

DEVELOPMENT IN THE STUDY OF PUBLIC AND BUSINESS ADMINISTRATION IN TAIWAN

by William R. Cable

Taiwan has now joined other nations of East Asia in the establishment of a Center for Public and Business Administration Education at National Chengchi University, Taipei, Taiwan. This is a comparatively recent development with the formal organization of the Center occurring in February, 1962.

The University of Michigan Institute of Public Administration which cooperated with the University of Philippines in the establishment of public administration training in the Philippines is also aiding National Chengchi University in this new project. Five advisors from the University of Michigan arrived in Taipei in February, 1962. Three came as public administration advisors and two in business administration. Their arrival was the culmination of two years of planning and contract negotiation.

Actually, the interest in establishing a Center goes back before 1960. China has always had a highly developed examination system for entrance into the public service. Tradition and custom have always emphasized the place of the scholar in government administration. Yet this very emphasis on scholarship and philosophy at times impeded the selection of personnel trained in technical fields for service in government and public enterprises. During the 1950's as the Republic of China moved at an increasingly faster pace towards industrialization, growth of public and private enterprises and more services by government, there was a felt need for a more rapid development of special trained administrators for government and business.

In 1958 a Commission on Administrative Reform was established by the President to study governmental organization and administration. After an extensive study of administrative conditions some 88 recommendations were made which indicated the need for improved personnel administration. It was from this background of recommendations that the Center for Public and Business Administration Education was to develop.

A year later, the Minister of Education, acting for the Executive Yuan, discussed the possibility of securing an advisory team to help implement improvements in education for adminis-

tration with the International Cooperation Administration (now the Agency for International Development or AID).

It was at this point that one of the most difficult problems in establishing the Center arose, specifically the definition of goals and objectives. For example, the Government of the Republic of China looked upon the project as a national program for improving management and administration. The Ministry of Education viewed it more narrowly as a means of obtaining the higher education facilities and processes for supplying trained administrators. On the other hand, AID took the view that the project should contribute immediately to the improvement of management in *government and business*. The University of Michigan Institute of Public Administration took the position that in addition to supporting the immediate needs of the requesting organizations, a contract must also emphasize the establishment of long-range educational benefits. This approach would include advice on curriculum, development of library resources, initiation of research programs at the host and advisory institutions, and training of faculty and other personnel to operate the Center over a long period of time.

Such a divergence of views is not easily resolved and inherent conflicts do not always remain solved once tentative agreements are reached. Nevertheless, much effort was expended to work out acceptable agreements for beginning a new administration improvement program in Taiwan.

It is interesting that at the University of the Philippines and at Thammasat University in Thailand the AID supported programs were initiated for public administration only while in Iran and Pakistan the efforts were initiated for public and business administration at the same time. Since a considerable amount of business enterprise is government operated in Taiwan, the Government of the Republic of China and AID concentrated their support for a joint effort in public and business administration from the beginning.

The University of Michigan surveyed the conditions in China relating to the development of academic programs in public and business administration. Questions considered were: Was governmental and educational interest sufficient to make such a contract feasible? Should both public and business administration be included in the project? If feasible, should education start at the undergraduate level first and graduate level later? What should be the emphasis on in-service training?

The survey reports indicated that the project was feasible but recommended that initial efforts be directed towards an undergraduate program in public and business administration with graduate programs to be developed later.

AID and Chinese Government Agencies objected strongly to the early emphasis on undergraduate education even though the survey reports clearly defined a concurrent effort on in-service training. Ministry of Education and University of Michigan officials equally opposed a program which would be oriented primarily towards in-service training. Finally, after a meeting in Washington in March 1961 between the AID/China Mission Director, AID/Washington and University of Michigan administrators, agreement was reached that a joint educational and in-service training approach could be made in both public and business administration. This agreement provided that the University of Michigan Institute of Public Administration would coordinate the contract while advisors from the School of Business Administration would also participate.

The contract was signed by AID/Washington, Government of the Republic of China and University of Michigan officials and became effective June 28, 1962.

The contract spelled out the procedures for establishing a Center for Public and Business Administration Education at National Chengchi University as part of a national effort to improve administrative training.

