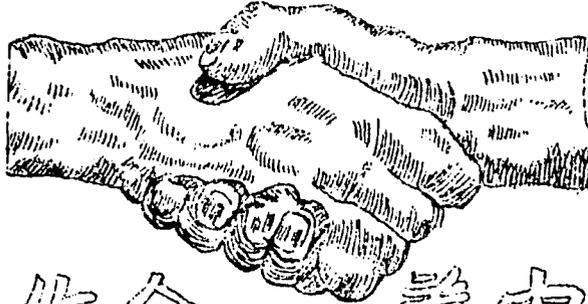
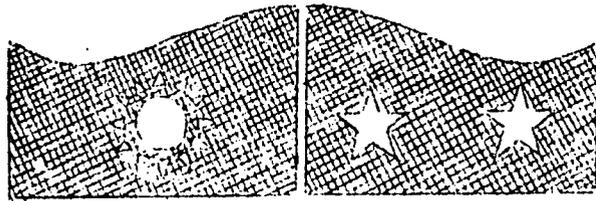


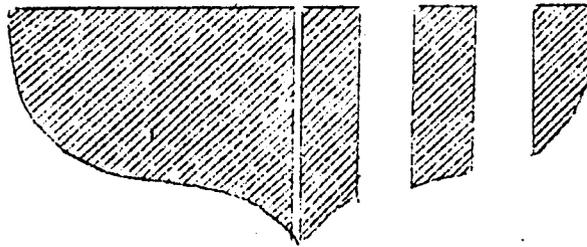
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EVALUATION OF T A PROGRAM IN TAIWAN



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TAIPEI, TAIWAN
SEPTEMBER 1954

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EVALUATION OF THE PROGRAM IN TAIWAN

1. Firethand Inquiry of Returned T. Participants,
as Secured from the Participants Themselves
and from Their Employers and Supervisors

Prepared by

Project Evaluation Office
Mutual Security Mission to China
Foreign Operations Administration

Taipei, Taiwan
September 1954

CONTENTS

	Page
A. Summary	1
B. The Evaluation Study Is Based on Firsthand Information	5
C. Agency Heads Want TA Program Continued	5
D. Many Concrete Improvements Have Been Brought about by Returned T. Participants	8
E. The Intangible Results of T. Participation Are also Important	12
F. Many Agencies Have Plans for the Use of Future T. Participants	14
G. A Tabulation of the Answers Secured from 172 Returned T. Participants	15
H. Problems of TA Administration that Need Further Attention	25
I. A Note on Methods Used in This Evaluation Study	30
J. Questionnaire for Returned T. Participants (copy of)	32
K. List of the 16 Principal Sponsoring Agencies of T. Participants	35

A. Summary

The following summary is based on a firsthand study of all phases of the T. activity, including interviews with representative returned T. participants, the filling in of a questionnaire for the T. participants who had returned to Taiwan prior to February 1954, conferences with the heads of the agencies where most T.s are now working, and conversations with representatives of Sino-American agencies responsible for the program and who in their regular work have firsthand information about various phases of it.

Major Findings

Information from returned T. participants and the heads of agencies where the T.s work shows that:

1. The T. program is widely appreciated, and the majority hope that it can be expanded;
2. The benefits of the program center around tangible results, such as practical improvements in ways of doing things; and in intangible results, such as increased self-assurance and resourcefulness and a better appreciation of the relationship between democracy and technological advancement;
3. The majority wants the program to continue to send top level and associate and junior staff members and technicians abroad for observation and training, and to bring in from the States and elsewhere consultants and experts, most of them on a short-time basis to deal with specific problems;
4. It is generally understood that the attitude of the top management of an agency is closely related to the likelihood and possibility of returned T. participants being permitted or encouraged to make whatever contributions they can;
5. Nearly all agency heads think that all of the top level T. personnel and most of the associates and junior T.s should go to the United States. It was

Best Available Document

agreed, however, that some associate and junior level personnel in certain specific fields could profit from observation and training in Japan. Mention was also made of the possible use of West Germany as a training area in certain fields; and of Hawaii as a midway training point between the Far East and the United States.

The T. program should be a regular part of Sino-American activity, since there is a continuing need to keep abreast of the technological advancements in the States;

Most agency heads want more T. trained persons, and have definite plans for their subsequent use;

8. Some of the larger agencies are interested in supplementing T. funds and in otherwise increasing the number of persons who can secure T. training each year;

Within another two to five years, some of these agencies through the use of returned Ts hope to set up T.-like training facilities for their own associate and junior staff members and technicians;

10. The T. program to date has serviced the fields of agriculture, health, education, and transportation very much more fully than such fields as public administration, business management, industry and mining, accounting, industrial labor and social welfare. As placements in the former fields decline, the number of Ts in the latter fields should be appreciably increased;

11. Most returned T. participants report that they now hold the same jobs or better jobs than before they went abroad, that their preparation for going abroad was about right and that the plans for their study or observation was generally satisfactory. Nearly three fourths of them state that the length of time they were abroad was too short, and more than two fifths think they should have specialized more and seen fewer places. The most valuable part of their trip abroad was the information and techniques gained, and opportunities to see scientific and systematic methods of work. The greatest satisfaction since they have come back is that of making use of the information and techniques they gained, and of applying American ways of living. Most of the Ts upon their return shared their experiences abroad with their associates. Nearly half of them made changes in their personal and/or household way of living, and nearly three fifths found the American people more friendly than they had expected.

