

The Center for Public and Business Administration Education at Chengchi University

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Part - I, Development of the Project

The study of Public and Business Administration has become one of the major objectives of people in most countries to help provide the means for improving economic, social, and governmental administration conditions. Good management of natural and human resources has been the key to most of the rapid advances made during the twentieth century. The demands for technically competent and trained personnel to meet the needs of society everywhere far exceeds the supply. Persons able to understand the problems of social and economic needs, the resources available and the methods of using these resources to achieve desired ends are few and highly sought after for positions of administrative leadership and management. Such is the nature of the need for more broadly educated administrators in China which culminated in the establishment of the Center for Public and Business Administration Education at National Chengchi University.

Free China has a wealth of able and energetic human resources, but as is true elsewhere, there has been a problem of meeting the increasing demands for new graduates trained in the latest management techniques and for retraining many managers who have proven themselves technically capable but who are not thoroughly trained in the broader aspects of public and business administration. There is usually a concurrent problem of proper organization and coordination in well defined administrative units to utilize available manpower in a way to best attain the goals of government and business. It was because of these and other administrative problems that President Chiang Kai-shek in 1958 by Presidential Order established the Administrative Reform Commission to study governmental organization and administration. Four of the main points for consideration by the Commission concerned the necessity of: 1) Reorganizing government agencies; 2) Improving administrative systems; 3) Simplifying administrative methods; and, 4) Promoting efficiency in management of governmental activities. After an extensive study of administrative conditions some 88

recommendations were made which indicated the need for improved personnel administration. You might say the study and recommendations of this commission formed the background and base from which the Center for Public and Business Administration emerged.

Only a year later, the Minister of Education, acting for the Executive Yuan, discussed with the International Cooperation Administration (now the Agency for International Development - AID) the possibility of bringing out a contract group, such as the University of Michigan Advisory Team as one method to help implement the needs in the area of management improvement.

It was at this point that one of the biggest problems in establishing the Center arose, namely the definition of goals and objectives. For example, the Government of the Republic of China looked upon the project as a part of a national program for improving management and administrators. The Ministry of Education viewed it as a means of providing the educational processes for supplying trained administrators. On the other hand AID generally took the view that such a project should contribute directly to a general national program to improve management in the quickest and most effective manner. On this last point, such short range views often tend to over-shadow longer range educational needs.

In such a situation as this, an educational institution, like National Chengchi University, would probably take the view that the establishment of a Center is primarily a local educational effort and given the proper financial means it should be left to the educational institution to develop.

An advisory institution, such as the University of Michigan, normally holds the view that its efforts should be directed towards establishing the longest range benefits and most lasting results through advice on curriculum, development of library resources, research programs and related activities. Consultation with the host institution on teaching methods and the development of academic training programs for faculty members to take on the campus of the advisory university are also considered part of the advisory university's role. It considers these efforts most lasting in their impact and within the scope of activities where the advisory school feels it is most competent to make a contribution.

In this situation there were inherent conflicts and considerable over-lap in goals and objectives of all the involved organizations as they looked into the possible approaches for starting a new administration education program. Some

misconceptions actually did develop.

After the discussion of the Minister of Education with AID, in 1960 the International Cooperation Administration sent Dr. John W. Lederle, then Director of the Institute of Public Administration at the University of Michigan and now President of the University of Massachusetts, to Taiwan to survey the conditions affecting management training. He found a great amount of enthusiasm in the Ministry of Education and at National Chengchi for establishing educational programs. But he also found an equally strong desire that in-service training programs be provided for government and business. This raised a serious question as to the amount of effort which should be devoted to academic programs and how much to inservice training and whether such a project should be started in the fields of public and business administration at the same time. After the Lederle survey was completed, a recommendation for an early start on an academic program at the undergraduate level was made with graduate education and in-service training to be developed somewhat later.

A major difference of opinion developed over the Lederle report between AID and Government of the Republic of China agencies on the one hand and Ministry of Education and University of Michigan administrators on the other. In the former case there was a desire for shorter range in-service programs to have first priority and in the latter case a strong interest in longer range educational type activities. Negotiations lasted into the following year when it was decided a new survey should be made of the situation.