The major objectives as detailed in the contract specified that the Center should:

- (a) coordinate academic education in public and business administration and advise on the improvement of curricula and teaching methods in these areas.
 - (b) advise and assist agencies of the Government of the Republic of China in the planning and execution of in-service training programs.
 - (c) develop improved teaching and reference materials which, whenever possible, would be oriented toward Chinese needs and problems in administration.
 - (d) develop a basic reference and research library in administration.
 - (e) conduct and encourage research on Chinese problems of administration.
 - (f) to the extent that staff and resources permit, also encourage and assist in the improvement of education, in-service training, and research in public and business administration in other universities and organizations in the Republic of China.
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The Ministry of Education through National Chengchi University agreed to provide necessary facilities to implement the project and secure a permanent staff to administer the Center at the earliest time practical.

Equally important was the agreement by the Government of the Republic of China to:

- (a) arrange a clear assignment of responsibility to the appropriate officials (in the government and universities) for the development of the Center; and,
- (b) provide necessary local currency costs and other budgetary support for the Center.

As is normal in such contract technical assistance projects, the Agency for International Development agreed to provide the necessary United States funds to finance the advisory services of the University of Michigan. Initially \$ 498,000 was proposed but later was increased to \$ 558,000 and finally to \$ 612,000 for the first three years of contract operations. These funds are to train Chinese staff members, purchase library materials and equipment as well as support the U.S. Advisory team.

The University of Michigan in turn agreed to provide faculty advisors in Taiwan and on the University of Michigan Campus, to support the advisory team, to coordinate training of Chinese faculty members and to make necessary purchases of library and other equipment.

Nature of the Center Program

The Center at National Chengchi University has benefited considerably from the experience of the various Institutes of Public Administration and joint programs in business and public administration in the Philippines, Thailand, Korea, Iran, Pakistan, Vietnam, India and other countries. There is almost unanimous agreement in terms of the basic objectives of such Institutes and Centers. All state as basic objectives a need to train new faculty, develop library resources, emphasize research, produce teaching materials, provide for in-service training and provide some form of management and consultative services to government agencies. They do not always agree on the means by which these objectives will be attained. Modifications and adaptations of educational and training procedures to meet local situations provide the unique features of Center and Institute programs in the various countries. Such is the case in Taiwan as well. However, the programs developed in the Center for Public and Business Administration Education in Taiwan have concentrated on the development of academic curricula, organization and institution of in-

service training programs, expansion of library facilities and resources, and development of the research program. These projects have been complicated by the fact that all of these activities have necessitated the development of public and business administration projects at the same time.

Academic Curricula

To develop the curricula for public and business administration a Planning Board was established by National Chengchi University which consists of deans of the various colleges concerned, the dean of faculties, a representative of the president, and the director of the Center. This board worked closely with the advisors to develop undergraduate curricula first. It was deemed advisable to forego graduate programs until members of the faculty could return from abroad after receiving additional training in the pertinent fields. Tentatively, the masters degree programs of public and business administration are scheduled to start in the fall of 1964.

Several innovations were sought in establishing the undergraduate programs. One was to broaden the study of administration to emphasize problem solving and decision making ability rather than to train personnel in technical fields to administer jobs without an understanding of policy implications. A plan has been developed to cut the total number of hours required for undergraduate degrees so that more emphasis could be placed on classroom discussion, library research and development of oral and written communication skills. A further objective was to give administration students the opportunity to take survey courses in liberal arts, natural sciences, mathematics, languages and humanities. This runs counter to the present practice in China of having students take all of their courses in one department or school. It is contemplated that this approach will lead to greater cooperation and interchange of students between all departments. It was recognized that this approach would place burdens on other departments to take on additional students, but it was also assumed that this would allow Chengchi to expand its faculty and courses offered in related departments.

The Ministry of Education approved the new curricula in August, 1962 and the first classes in public and business administration enrolled in September, 1962.

Admission to the undergraduate program is gained through the National college entrance examination given each year. Up to 50 students may be admitted in each entering class. No provision is made for government employees to take the undergraduate program other than through

the college examination given each July. A certificate program is under consideration at present which will be tailored to fit the needs of government and business administrators. It will be initiated in conjunction with the graduate programs.

Some 74 students enrolled in the entering classes in 1962 although announcement of the two programs was somewhat late. Students normally identify their preferences for schools and departments for which they wish to compete at the time they take the national examination.