Problems of Administration

Many of the problems of the administration of the T. program were concentrated in the early scholarships period, when candidates were selected on a competitive basis and when academic training was emphasized. Roughly a third of the 172 returned T. participants included in the study went abroad under the scholarships of this early period of the T. program. The other two thirds have been sponsored by the agencies that employ them; these have had in-service training preparatory to the resumption of the same or enlarged duties when they return to the job they left. Continuing problems of the T. administration are:

1. The language handicap, and the amount of time and energy that goes into the preparation to go abroad. It is rather widely believed that an additional amount of language training is needed in many instances. The other side of the picture is that many agency heads have regularly complained that too much time is spent in language training. In short, the agency heads seem to know that the people going abroad need more language facility, but when faced with the actual situation they find it difficult to get along without these key staff members for extended periods.
2. Most Taiwanese and a few Mainlanders think the Taiwanese should have a longer period of language training to enable them to participate in larger number -- numbers sufficient to assure enough trained Taiwanese to carry on the basic operations of the Island if the Mainlanders return to the Mainland. Furthermore, the Taiwanese point out that during the half century of Japanese control they were not permitted to secure western training. Beyond all this, mature Taiwanese leaders generally hold that at least half of the T. participants should be from their group as a means of contributing to economic and political stability;
3. There is the need, too, as pointed out by some agency heads, that a longer period be provided for selection of candidates; the longer time is needed so the applicant can demonstrate his real interest in the training opportunity, improve his background information about his field of specialization, work on his language needs, and

even more important, demonstrate that he knows how the training he is to secure will equip him for the assumption of larger responsibilities in his agency when he returns;

4. Especial attention needs to be taken to make sure that each T. participant, whether top executive or junior assistant, has a program of work and/or observations that meets his own needs, and fits in with his agency's personnel needs.
5. The use of undue personal influence in the selection of candidates should be eliminated, and the separation of Ts from their jobs when they are abroad or shortly after their return should be held to the barest minimum;
6. How can the T. program best relate its activities to (a) the T.-like services—usually on a small scale—of UN and other agencies, and (b) encourage the agencies that have thus far been helped most by it to set up training facilities for their own associate and junior staff members and technicians?

Evaluation of T. Program in Taiwan

This evaluation of the T. program in Taiwan is based on a firsthand study of the main phases of the activity. The heads of the 16 agencies with the largest number of T. participants have been interviewed. A questionnaire has been filled in for 172 returned T. participants. Nearly an eighth of these, chosen for their representativeness of the group as a whole, have been interviewed to secure more detailed information than could be had from the questionnaire.

By way of overall summary, practically all of the agency heads and returned T. participants want the program continued; a majority of them express the hope that it can be expanded. The benefits of the T. activity, as reported by agency heads and T. participants, center around the practical improvements that have been put into operation by those who have returned, their greater self-confidence and resourcefulness, the better understanding they have of the relationship between democracy and the development of technology, and the stimulus the program gives to the better performance of potential T. participants.

B. The Evaluation Study Is Based on Firsthand Information

Conferences were held with the 16 agency heads to learn whether the returned T. participants have instituted any important changes of a practical nature, and if so, what these changes have been; whether they thought the T. program should be continued or not; and if it is to be continued, for what length of time; and whether on about the present level, expanded or reduced. Inquiry was also made as to what specific further needs, if any, the agency heads have for T. trained personnel. Inquiries were also made as to the relative benefits, as the agency heads see it, secured from sending persons abroad as contrasted with the bringing in of consultants and experts; and of the relative benefits of sending senior executives and technicians abroad as contrasted with the sending of associate and junior staff members and technicians.

The 172 questionnaires for returned T. participants were filled in to secure objective data on their current overall situation as compared with what it was before they went abroad; to find out their estimate of the adequacy of their preparation for going abroad, whether the plans for them when abroad were satisfactory, and whether their attitudes and outlooks had been influenced in any appreciable ways by their T. experience.

The eighth of the 172 returned participants selected for further study were interviewed by staff members of the Evaluation Office to secure more detailed information about matters covered in the questionnaire, and especially to learn from them whether they had tried to bring about any improvements in their own work as a result of their overseas training and/or observations, and if so with what results.

C. Agency Heads Want T. Program Continued

Practically all of the agency heads think the program should continue

to emphasize (a) the sending of young administrators and technicians abroad for training; (b) the arranging for selected top level executives and technicians to make observations overseas in their fields of interest and (c) the bringing to Taiwan from America or elsewhere of such consultants and experts as are needed.

A majority thought the training of junior staff members and technicians should be coordinated with arrangements for refresher observation opportunities of senior staff members, and for the use of consultants and experts brought in for longer or shorter periods.

All agency heads except one thought it more advantageous to send people abroad than to bring in consultants and experts. It was generally thought that senior staff members should go abroad for two to five months, largely for purposes of observation and general widening of scope and sometimes primarily for public relations and political reasons; by contrast, the younger T.s should have at least a year's intensive training, preferably with most of the time spent in one place. In short, the senior T.s should go abroad to get overall impressions relevant to their operating responsibilities in Taiwan, whereas the younger people should devote their time -- a minimum of one year was generally thought desirable -- primarily to increasing their information and improving their techniques as related directly to the responsibilities they will return to in Taiwan.

It was repeatedly reported by the associate and junior level of T. participants no less than by the heads of agencies that T. trained people can be used effectively only if the people at the top management level are conscious of the need for improvements, and therefore interested in having staff members suggest new ways of doing things. Most returned T.s who have not been able to make specific contributions are in organizations in which

the supervisors above them are, for whatever reason, opposed to change. This may be because they do not realize that change is needed, or they may fear a loss of face--that is, that some of the returned TAs might know of new processes which the supervisors above them are unaware of. Even more important may be the traditional fear of government employees, because of the numerous official checks, that they will make mistakes. Out of this situation has arisen the saying: "Doing nothing makes no mistakes."

At any rate, except in agencies where there is a desire for improvement by the top supervisory group, the associate and junior TAs report that they are often not encouraged, or even permitted, to try to put such new ideas they may have into operation. Agency heads who have been abroad recently speak of the tendency of some members of their group who have not been abroad to find themselves in a defensive position by reason of the returned TAs who have seen in operation some of the more advanced factories and businesses. In summary, to be used effectively, TAs need a working atmosphere that values constructive change. Otherwise, the very desire of the TAs for improvement may be seen or interpreted as a threat to the status of their status-quo supervisors. Agency heads who welcome new ideas are usually those who have seen for themselves some of the latest developments in their own fields, who have had an opportunity to look through the latest literature, and especially who have had occasion to visit with executives in close touch with some of the more advanced recent developments.

Considerable emphasis was placed upon the role of visiting consultants and experts. Most agency heads thought that, except for the residence of a skeletal group of consultants and an occasional full time expert, it is best to bring in top ranking authorities in crucial fields for short periods to give leadership in the solution of well defined, specialized situations.

