative situations, such as differences between public and private, political-economic senses, and democratic development, required further research and worldwide projects. Applying this study's paradigm, it is requested that more standard questionnaires be developed. This study's questionnaire for BEC, if evaluated, is an initiative.

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Young Gon Kim, Young Ki Kim, Yang Lee

PAŽINTINIŲ, EMOCINIŲ IR ELGSENOS SAVYBIŲ, DARANČIŲ ĮTAKĄ VERTYBIŲ SISTEMOMS IR VIEŠAJAI POLITIKAI, PROFILIAI

Anotacija. Šio tyrimo tikslas - išanalizuoti administratorių charakteristikų, jų vertybių sistemų ir viešosios politikos sąsajas Pietų Korėjos vietos valdžios institucijų situacijose. Savybių profiliai priskiriami elgsenai, emocijoms ir pažinimui. Vertybių sistemos priskiriamos ekonomikai ir darbo etikai. Viešoji politika buvo suskirstyta į paskirstymą ir reguliavimą. Tyrimo metodai buvo grindžiami klausimynu, kuriame sukonstruoti minėtų trijų kintamųjų elementai ir prašomos Likerto skalės. Imties dydis buvo 1061, tai yra iš visų aštuonių Korėjos vietos valdžios institucijų. Struktūros analizės rezultatai parodė, kad administratorių sprendimams dėl viešosios politikos įtakos turėjo jų vertybių sistemos, priskiriamos jų charakteristikų profiliams. Tolesniems tyrimams reikia šio tyrimo paradigmą taikyti įvairioms vertybėms ir politikai, kurių buvo tik šiame tyrime, ir pasaulio valstybėms, kuriose valdžios procesai skiriasi ekonomine ideologija ir politine kultūra nuo Korėjos struktūrų.

Kim, Young Gon, Director, Euiryeong Community Institute of Adolescence Education.

35 Haengbog-ro, Euiryoung-eub, Gyeongsangnam-do, 52142, Republic of Korea

ORCID: 0009-0008-0011-0820

E-mail: younggk@hanmail.net

Kim, Young Ki, Professor, Department of Public Administration, Gyeongsang National University.
501 Jinju-daero, Jinju-si, Gyeongsangnam-do, 52828, Republic of Korea
E-mail: kykjs@daum.net

Lee, Yang, Professor, Department of Psychology, Gyeongsang National University.
501 Jinju-daero, Jinju-si, Gyeongsangnam-do, 52828, Republic of Korea
ORCID: 0000-0002-4082-7753
E-mail: yanglepsy@gmail.com

Kim, Young Gon, direktorius, Euiryeong Bendrijos institutas of Adolescence Education.
35 Haengbog-ro, Euiryoung-eub, Gyeongsangnam-do, 52142, Korėjos Respublika
ORCID: 0009-0008-0011-0820
El. p.: younggk@hanmail.net

Kim, Young Ki, profesorius, Viešojo administravimo fakultetas, Gyeongsang Nacionalinis universitetas.
501 Jinju-daero, Jinju-si, Gyeongsangnam-do, 52828, Korėjos Respublika
El. p.: kykjs@daum.net

Lee, Yang, profesorius, Psichologijos fakultetas, Gyeongsang Nacionalinis universitetas.
501 Jinju-daero, Jinju-si, Gyeongsangnam-do, 52828, Korėjos Respublika
ORCID: 0000-0002-4082-7753
El. p.: yanglepsy@gmail.com

