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台灣頂尖公立大學的治理與國際競爭力

Governance of Leading Public Universities in Taiwan
and Pursuit of International Competitiveness

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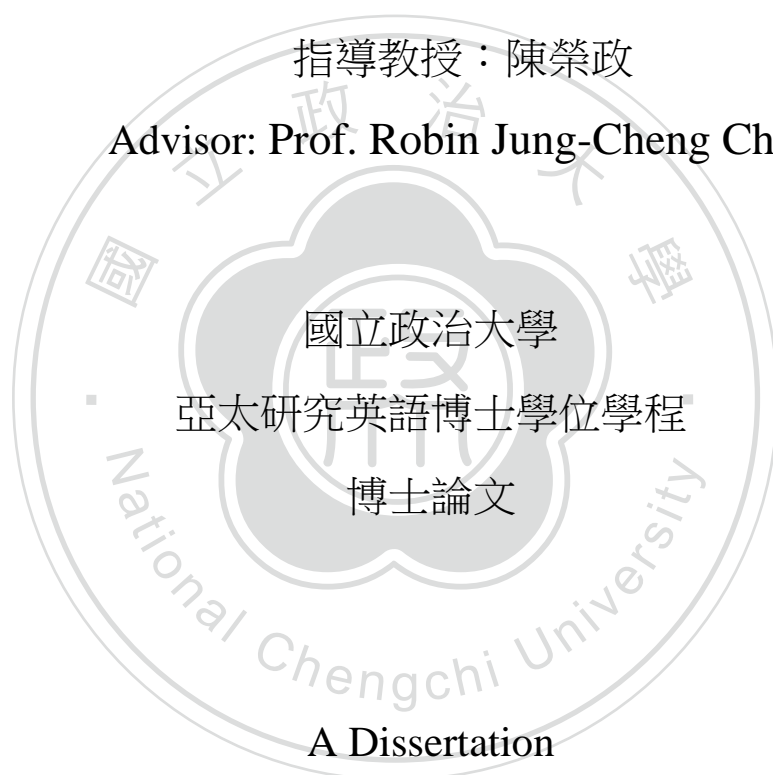
台灣頂尖公立大學的治理與國際競爭力
Governance of Leading Public Universities in Taiwan
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中文摘要

由於臺灣公立大學由國家資助，歷來享有比私立大學更高的聲望，並擁有更多的優秀學生、教師和資源，本研究旨在深入瞭解臺灣頂尖公立大學的管理方式。自 1970 年代後期以來的全球公共行政改革現象，新公共管理（NPM）被認為是更為優異的管理方式。這種重塑政府的新浪潮也蔓延至教育領域。因此，本研究將特別從新公共管理的觀點，來分析臺灣頂尖公立大學在全球化時代增強國際競爭力的策略。本研究不僅利用文獻和法規文件來分析臺灣公立大學治理的整體情況，還研究中韓兩所大學案例，進一步探索模範大學的實踐和策略。為了直接瞭解利害關係人的觀點，筆者還採訪了公立大學副校長、資深行政人員、學生等 12 名參與者，以獲取見解。訪談結果資料分析採用 ATLAS.ti 軟體，通過編碼歸納法進行。結果表明，臺灣高等教育尚未完全實踐新公共管理原則。但因為新公共管理可提高大學治理的有效性和效率，若新公共管理能夠應用於大學治理，則可以提高大學的全球競爭力。在此基礎上，未來研究可聚焦在臺灣高等教育新公共管理實踐受阻的原因，以及如何加強大學治理結構，特別是台灣這種官僚體制和傳統由上往下的高等教育決策模式的國家。

關鍵字: 全球化時代、國際競爭力、新公共管理、台灣、大學治理



ABSTRACT

As public universities in Taiwan are state-dependent organizations and historically enjoy higher prestige than private universities and receive more talented students, faculty and resources, this study aims to gain a deeper understanding of how the leading public universities in Taiwan are governed. Due to a worldwide public administration reform phenomenon since the late 1970s, New Public Management (NPM) is assumed as the superiority of managerial techniques. Such a new wave of reinventing government also spread to the education sector. Accordingly, this study is to analyze, particularly, how the leading public universities in Taiwan strategize to pursue international competitiveness in the globalized era through the lens of New Public Management. Not only literature and legislative documents reviews are utilized to analyze the overall situation of governance of public universities in Taiwan. Case study of two model universities in China and Korea is also conducted for further exploration of the model universities' practice and strategies. In order to learn at first-hand about stakeholders' perspectives, the author also interviewed twelve participants, ranging from vice presidents, senior administrators, to students, from public universities to gain the insights. The interview result data analysis was carried out inductively via coding using the ATLAS.ti software. The result suggests that NPM principles have yet to be firmly incorporated into Taiwan's higher education and university global competitiveness can be enhanced if the elements of NPM can be applied in university governance since the effectiveness and efficiency of

its operation can be improved. On this basis, future research can be focused on what causes the hindrance of the NPM practice in Taiwan's higher education and how to enhance a university governance structure, especially in the country where bureaucratic structure and top-down decision making model in HEIs remains dominant.