It should be said that much good did come from the first survey in that it helped to clarify the issues for the Ministry of Education, National Chengchi University, AID and the University of Michigan. It also provided the base for advanced planning on the number of American advisors who would be needed and their areas of specialization.

In the summer of 1961, Professors William R. Gable in Public Administration and James C. T. Mao in Business Administration came out from the University of Michigan to re-analyze the feasibility of the project in terms of both academic and in-service programs in public and business administration. In their talks with personnel of the Ministries of Education, Finance, and Personnel and with education leaders they again found enthusiasm for the Center. During this second set of discussions, the objectives of the new program were worked out in greater detail so that they could be incorporated into the Contract. It should

be emphasized that the project was viewed as a part of a national effort to improve administrative training. It was recognized that this would require support not only from educational institutions but also approval and acceptance from the Executive and Legislative Yuans and ministries for budgetary and administrative implementation of Center projects.

In order to facilitate the establishment of the Center, a contract was eventually signed in 1961 which developed a multi-phased approach to the improvement of public and business administration education for the national government and academic institutions.

The Contract spelled out the procedures for establishing a National Center for Public and Business Administration Education at National Chengchi University under the auspices of the Ministry of Education. The major objectives for the new Center were detailed in the Contract. It was determined that the Center would:

- (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, wherever 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.

To the extent that its staff and resources permit, the Center would 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 Free China.

It is obvious that a program as broad as this could not be developed in a vacuum. There would be many requirements for facilities, staff, and teaching materials. In order to make this possible, Free China emphasized its willingness to:

- (a) Provide suitable buildings and offices for the establishment of the Center.
- (b) Provide necessary office equipment, communications, clerical assistance, interpreter and translation services, statistical information, library facilities,

and other similar available services required for efficient conduct of the program.

- (c) Arrange a clear assignment of responsibility to the appropriate officials (in the government and universities) for the development of this undertaking.
- (d) Develop to the extent permitted by resources in China, the academic personnel, classrooms, new courses, and research activities to permit the early and effective accomplishment of the objectives of the contract.
- (e) Provide necessary local currency costs for the successful implementation of the project.

For further support of the Contract, the Agency for International Development agreed to provide United States Dollar support of \$558,000 to finance advisory services of the University of Michigan, purchase demonstration equipment and books, train Chinese staff members abroad, and for other necessary related expenditures covered in the Contract.

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 purchase equipment and books to help initiate the new Center, and to coordinate training activities of the Chinese staff members sent to the United States for additional academic education.

All of the above activities, of course, are ultimately aimed toward providing better trained administrators who can more effectively operate government agencies and private business for the benefit of all of the Chinese people.

Part II - Contract Implementation

After the contract was signed, the University of Michigan obtained approval from AID and the Government of the Republic of China to send five professor-advisors to Taiwan to work with Chengchi University on the establishment of the Center. Since this was the first contract group to come as guests of Chengchi, many problems had to be faced by NCCU and the advisory group. Consequently, numerous fundamental questions arose: How should the Center be organized, staffed and financed? How would participant trainees be selected and from where would they be chosen? How could an academic program be organized so it could reflect both national administrative improvement objectives as well as academic needs? Could sufficient counterpart funds be obtained so as to make employment in the Center attractive for experienced administrative and faculty members? Should

Chengchi conduct all in-service training programs, or only provide top management courses and train government and business training officers to conduct routine organization training courses? These and many other questions had to be answered in order to get the new Center off to a proper beginning.

Chengchi officials and the University of Michigan Advisory Team decided to start work immediately on three basic needs: 1) Planning and development of new undergraduate curricula in public and business administration; 2) selection of participant trainees to go to the University of Michigan to receive training to better prepare them to teach new courses at Chengchi; and 3) organization of an in-service training program.

In developing the new curricula, a Planning Board, established by Chengchi and composed of deans, department heads and faculty members of the departments closely associated with public and business administration, worked closely with the advisors. Several objectives were sought. 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 knowledge of policy implications. A plan was also initiated to cut the over-all 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. It was recognized that this 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 other departments. The Ministry of Education approved the new curricula, and new undergraduate classes in public and business administration entered Chengchi in the fall of 1962.