Two agency heads emphasized the great importance of making certain that the consultants are top level authorities and that needed ground work and planning for their most effective use have been done by Sino-American agencies prior to their arrival in Taiwan. The role of the short-time consultant is an interesting one - his recommendations give added weight to those potential program activities which the Sino-American agency officers think it desirable to emphasize, whereas any recommendations of consultants that are not thought by the local action people to warrant implementation can be ignored.

Most agency heads think the T. program should be continued as a regular part of the Sino-American activities. As this majority sees it, there is a continuing need for keeping abreast of modern technological advancement. A few agency heads, notably in the fields of health, education, sugar production and hydro-electric production, express the belief that after three to five years their own organizations can, through the use of returned T.s, set up training facilities of their own. The heads of the sugar and hydro-electric corporations expressed an interest in matching funds with FO. or in establishing cooperative arrangements with American firms; such arrangements would increase the number of T.s that could be trained in any one time, and will afford the corporations needed experience in developing their own T.-like activities.

D. Many Concrete Improvements Have Been Brought
..bout by Returned T. Participants

In conferences with the heads of the 16 agencies, frequent mentions were made of concrete improvements brought about by returned T. participants. These are most pronounced in the fields of agriculture, industry and transportation, health and education.

The improvements brought about in agriculture include outstanding results in the production of hybrid sugar cane and in work on the control of sugar cane diseases, including the identification of the ratoon stunting disease, the control of which promises appreciable increases of sugar cane production. Other significant work by U.S. in agriculture include experimentation in the development of tobacco plants resistant to mosaic and wilt diseases, and of rice resistance to blast and of wheat resistance to rust. Work also has been started in rice hybridization through new crosses between Indica and Japonica varieties.

In industry and transportation U.S. have brought many practical improvements. Some of these have been of a general nature, as in railroad administration and operation where a new signal system has been installed, train schedules have been shortened and better maintenance-of-way policies have been put into operation. These improvements were brought about by 5 staff members, all of them at the senior level, who went abroad under U.S. auspices. Quite specific improvements have been the improvements instituted by many individual U.S. participants, such as the lowering of the operating costs of the buses of the Taiwan Highway Bureau through the more continuous use of the buses, longer wear of tires through proper inflation and other maintenance, reduction of fuel consumption by regular engine adjustments and repairs, and reduction of accidents through promotion of safety practices.

Other outstanding individual accomplishments in industry and transportation include designs for railroad and highway bridges and experimentation with the use of pre-stressed concrete, the more profitable use of standard textile machinery through closer supervision of operations and better servicing of machines, the production of better petroleum products by the use of the newest combinations of heat and pressure, and the reorganization

of the two principal harbor administrations resulting in greatly improved loading and unloading methods, reducing the time a ship is in port and thus through a special arrangement increasing for the dockworkers the earnings from dispatch bonuses. Other improvements in harbor administration rather closely related to returned T. participants include more effective signal systems, reduction of accidents through special training classes and improved relations between management and workers.

The performance of returned T. participants have been especially pronounced in the field of health. For example, largely in response to the work of returned T. participants, the administration of National Taiwan University Hospital has been greatly improved; preventive medicine and the Institute of Public Health have been consolidated, the teaching of public health on the graduate level has been arranged for, the affiliation of NTU Medical School with Duke Hospital is under discussion, and the faculty has been reorganized with committees set up on such matters as internship and records. The benefits of these improvements accrue to the staff members and to the patients. At a provincial hospital a returned T. has brought about improved record keeping, a centralized laboratory service, a centralized sterilization facility, and arrangements for an ongoing maintenance of hospital equipment and of the hospital plant itself. A number of returned T. physicians are now giving more attention to sterilization of implements and the placing of more emphasis on preventive health care as compared with traditional curative medicine. Returned T. nurses are doing good work in the field of nurse education and of public health nursing.

The role of the T. program is outstanding in the development of the serum vaccine laboratory. The technicians now operating the laboratory are returned T.s. The building was designed and constructed, and the

equipment ordered and put in place by a T. consultant. This laboratory is now reported to be producing vaccines at 95 to 97 per cent efficiency as compared to similar laboratories in the States. Except for the T. consultant and trained technicians, as reported, this performance would not be possible.

In the field of education an outstanding illustration of widespread and practical benefits is that of the work of the head of the industrial education division of the Teacher's College, who in a voluntary liaison capacity is helping to shift the emphasis in vocational schools from the traditional role of academic rote learning to a more balanced program including additional scheduled class periods for shop work and other training experiences. Other improvements in education brought about by returned T. participants include the use of improved teaching methods, more emphasis on achieving a closer and more constructive relationship between the school and the community, and in giving the teachers more opportunity to participate in school administration through committee work.

The practical benefits from returned T. participants are much less obvious in such fields as public administration, banking, business management, accounting, industrial labor and social welfare. Even so, there have been a few outstanding improvements made in these fields by returned T. participants, such as that of making more prompt and trustworthy the monthly statistics for fish production by major types; business management practices have been greatly improved in the cement corporation and electric power company, and recently nine returned T. accountants who had been in the States for six months have been organized into an official accountants Inspection and Direction Group to work out improved accounting procedures for 36 public enterprises. Eleven more accountants have just now gone

to the States, also for a six-months period.

The relatively fewer improvements in the above fields than in agriculture, health, industry and education seem to suggest two things: (a) that such fields as public administration and business administration are less concrete and therefore technical advancement is less easily observed, and (b) that relatively more emphasis has been given to the former fields than to the latter. The T. program naturally began in fields where the techniques involved are well established and relatively definitive. These facts seem to help identify some of the areas in which there is need for the development of yet more effective T. training opportunities. Within the next few years, great practical value may be secured through the training of relatively more T.s for work in fields that deal with these more complex matters such as public administration, business management and public welfare. T. trained personnel can be most effective in some of these fields only after overall economic and social welfare goals have been established.