Keywords: globalized era, international competitiveness, New Public Management, Taiwan, university governance



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LIST OF ABBREVIATIONS

ARWU	Academic Ranking of World Universities
GDP	Gross Domestic Product
HEEACT	Higher Education Evaluation and Accreditation Council of Taiwan
HEI	Higher Education Institutions
KMT	Kuomintang
QS	Quacquarelli Symonds
MOE	Ministry of Education
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
OGB	Official Government Budgeting
THE	Times Higher Education
WCU	World-Class University
UNESCO	United Nations Educational, Scientific and Cultural Organization



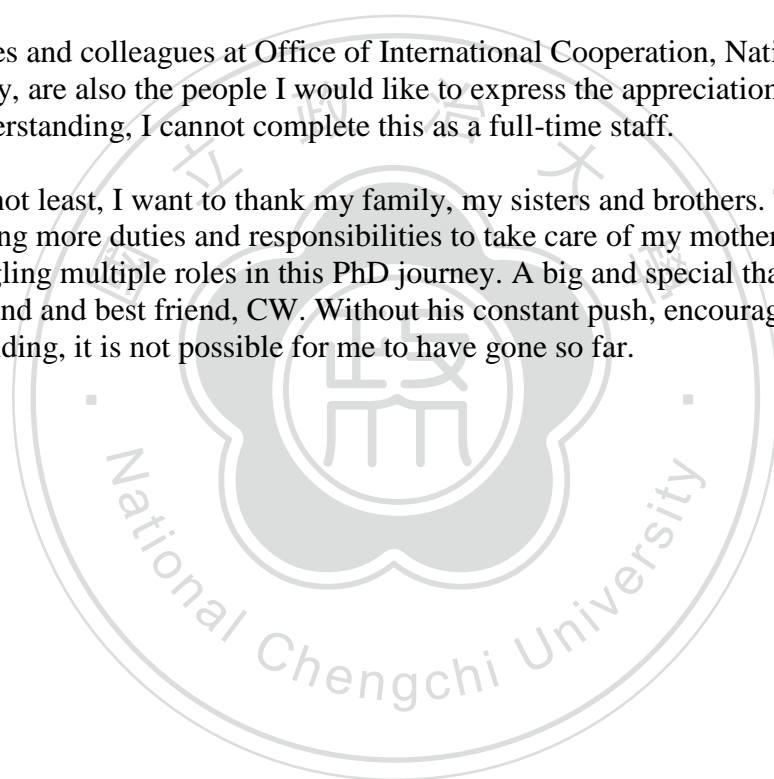
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Chapter One Introduction

1.1. Research Background

Since the late 1980s, in order to respond to waves of democratization and economic liberalization and ever-increasing fiscal budgetary pressure, many countries around the world have undergone a series of political democratization and the economic and public administration transformation. With the worldwide expansion of higher education, many higher education institutions (HEIs) have gone through system restructuring and reorganization process, with an attempt to enhance the performance and efficiency of higher education institutions.

Meanwhile, following the onset of rapid globalization and the rise of knowledge-based society during 1990s with the advances in transportation and communication technology, nation states also feel great pressure to improve or maintain their competitiveness in this globally connected world. Since knowledge-based society is a society which regards knowledge, education and innovation are decisive factors for the social and economic growth and development (Zhou & Luo, 2018; Mok & Welch, 2003).

Asian higher education institutions, like other countries, also have felt similar increasing pressure and been forced to pay attention to their university performance and quality, wishing to achieve a better position in this global competition or attain world-class status (Mok & Wei, 2008). Consequently, in order to enhance their universities competitiveness and aim to stand at a better position in the global ranking exercises, many Asian governments also delved into the ways they could improve their university performance and efficiency.

Taiwan also followed this worldwide trend and initiated a series of higher education reforms to deregulate and liberalize its higher education system in Taiwan since 1990s. After a period of expansion and reform, Taiwan's higher education has

undergone an unprecedented growth in terms of university and enrolled student number and has transformed from an elite system to a universal one (Chou, 2014; Chan, 2015). Currently, according to the MOE statistics (2020), the percentage of the population between ages 25 and 64 with a tertiary-level degree reached 50 percent in 2020 in Taiwan, significantly higher than the 39 percent average for OECD countries.