The graduate study programs have been approved by the Planning Board but action remains to be taken by the Ministry of Education to approve them.

In-Service Training Program

Training programs devised to improve the administrative abilities of government and business officials must form an integral part of any Center or Institute Program. This is the case in Taiwan. However, it is necessary to make a clear distinction between the proper role of a university for in-service training and the basic responsibility of government or business for providing basic training courses. Generally, universities do not prefer to take on the regular training tasks of administrative organizations. They prefer to teach the newest developments coming out of new programs and projects evolved in a modern changing society. The Center has established an in-service training division primarily to train training officers in various agencies and businesses. In addition, during the initial phase of the Center, model short courses and seminars will be conducted to illustrate the type of training agency training officials may conduct. The Training Division also consults with agency training officers in organizing and conducting training classes.

A Government Joint Committee On In-Service Training has been established which will advise and consult with the Center on types of training desired, stimulate appointment of agency training officers where none are active, publicize training activities, and generally mold support for the training effort. The Minister of Education is Chairman and the Minister of Personnel is Vice-Chairman of the Government Joint-Committee.

To date four executive development seminars have been held for government and private enterprises. Several faculty members from the University of Michigan have been brought out to conduct three seminars on finance management (for business), local government finance administration, and research methodology and teaching techniques during the summer of 1963.

Over 210 students have participated in the training classes completed. As always, the problem will be to keep these classes in balance with academic programs. But it is clearly evident that the in-service training program has gained wide recognition and reception by administrators. The emphasis on teaching techniques other than the lecture method has also stimulated considerable interest.

Research Activities

A major goal of the Center is to develop management information sources and become a national resource of information on public and business administration. In order to attain this goal, a research program is being developed which will provide new texts, monographs, articles and research reports based upon Chinese administrative practices.

The publication of the first volume of the *Chinese Journal of Administration* was completed in July, 1963. It contains numerous articles concerning the organization, staffing, activities and goals of the Center. It is planned that this Journal will become a source of information for administrators in Taiwan and a resource of comparative information for students and scholars in other countries in East Asia.

Three case seminars have been conducted for both public and business administration faculty members of leading universities in China. A number of cases have been completed and others are in process of completion. As the number and quality of cases increases, several will be selected for publication, which will cover major substantive areas. These cases are already being used to advantage in seminars and by faculty members in teaching.

Several surveys of government activities have been completed or are underway. These surveys and research reports will form the basis from which longer range research in depth may take place later. Monographs, theoretical and comparative studies are not presently underway and in all likelihood must await the return of some of the faculty trainees now in the United States.

Library Development

A center Library has been opened in the new Center Building which was dedicated on July 5, 1963 in downtown Taipei. At present, about 2,350 volumes have been acquired with local currency funds and over 1,000 books and 150 periodicals have been ordered through the University of Michigan Library for inclusion in the Center Library.

One of the basic goals for the library is to make it the focal point of information on administration in Taiwan. With its new downtown location, it is accessible to government agencies and businesses and should be readily available for use for research, reading and seminars.

Cataloguing is progressing as new books and materials are acquired. At present the library is understaffed and requires more assistance, but a new head librarian should join the staff shortly. As soon as the staff is completed cross reference cards will be prepared to materials in the National Central Library in the Nan Hsi Center, the China Productivity and Trade Center, and other universities. This will make the library the most complete resource for finding information on public and business administration in Taiwan.

Faculty Training

Five faculty participant trainees are in the United States studying at the University of Michigan. Four are in public and one in business administration. Seven others will depart by August 1963 and nine will leave during 1964. The programs of the participants have been developed in relation to the courses they will teach when they return to Chengchi University. In some cases a participant is receiving training which will allow him to teach courses which will be taken by students in both substantive fields.

Chengchi University had an established Department of Political Sciences with public administration courses but it did not have an established Department of Business Administration. In the long run this will require training for about one-third in more faculty members in business administration than will be required in public administration.

The Center for Public and Business Administration at Chengchi is only one and a half years old. Yet it has two undergraduate departments functioning, it has moved into its new downtown building, four executive development seminars, as well as seminars in finance management, local government finance administration, and research methodology and teaching techniques have been completed. Numerous development tasks remain to be accomplished but a new trend has been started in the study of public and business administration in Taiwan similar to those already underway in East Asia.