E. The Intangible Results of T. Participation are also Important

The more important intangible results from participation in the T. program as reported by agency heads and returned T.s are: a broadening of the scope of interest of the participants, getting acquainted with the new literature in the field, finding that even a short trip abroad often serves as an eye-opener, and nearly always as at least a sort of refresher. Mention has been made above of the importance of top executives providing a congenial working atmosphere for associate and junior T. participants to enable them to make their greatest contributions.

A very important benefit from the T. program has been that of an increase of confidence and of self-assurance of administrators and technicians. Phrases like these were commonly heard from T. participants: "Seeing is

believing," "What you have seen, you know," "When you have been there you can be more certain of what you are doing." The rising level of personal assurance has provided incentives for original and creative effort. Furthermore, as a result of better performance from having been abroad, many T. participants have been given larger responsibilities. There has been an improvement of morale in many organizations and factories as a result of the performance of returned T. participants, no less than the response of their associates; the hopes of other staff members and technicians that they may later be able to go abroad seems also to help account for the improved morale in agencies to which they have returned.

Another important intangible result centers around the appreciation the Chinese have of their opportunities to see in America how practical results arise from freedom of expression, and how the value put on experimentation is related to finding new and better ways of doing things. The vast majority of the returned T. participants, as will be seen later in this report, were greatly impressed with the efficiency with which things are done, and many of them came to realize the close relationship between democracy on the one hand and the personal accomplishments of American technicians and workers on the other. As a result of this appreciation of freedom as an incentive for personal performance in America, many of the Ts upon their return have been emboldened to make concrete suggestions in connection with their own work and their way of living. Several T. participants put it more or less this way: that a person becomes interested in trying out new things when he has seen that other people have profited by doing so. In short, many of them saw the high value on experimentation as a means of finding new and better way of doing things, and realized that experimentation rests basically upon freedom of inquiry, which in turn is grounded in an

appreciation of the worth of the individual.

Many returned T.s. continue to keep in touch with fellow scientists in the States or in Japan and so receive a lot of free counsel and advice of practical problems as they arise.

The international angle, too, is of great importance. The vast majority of the T.s. found the American people more friendly than they have expected. It seemingly goes without saying that the American people, on the other hand, had found the Chinese T. participants very likable people. In toto, it seems clear that the T. program is resulting in an increased understanding between the people of China and America, and that this is providing a wider basis for Sino-American friendship and international goodwill.

Beyond all this, the T. program serves to strengthen the interrelationships among the Chinese themselves. The fact that an ISA Fellowship Association has recently been organized to which all returned T. participants are eligible for membership may be expected to further increase the sense of community among the Chinese who have been abroad. The association plans to serve as a clearing house for specialists which may be needed by government offices, or industry, or other business or professional groups. As planned, the association will be kept informed about current conditions in America by having recently returned T.s. share their experiences in the States with the membership at regular or call meetings.

F. Many Agencies Have Plans for the Use of Future T. Participants

Many agency heads have very definite plans for the use of subsequent trained T. personnel. These plans of course are most definite with regard to the staff members who are in training abroad at present. Definite plans, too, in many agencies exist for persons that it is hoped can be sent later. In the Chinese Petroleum Corporation, for example, the head of the agency is

hopefully looking forward to increased use of instruments -- meters, indicators, automatic gages -- to measure the flow of liquids and otherwise to speed up the operations and make them more accurate. The municipal government of Taipei wants to have a person trained to assist in improving the waterworks. The medical school of NTU hopes to send a number of selected teachers and research workers abroad to further improve its teaching and medical services. The educational authorities now have half a dozen school principals and teachers abroad preparing to serve the growing interest in community schools, and hope to send more later. The vocational educational leaders hope that 40 or 50 more shop teachers can receive training to enable them to further improve the vocational schools. T'aiwan Power Company would like to have training for many of its associate engineers, and the Railway Administration wants further assistance in signalling, maintenance-of-way, and bridge construction. The Sugar Corporation hopes that practical plans can be worked out by which its factory managers can have at least a refresher observation trip to some other sugar producing area every four or five years. The Water Conservancy Bureau would like further training for its young staff members to enable them to develop multiple-use water facilities, so that dams can be used for flood control, irrigation and hydro-electric production. The Highway Bureau is interested in some of its staff members developing additional skills in bridge designing, and others the use of pre-stressed concrete. The Health Department, in cooperation with other agencies, is interested in the training of personnel that can effectively produce standardized antibiotics.

G. A Tabulation of the Answers Secured from 172 Returned Ta Participants

The tabular data below were secured from Ta participants who had returned to Taiwan before February 1954. For a copy of the questionnaire used, see pages 26-28. The questionnaire, designed especially for this

evaluation study, was administered in the field by representatives of the offices of the Comptroller and of the Assistant Director for Industry, ISI/C. Practically all questionnaires were filled in at the participant's home, or at some place other than where he works. The field work was done in April and May, 1954.

General information about the 172 returned T. participants is shown in the two tables below.

T. Participants by Backgrounds, Country Visited and Auspices under which Participants Went Abroad

	<u>Total</u>	<u>Mainlanders</u>	<u>Taiwanese</u>
To all countries	172	94	78
To U.S....	153	84	69
To Japan, etc.	19	10	9
Method of sending:*			
Scholarship	60	23	37
In-service	112	71	41

* The T. participants who went abroad prior to July 1, 1952, were sent under scholarship arrangements. Since then, the T. participants have been recommended and sponsored by the agency where they work. The character of the training shifted from predominantly academic to in-plant type of training. The latter are spoken of as in-service T. participants.

Field of Specialization of 172 Returned T. Participants

	<u>Total</u>	<u>Mainlanders</u>	<u>Taiwanese</u>
Total	172	94	78
Agriculture and natural resources	63	30	33
Transportation, communication and power	32	27	5
Health and sanitation	28	6	22
Education	19	11	8
Public administration	21	13	8
Industry and mining	9	7	2

(The answers to the questions in the questionnaire are presented below in the order they were asked. Brief comments are made for clarification, and to summarize the comments asked for in connection with many of the questions asked.)

1. "DO YOU NOW HOLD THE SAME JOB YOU HELD BEFORE YOU WENT ABROAD?"

Seven tenths of the T.s now hold the same jobs they held before they went abroad, and most of the others have received promotions.