As mentioned earlier, with globalization and intense global economic competition since the late 1990s, the Taiwanese government had to restructure the governance relationship between the state and universities and took many higher education policy initiatives in coping with the global competition. Since 2006, Ministry of Education has launched various competitive funding projects, to name a few, Development Plan for World Class Universities and Research Centers of Excellence(發展國際一流大學及頂尖研究中心計畫), Aim for the Top University Project (邁向頂尖大學計畫), the Program for Promoting Teaching Excellence Universities(獎勵大學教學卓越計畫), Higher Education SPROUT Project (高等教育深耕計畫), etc., aiming to establish world-class universities, enhance the overall university quality and develop their own unique characteristics (MOE). From these various projects and plans, we can see the government strives to *“improve the efficiency and effectiveness of its higher education, particularly in terms of funding methodology, modes of provision and new management strategies”* (Tai, 2000; Weng, 2000; Mok, 2000a).

However, among the above-mentioned projects, several projects, focused on increasing the global competition and building the world-class university (WCU), after huge monetary resources invested in the pursuit, did not receive many positive praises in the media. Moreover, based on the survey of senior high school students' studying and employment status from the Department of Statistics, the Ministry of Education (Department of Statistics, 2013 & 2018), for the year from 2012 to 2017, the number of the Taiwan's senior high school graduates choosing to study overseas for their bachelor degree increased over 50% in the past 5 years. Also, a massive exodus of Taiwanese academics to other countries was also observed (Cheng, 2018). In terms of university ranking, compared to other Asian countries, representation of Taiwan's universities in top 500 universities lags behind China, Japan, Korea. (Department of International and Cross-strait Education, 2021). According to Shin &

Kehm (2013), “*in the global society, universities compete with each other to bring external resources as well as talented students and professors into their institutions*” (p. 1). In order to obtain the most resources and talents, many universities in Taiwan have been making great efforts to increase their international competitiveness since the late 1990s.

1.2. Research Purpose

Due to the dissemination of New Public Management (NPM) rhetoric and narratives in governance in higher education in many OECD countries (Braun & Merrien, 1999; Broucker & De Wit, 2015), in order to investigate if the higher education sector in Taiwan keeps up with the trends of the times, the purpose of this study is to discover the international competitiveness pursuit and the governance in Taiwan’s leading public universities through the window of NPM. The reason why I select leading public universities as my research subject is based on two reasons. The first one is that public universities in Taiwan, compared to private universities, normally receive more support and funds from the government. Due to the recent new initiatives from the Ministry of Education, the so-called leading public universities (the definition of the leading public universities will be explained in Chapter Two.) even receive other extra subsidies from the government. In addition, historically public universities also enjoy higher prestige and favors among Taiwanese parents, students and employers than private universities in Taiwan. As for the second reason, it is more personal since I am a practitioner with over 11-year working experience in one of the public universities in Taiwan.

Since some universities in the neighboring non-English-speaking countries achieve better results in terms of their pursuit of international competitiveness, I also like to examine the strategies or approaches those universities have taken to become relatively successful in improving their global status. These case studies may provide examples of good practices for Taiwan leading public universities to reflect and gain new insight into the underlying factors which cause the international competitiveness development difference between Taiwan’s universities and some universities in the neighboring countries. After the analysis of the above enquiries, I would also like to

explore the perceptions of some stakeholders from leading public universities regarding their institutions' pursuit of international competitiveness and its relation with their affiliated university governance. Also, I hope to gain some recommendation from them to see how to enhance the global competitiveness for the public universities in Taiwan.

1.3. Research Questions

The primary research questions for the study were as follows.

1. Why do the leading public universities in Taiwan pursue international competitiveness and how do they achieve it?
2. What are Taiwan higher education stakeholders' perceptions of their affiliated university's governance model and its relation with the international competitiveness of their university and their recommendations for improvement?

1.4. Significance of the Study

Despite an increased interest in higher education governance and increasingly intense global competition in higher education, it is surprising that little empirical research has been conducted on the theme of Taiwanese public universities governance and its relationship with the international competitiveness pursuit, especially from the perspectives of university stakeholders, especially administrators. Much of the literature related to this topic is written by academics, instead of practitioners or administrators. Hence, the significance of the study is aimed to make a contribution to the deficiencies in the past literature.

As such, this study serves to benefit practitioners, researchers, higher education policy makers, etc. The research topic and results are hoped to provide some insights for practitioners, such as university leaders, administrators, faculty, policy-makers, etc. to review the current status, and if possible and interested, they may study what governance structure might work better than current practice to help them better cope with the complex and global challenges in the increasingly intense global competition in higher education.