The selection of participant trainees took more time and proved to be more difficult to initiate. Faculty members from any university developing a new program believe sincerely that selection of faculty for training abroad should be done from within their institutions. Nevertheless, it was recognized that wherever qualified personnel did not exist to initiate new courses, properly qualified persons from government, business or other universities would be selected for training to become future members of the Chengchi faculty. This of course, fitted into the concept that the Center at Chengchi would become

the national center for education in administrative fields. Thus far, some twelve persons have been selected as candidates for training abroad from Chengchi and government or business organizations. The first three participants are scheduled to leave in January 1963.

In-service training presents a different set of problems. Generally, universities do not prefer to take on the regular training tasks of administrative organizations. They like to teach the newest developments based upon research findings and administrative experience coming out of new programs and projects evolved in a modern changing society. Consequently, for the Center it is planned that an in-service training division will be established to train training officers in the agencies of government and business. This will provide organizations with technically qualified trainers to conduct regular agency training classes. The Center will then consult with and aid agency trainers in organizing and conducting training classes. The Center will then maintain its flexibility to organize and become the focal point of Free China for top level management training seminars and conferences. In this way, both governmental and academic objectives can be attained. It will also provide Chengchi faculty as well as faculty from other academic institutions, government and business organizations an opportunity to utilize their experience in broadening administrative education to attain national goals. It is planned that persons from many agencies will participate as faculty and students in the training programs developed by Chengchi. As a further step towards achieving national goals, a Government Joint Committee on In-Service Training has been established consisting of pertinent cabinet officers and other key officials. This Committee meets periodically to consider programs, projects and needs for government and business training.

From the above, it can be said that a good beginning has been made towards establishing a Center for Public and Business Education at Chengchi. Yet action is still needed in several areas. The backbone of any educational program is its research effort. Organization of a research division to provide new teaching materials, texts, cases, and monographs on Chinese and other administrative practices is one current task to be accomplished. A journal is also planned to disseminate these materials and articles to interested groups.

New graduate programs in public and business administration are presently being considered which may bring significant change. However, in addition to

providing graduate academic education for the future teachers of Free China, graduate training should also be evolved as a stimulus to bring business and government employees back to the universities to up-date and expand their previous training and education. Procedures need to be worked out for released time, with some type of remuneration, to make it possible for employees to receive graduate training either within presently established graduate education regulations or on some special basis.

Extension courses should be established to allow individual employees an opportunity to take a course or several courses designed to improve his own professional abilities. The scheduling of these courses should be such as to allow the greatest number of persons possible to participate in the programs.

Probably one of the most difficult problems involves necessary finances to develop the over-all Center programs. Foreign aid, counterpart and Ministry of Education funds have been committed. In the beginning, foreign aid and counterpart funds (which are funds built up from grants and commodities provided to Free China and are technically not Chinese tax funds) are designed to carry a large share of the financial burden. However, local financial support must be obtained to take over an increasing share of program costs as the Center develops its activities. The development of budgetary support for the Center has not proceeded at the desired rate and this has created problems, especially in the recruitment of senior staff personnel. However, future prospects are such that plans are proceeding for the staffing of the Center. Strong national support for the program has been voiced by key Chinese officials. For example, Vice-President Chen Cheng stated on August 30, 1962:

“Sino-American cooperation in carrying out the public administration and enterprise management training program represents the finest way to lead Taiwan to modernization. When the project is successfully accomplished the Chinese government will take upon its own shoulders the responsibility of continuous promotion.....

“The central work of the program should be effectively developed, thus providing adequate training for the administrative personnel of the government agencies at different levels and solving these agencies' respective problems.....

“It is further hoped that the work can be extended to cover private enterprises so that the administration and management of private enterprises

may also be brought to a level abreast with the times.”*

Minister Huang, Chi-lu on May 20, 1962 on the occasion of Chengchi University's 35 Anniversary stated:

“...we want to put equal emphasis on the development of social sciences as well as natural sciences. We hope that we will be able in the future to do just as much research in the social sciences as in the natural sciences.”

With this kind of support the Center should be able to develop successfully. No new program has an easy road. Many problems and some misunderstandings may arise, but much cooperation has already been established and, as the program becomes known, more cooperation will be achieved. The Center will then have the opportunity to become the focal point for training in public and business administration education in Free China.

* Translation from *Chung Yang Jih Pao*, Taipei, August 30, 1962.