Answer	Percentage		
	172 Returned T. Participants		
	Total	Mainlander	Taiwanese
Yes	70	70	70
No**	28	29	27
Unemployed**	2	1	3

* Further inquiry revealed that most of these had more advanced positions as measured by responsibility and supervision of the activity of others.

**The situations of this 2 per cent (3 persons) were as follows: one Taiwanese resigned from his job after he returned from abroad; and one Mainlander and one Taiwanese had no job before they went abroad under T. scholarships, and had found no full-employment at the time of field survey in the early summer of 1954.

2. "DO YOU YOURSELF NOW MAKE MORE DECISIONS, OR FEWER DECISIONS, ABOUT HOW TO DO YOUR OWN WORK BEFORE YOU WENT ABROAD?"

Two thirds of them now make more decisions about their own work than before they went abroad; a fourth experienced no change, and about a twelfth make fewer decisions.

Answer	Percentage		
	172 Returned T. Participants		
	Total	Mainlanders	Taiwanese
No change	24	28	19
More decisions	67	61	73
Fewer decisions	7	10	5
Unemployed	2	1	3

3.

SUPERVISE THE WORK OF ANYONE?"

Approximately half of them now have more supervisory responsibility than before.

Answer	Percentage		
	172 Returned T. Participants		
	Total	Mainlanders	Taiwanese
Yes*	70	73	65
Not**	28	26	32
Unemployed	2	1	3

* More than half of those who supervised others supervised staff members, technicians and/or skilled laborers. The number of persons supervised ranges from one person to 5,340; the average number was 193. The number supervised by those who supervised mostly unskilled laborers ranged from one up to 7,000; the average was 314. The average number of persons of all types supervised by the Mainlander T. participants was about double the number supervised by the Taiwanese T. participants. The T. participants in the field of industry supervised the largest number of persons.

**Most of the persons who did not supervise anyone were school teachers and research specialists

asked of the 70 per cent - 120 persons - who do supervision)
HOW DOES THE NUMBER OF PEOPLE NOW SUPERVISED BY YOU COMPARE
WITH THE NUMBER YOU SUPERVISED BEFORE YOU LEFT ABOARD?"

Answer	Percentage		
	120 who do supervision		
	Total	Mainlanders	Taiwanese
Same number as before	43	45	41
More than before	38	36	39
Fewer than before*	15	13	18
No answer	4	6	2

* Some of those who supervise fewer people are supervising people on a higher level, and therefore the supervision they do, although of fewer people, is more important than before.

4. "PREPARATION FOR SOJOURN ABROAD - HOW MUCH AND HOW, AND HOW LONG, AND HOW TO GO ABROAD.....?"

More than three fourths think that their preparation for going abroad was about right; most of the others say it was insufficient, with special mention made of not enough language facility and not enough background information.

Answer	Percentage		
	172 Returned U.S. Participants		
	Total	Mainlanders	Taiwanese
..About right	76	82	69
..Not sufficient*	21	16	27
..Too much**	2	2	3
..No answer	x	-	1

x Less than one per cent

* Two thirds of these mentioned the need for more training in the English language and in American customs, a fourth the need for earlier notification of date of departure, and the remainder that they needed background information about conditions in their major field in America.

**These persons had a good command of the English language and disliked the delay caused by the time required for the preparation of others.

5. "HOW WAS YOUR PLAN OF STUDY, OR TRAINING OR OBSERVATION ABROAD.....?"

The plans for the sojourn abroad were generally satisfying for about nine tenths of the U.S.

Answer	Percentage		
	172 Returned U.S. Participants		
	Total	Mainlanders	Taiwanese
..Highly satisfactory*	28	35	21
..Satisfactory*	61	56	65
..Unsatisfactory**	11	9	14
..Very unsatisfactory	-	-	-

* Those who answered "Highly satisfactory" and "Satisfactory" mentioned that their schedules were well planned and balanced, that they learned things they could make use of after they returned to their work in Taiwan.

**Three fifths of these said that the period of stay was too short for them to finish their training; the others either said they learned things not applicable in Taiwan, or were not able to see as much of the country as they wanted to see.

6. "WAS THE LENGTH OF YOUR STAY ABROAD?"

More than seven tenths said the length of their stay abroad was too short, that they needed more time for study, or specialization or observation.

Answer	Percentage		
	172 Returned U. Participants		
	Total	Mainlanders	Taiwanese
..About the right length	27	36	17
..Too short*	72	63	82
..Too long**	1	1	1

* About two thirds of these said their period abroad was not long enough for needed study and observation; a fourth made specific mention that the period was too short to complete specialization undertaken; the remainder said they could not finish postgraduate study, didn't see enough places, etc.

**Said they were shown too many similar things and similar places.

7. "AS YOU SEE IT NOW, WHEN YOU WERE ABROAD, SHOULD YOU HAVE?"

Nearly two fifths said they thought their plans were about right. Another two fifths thought they should have devoted more of their time to specialization, and a fifth said they should have seen more places and specialized less.

Answer	Percentage		
	172 Returned U. Participants		
	Total	Mainlanders	Taiwanese
..Carried on about the program you did	39	44	35
..Specialized more, and seen fewer places	41	40	41
..Seen more places, and specialized less	20	16	24

8. "WHAT PART OF WHAT YOU LEARNED OR OBSERVED ABROAD DO YOU NOW FIND TO BE THE MOST VALUABLE IN YOUR WORK?"

The returned Ts find most valuable the information, experiences and techniques they gained, and the opportunity they had to observe scientific and systematic methods of work.

Answer	Percentage		
	172 Returned Ts. Participants		
	Total	Mainlanders	Taiwanese
Information, experience and techniques gained	46	45	48
Scientific and systematic methods of work observed	38	39	36
Field observations	6	8	5
Special laboratory work done	4	1	6
All others	6	6	5

(Note) When asked what was the least valuable thing they learned or observed when they were abroad, nearly 70 per cent made no answer. Of the other 30 per cent, more than two thirds mentioned the learning of things not of practical use in Taiwan; next most common were mentions of too much sight-seeing and banquets, and poorly arranged schedules.

9. "SINCE YOU HAVE COME BACK TO TAIWAN, WHAT HAS BEEN THE GREATEST SATISFACTION TO YOU RESULTING FROM YOUR TRIP ABROAD?"

Returned Tsas get greatest satisfaction in the use of their new knowledge, experience, and techniques and in application of American way of living and thinking.

Answer	Percentage		
	172 Returned Ts. Participants		
	Total	Mainlanders	Taiwanese
Use in my work of knowledge, experiences and techniques gained	52	56	46
Application of American way of living and thinking, including higher efficiency and better service	32	31	35
All others	16	12	19

(Note) When asked about the greatest dissatisfaction resulting from their trip abroad, nearly 70 per cent said "none" or did not answer, more than a fifth said they had difficulties in applying in Taiwan what they had learned abroad, and a fiftieth said they had had to change jobs and/or accept less pay as a result of their having gone abroad.

10. "HAVE YOU SHARED YOUR EXPERIENCES ABROAD WITH YOUR PRESENT ASSOCIATES?"

Most Tsas have shared their experiences abroad with their associates. This sharing has been done in many different ways.

Answer	Percentage		
	172 Returned Ts. Participants		
	Total	Mainlanders	Taiwanese
No not at all*	5	1	9
Yes, a little	23	28	18
Yes, quite a bit	50	51	49
Yes, a great deal**	22	20	24

* Those in this group said they had had no chance to share their experiences, or no one had asked them to; one who was unemployed felt that it was not appropriate for him to speak about his foreign experiences.

**The most common methods of sharing their foreign experiences with associates were through discussions, written reports, lectures, teaching of classes, conferences, working on plans and designs, routine work and through supervision.

11. "HAVE YOU MADE ANY CHANGES IN YOUR PERSONAL AND/OR HOUSEHOLD WAY OF LIVING SINCE YOU CAME BACK, AS COMPARED WITH BEFORE YOU LEFT HONG KONG?"

Nearly half of the returned Ts have made changes in their personal and/or household ways of living.

Answer	Percentage		
	172 Returned Ts. Participants		
	Total	Mainlanders	Taiwanese
Yes*	48	46	50
No	52	54	50

* The most common changes mentioned center around more attention to family life, and assistance to wife with housework; other things mentioned include, meeting engagements more punctually, more attention to democracy and American way of thinking, kinder and more cooperative, work harder to increase income, keep busier and are more often in a rush.

12. (Asked only of the 153 who went to the United States) "HOW DID THE AMERICAN PEOPLE COMPARE WITH YOUR EXPECTATIONS?"

Nearly three fifths of those who went to the United States found the people more friendly than they had expected.

Answer	Percentage		
	153 Ts who went to USA		
	Total	Mainlanders	Taiwanese
They were about as I had expected	38	45	29
They were more friendly than I had expected	59	55	65
They were less friendly than I had expected	1	-	2
No answer	2	-	4

Similarities and Differences Between Mainlander and Taiwanese Participants as Shown in the above Tabulations

For some of the tabulations there are little or no differences by backgrounds, while for others the differences are quite marked. There are no appreciable differences, for example, in the proportion of each group that went to America. Other things in which the two groups were generally similar include the proportion who hold the same jobs now as before they went abroad, the supervision of other people, the most valuable and satisfying results of their foreign experiences, and the proportion who made changes in their personal and household ways of living as a result of their having been abroad.

The more outstanding differences include the relatively higher proportion of Mainlanders than of Taiwanese who have participated in the program, and the relatively higher proportion of the Taiwanese who went under the earlier scholarship arrangement as compared with the later in-service arrangement. The highest proportions of Taiwanese were in the fields of agriculture and health, for Mainlanders in the fields of transportation and industry and mining. Still other differences are: the Taiwanese participants now make relatively more decisions as compared with before, and relatively more of the Taiwanese found the preparation for going abroad insufficient; fewer of them found the plans for them while abroad highly satisfactory, and more of them found them unsatisfactory. Relatively more of the Taiwanese than of the Mainlanders thought the time they spent abroad was too short. A relatively higher proportion of the Mainlanders had shared their experiences with their associates "a little" or "quite a bit", whereas relatively more Taiwanese had not shared their experiences at all or had shared them "to a great extent". A relatively higher proportion of the Mainlanders found the Americans about as expected, whereas relatively more Taiwanese found them more friendly than they had expected.

H. Problems of Administration that
Need Further Attention

The matter of language facility constitutes a difficult operating problem. The heads of most agencies thought that only those staff members and technicians should be considered for T. training who could handle reasonably well the language of the country to which they are going. Some few felt the same language standards should be enforced for the shorter time top-level administrators and technicians who go abroad primarily for purposes of observation and broadening of scope; the majority, however, thought it important that selected top-level administrators and technicians have opportunities for short-time observation irrespective of language facility. This could be done by providing an interpreter in the host country in some instances, but more often by including one or two persons without language facility with a group in which there are two or more who are well qualified in language. It may be valuable, too, for two or more T. participants who are weak in English to follow together the same course of training.

The English handicap of the Taiwanese as contrasted with the Mainlander element was often mentioned by agency heads. Some thought that no particular consideration should be given to the matter, while others thought it important, in order to secure wider Taiwanese participation, to make special arrangements, such as a longer English training period; one recommended that academic training be included within the T. program for selected persons, especially Taiwanese. In the actual operations of the program a very different way of thinking has often been dominant in the minds of the agency heads, namely, that the language training period should be made even shorter than at present so as to reduce the time the Ts are away from their jobs.

Mainlander and Taiwanese heads of agencies pointed out that the

English handicap of the Taiwanese is being progressively overcome by the relative increase of Taiwanese in enrollment in the university, colleges and technical schools. It was generally agreed that within five years or so, there will be little or no difference in the language facilities of the two groups.

Some Taiwanese agency heads and returned TAs think it important that there be a ratio between the number of Mainlander and Taiwanese TAs. Most of them think that at least half of the TAs should be Taiwanese. Most Mainlanders and some Taiwanese stated that the matter of background should not be an important consideration, but rather that the best person for the place should be chosen. The Taiwanese who thought that at least half of the TAs should be Taiwanese, based their thinking on such considerations as these, (a) that the Taiwanese need to be trained and ready to take over if the Mainlanders return to the Mainland, (b) that they had almost no opportunity to secure western training during the half-century of Japanese occupation, (c) that they make up about four fifths of the Island's population, and (d) that more trained Taiwanese would strengthen the economic, social, and political stability of the Island.

A few of the agency heads best acquainted with problems related to the preparation of a TA candidate for a successful experience abroad, emphasized the need for a longer period of time for the selection of candidates. The longer period is needed so that the agency heads can see which potential candidates are really interested as reflected in their efforts to develop language facility, and in the interest they exhibit in preparing themselves for the enlargement of old responsibilities and/or the development of new activities in the agency when they return. This arrangement would reduce the amount of time TA candidates need to spend in language training classes

preparatory to leaving; it would serve the further advantage of placing an added measure of responsibility for the future activities of the T.s upon the T. candidates themselves.

In the field of education, it was pointed out, care should be taken (a) that T. participants work in as many States as possible, for each State has its own school system, and that the greatest benefit can be had by the widest coverage possible; upon returning, the activities which have been found to be most useful in Taiwan can be isolated and emphasized; and (b) that T. participants not be put in embarrassing positions in States where there is racial segregation in schools and in general living arrangements. Only a few of the 172 returned T. participants reported that they had experienced any racial discrimination; but, for these few, one such experience seemed to have been sufficiently distasteful to them to cast a shadow on their otherwise happy experience in the States.

Another matter that needs to be kept in mind is that the Chinese administrators, technicians, and students place a very high value on being able to study or observe abroad, particularly in the United States. There are a few instances among the T. participants in which their desire to get to America superseded other considerations and resulted in a few people having accepted training in fields for which they had little background and little interest. Also, there have been instances in which persons have been accepted as T.s when their language facility and/or general background training were inadequate.

Other points mentioned by one or more agency head or returned T. participants that seem to warrant mention are: that as T.s return to Taiwan, some of them might well be given a couple of weeks or a month to observe conditions in countries less developed than Taiwan; that for some of the

new fields of specialization, such as effects of radioaction on living cells, the period of training should be more than one year; that an association of returned T. participants may well be formed in the fields with sufficient members—such as health, education and industry; and that special care be taken that each person who is selected as a T. participant be chosen solely on the basis of his own qualifications and the responsibilities he will exercise in his sponsoring agency when he returns. As reported, undue personal influences sometimes enter into the selection of candidates, and also in a few instances T. participants have been relieved of their jobs while abroad or soon after they have returned. Both of these situations need of course to be eliminated.

Practically all agency heads expressed a clear general preference that T. training and observation be arranged for in the United States. This was true even in the fields of railroading, power production, and irrigation and flood control, all of which were developed in Taiwan largely by the Japanese, and so the basic structures are Japanese in character. Even so, said the agency heads, Japanese technology is not so advanced as that of the States, and therefore not so good. It was readily agreed, however, that certain associate and junior staff members and technicians could profit by training in Japan, such as railroad maintenance supervisors, associate hydro-electric engineers, heads of local hydraulic associations, nurses, experts in suspension bridges, and so on. Some suggestions were made, largely by Mainlanders, that Taiwanese without English language facility might well go to Japan for training or observation; the Taiwanese generally demurred, saying there should be no differences made, but rather that the Taiwanese might well be given a longer period for English language training. Practically all were agreed that stop-overs of a week or so in Japan and/or Hawaii would likely be helpful.

The heads of a few agencies pointed out the possible effective use of West Germany as a training area, primarily because of the element of struggle which West Germany and Free China have in common; this suggestion recognizes the element of psychological identity as of equal or greater importance than that of the material technological level. It is hopeful that specific arrangements are being made for Hawaii to be made a half-way training point between the Far East and the United States.

What differing relationships, if any, might profitably be worked out between the T. program and the other types of opportunities for training and observation now provided for Chinese in the United States and other countries? There are now several T.-like programs--all on a small scale--in operation in Taiwan. There are some training opportunities provided by WHO in the field of health, by UNTAB, UNICEF and other United Nations agencies in social welfare and in railroading and other industries, by the Gulf and Caltex oil companies for the training of college graduates selected by the Chinese Petroleum Corporation, and by a shipbuilding firm in West Germany for four young staff members from the Taiwan Shipbuilding Corporation. Some of the larger private enterprises have sent staff members and technicians to Japan, and not infrequently when large orders of heavy equipment are being installed, engineers come from the supplier to supervise the installation and the early use of the equipment. At present, the Industry Office of MSM/C knows of more than twenty-five experts who have or will spend some time in Taiwan in 1954 or 1955 in dam construction or in the installation of machinery of one type or another. Still other training opportunities are represented by the Westinghouse fellowships, and so on. Most numerous of all, of course, are the regular academic scholarships and fellowships granted to Chinese students by American universities, colleges and technical

schools, including the State Department's Exchange of Persons Program.

In conclusion, the T. program is generally liked by agency heads and T. participants; practically all of them think it should be continued, most of them think it should be expanded. It is evident, however, that the training of T. personnel has been carried much farther in such fields as agriculture, transportation, health and education than in fields of public administration, business management, industry and mining, banking, accounting, industrial labor and public welfare. Full cooperation should be given to those leaders in the former fields who think that within three to five years they can have enough returned T. participants on hand to set up a T.-like training facility within their own agencies to service junior staff members and technicians. As T. services decline in these former fields, more attention may well be given to their increase in the latter.

I. Note on Methods Used in This Evaluation Study

Some of the methods used in this evaluation study are mentioned on pages 1 and 5 above, namely, the filling in of a questionnaire (see copy attached) for each T. who had returned before February 1954; the intensive interviews with an eighth of the above, chosen for their representativeness, to secure more detailed information; the conferences with the heads of the 16 agencies with the largest number of T. participants now working with them (see list attached), and the interviews with representatives of Sino-American agencies who have firsthand information about one phase or another of the T. activities.

This has been a cooperative study involving the leadership of the Project Evaluation Office, with contributions from the offices of the Controller, Industry, and especially the office that has immediate responsibility for the handling of T. matters. From the T. office were secured the

names of all returned T.s, with identifying data about each, including facts about trip abroad, and present address. The questionnaire used was developed by the Evaluation Office; it was filled in by two end-use checkers from the Controller's Office and by the head or assistant head of the Industry Office, who in their official work came in contact with most of the T.s within a six-weeks period. A trip for that purpose was made to interview most of the remainder. A few in inaccessible areas were not interviewed at all. The interviewing, all done at some place other than where the T.s work, was finished in a period of about six weeks.

It was realized at the outset that in undertaking this evaluation the beneficiaries of the T. program might be reluctant to criticize any aspects of the activity to representatives of the host country. To offset this anticipated pro-T. bias insofar as possible: (1) about two thirds of the 172 questionnaires for returned T. participants were filled in by Chinese interviewers, and (2) the eighth of the 172 from whom more detailed information was secured were all called upon by Chinese personnel.

A most significant phase of the study were the conferences with the heads of the agencies where the T.s now work. These conferences, arranged for ahead of time, were conducted by the head of the Project Evaluation Office, as were also the interviews with representatives of Sino-American agencies.

For this type of study to be of most value, some one senior officer of the Mission should (1) plan the whole study, (2) draw up any questionnaires and field procedures that are to be used, (3) train the interviewer before they go into the field, (4) talk with the field workers when they submit filled-in questionnaires and field data, (5) hold the conferences himself with heads of sponsoring agencies, (6) interview Mission and country leaders related to T. work, and (7) take major responsibility for the analysis of the data and the writing of the final report.

J. Questionnaire for Returned T. Participants

FR. No. _____

T. No. _____

Name: _____ Sex: _____ Age: _____

Address: _____

Field of Specialization: _____

Taiwan Employer: _____

Nature of Position: _____

Date Departure from Taiwan: _____

Date Return to Taiwan: _____

1. Do you now hold the same job you hold before you went abroad (check one, a-b)?

a. _____ Yes

b. _____ No

2. Do you yourself now make more decisions, or fewer decisions, about how to do your own work than before you went abroad (check one, a-c)?

a. _____ No change

b. _____ Make more decisions now

c. _____ Make fewer decisions now

3. Do you now supervise the work of anyone (check one, a-b)?

a. _____ Yes

b. _____ No

c. If answer is "Yes," enter number of each type of person supervised.

(1) _____ Staff members

(2) _____ Technicians, skilled workers

(3) _____ Unskilled workers

(4) _____ Others

d. If answer is "Yes," how does the number of persons now supervised by you compare with the number you supervised before you went abroad (check one, (1)-(3))?

(1) _____ Same as before

(2) _____ More than before

(3) _____ Fewer than before

4. Preparation for going abroad-- as you see it now, was your preparation for going abroad (check one, a-c)....

a. _____ about right?

b. _____ Not sufficient?

c. _____ Too much?

d. If "Not sufficient," what else was needed

e. If "Too much," explain

5. Was your plan of study, or training, or observation abroad (check one, a-d)....

- a. _____ Highly satisfactory?
- b. _____ Satisfactory?
- c. _____ Unsatisfactory?
- d. _____ Very unsatisfactory?

e. Explain checked answer briefly _____

6. Was the length of your stay abroad (check one, a-c)....

- a. _____ About the right length?
- b. _____ Too short?
- c. _____ Too long?

d. Explain checked answer briefly _____

7. As you see it now, when you were abroad, should you have (check one, a-c)....

- a. _____ Carried on about the program you did?
- b. _____ Specialized more, and seen fewer places?
- c. _____ Seen more places, and specialized less?

d. Explain checked answer briefly _____

8. What part of what you learned or observed abroad do you now find to be the most valuable in your work?

a. Most valuable _____

b. Least valuable _____

9. Since you have come back to Taiwan what has been the greatest satisfaction to you resulting from your trip abroad (Note briefly)?

a. The greatest satisfaction _____

10. Have you shared your experiences abroad with your present associate (check one, a-d)?

- a. _____ No, not at all
- b. _____ Yes, a little
- c. _____ Yes, quite a bit
- d. _____ Yes, a great deal
- e. If "Yes" for b, c or d above, state how you shared your experiences _____

f. If answer is "No, not at all," explain _____

11. Have you made any changes in your personal and/or household way of living since you came back, as compared with before you went?

- a. Yes
- b. No
- c. If "Yes," explain _____

12. (Asked of those who went to America)

How did the American people compare with your expectations (check one, a-c)?

- a. They were about as I had expected
- b. They were more friendly than I had expected
- c. They were less friendly than I had expected

13. Comments _____

Attach to this sheet any additional comments thought of special value.

K. List of Heads of Sixteen Principal Sponsoring
Agencies of T. Participants

1. Taiwan Power Company - Mr. Hui Huang, Pres.
2. Taiwan Sugar Corp. - Mr. J. C. Huang, Vice Pres.
3. Chinese Petroleum Corp. - Dr. K. Y. King, Pres.
4. Taiwan Railway Adm. - Mr. H. Hoh, Managing Dir.,
Mr. Tuan Ping-chuang
5. Taiwan Highway Bureau - Mr. Y. T. Teng, Dir.
6. Prov. Dept. of Agriculture & Forestry -
Mr. C. C. Hsu, Ex-Commissioner
7. Taiwan Forestry Adm. - Mr. Chiu Chien-tang,
Deputy Director
8. Water Conservancy Bureau - Mr. Lee-tang Sih,
Deputy Commissioner
9. Ammonium Sulphate Works - Col. S. Y. Ma, Actg. Mgr.
10. Keelung Harbor Bureau - Dr. R. S. Hsu, Director
11. Kaohsiung Harbor Bur. - Mr. H. H. Liao, Harbor Master
12. Taiwan Ind. & Mining Corp. - Mr. C. C. Tseng, Gen. Mgr.
13. Prov. Dept. of Health - Dr. C. H. Yen, Director
14. Prov. Dept. of Education - Mr. C. K. Teng, Ex-Comm.
15. Taipei Municipal Govt. - Mayor Kao Yu-shu
Secretary H. Y. Yang
16. National Taiwan University - Dr. S. L. Chien, Pres.
NTU Hospital - Dr. T. Y. Lin, Dept. of Psychiatry