1.5. Definitions of Terms

To make readers understand the meaning of key terms and maintain consistency of meaning throughout the study, the definitions of those key terms are provided as follows.

Global Knowledge Economy

Global knowledge economy is an economic system directly based on the creation, dissemination, and application of knowledge and information (OECD, 1996). In other words, global knowledge economy is describing the current society whose economy is greatly influenced by globalization and the concept of knowledge based society (Roberts, 2009).

Neoliberal Theories

In this study, neoliberal theories refer to various theories of public administration that have certain common features. These theories contain neoliberalism, the new public management (NPM), performance management, etc. Neoliberal theories or neoliberalism in this study refer to the similar meaning and are used alternately.

New Public Management

New public management (NPM) is management techniques and practices drawn mainly from the private sector, based the conviction that the management derived from the private for-profit sector can create change and improvements in the public sector, reduce spending costs and improve “efficiency, effectiveness and excellence” (Deem, 2001, p.10). NPM is characterized by using the market mechanism to drive competition in public sector; empowered by entrepreneurship; explicit measures of performance; and a focus on outputs. Key elements of NPM include decentralizing, markets-driven, competition, devolution and agencification, customer focus and emphasis on performance and outputs (Hood, 1991; Gruening, 2001; Deem & Brehony, 2005; Ferlie, Musselin, & Andresani, 2008; Osborne, 2010).

Leading public universities in Taiwan

According to the 2020 statistics from Ministry of Education, there are 33 public universities in Taiwan. Among these 33, there are twelve public universities receiving grants from the government through performance-based funding projects, such as, Development Plan for World Class Universities (發展國際一流大學計畫), Aim for the Top University Project (邁向頂尖大學計畫), Higher Education Sprout Project(高教深耕計畫), etc.

In the below are these twelve public universities:

Table 1

Public Universities Receiving Grants for Government Performance-based Funding Projects

University Name	Funding Project Names	Years Receiving Grants
National Taiwan University(NTU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Cheng Kung University(NCKU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Tsing Hua University(NTHU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Chiao Tung University(NCTU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present

National Central University(NCU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Sun Yat-Sen University(NSYSU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Yang Ming University(NYMU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Chung Hsing University	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Chengchi University(NCCU)	Development Plan for World Class Universities/ Aim for the Top University Project/Higher Education Sprout Project	2006-2010/2011-2015/2018-Present
National Taiwan Normal University(NTNU)	Aim for the Top University Project/Higher Education Sprout Project	2011-2015/2018-Present
National Chung Cheng University(CCU)	Higher Education Sprout Project	2018-Present
National Taiwan Ocean University(NTOU)	Higher Education Sprout Project	2018-Present

Note.

1. Source: Compiled by the author
2. Universities awarded for Development Plan for Research Centers of Excellence (2006-2010) are not listed here since those universities are not funded to develop their universities in a comprehensive dimension.

3. Technological universities are excluded in the above table.
4. Universities awarded for Higher Education SPROUT Project listed here are only those selected by the MOE to elevate international competitiveness and to build research centers.

As the focus of this study is to explore the pursuit of international competitiveness, the researcher also looked into the compiled data from Department of Statistics, the Ministry of Education by examining the number of foreign faculty and students those twelve public universities receive from the year from 2017-2020 (see Table 2) to select the top five public universities which receive the most foreign students and full-time foreign faculty. Based on the data on the presence of international students and faculty, the leading public universities in Taiwan in this research referred to National Taiwan University(NTU), National Taiwan Normal University(NTNU), National Tsing Hua University(NTHU), National Chengchi University(NCCU) and National Cheng Kung University(NCKU).

Table 2
Top Five Public Universities Receiving the Most Foreign Students and Faculty

	2019-2020		2018-2019		2017-2018	
	Student	Faculty	Student	Faculty	Student	Faculty
NTU	2,976	68	2,752	62	2,615	62
NCKU	1,899	26	1,759	25	1,667	27
NCCU	1,581	50	1,530	40	1,503	42
NTNU	1,476	22	1,445	27	1,393	25
NTHU	1,443	40	1,340	36	1,196	34

Source:

<https://depart.moe.edu.tw/ed4500/News.aspx?n=5A930C32CC6C3818&sms=91B3AAE8C6388B96>

Note.

1. The number of students in the above table are the number of degree-seeking, overseas, mandarin-learning, short-term program and Mainland China students.

2. The number of faculty in the above table are the number of full-time teaching faculty.

Pursuit of International Competitiveness

With the rise of knowledge-based society, many countries emphasize the essential role of research universities in technological innovation for their national and social benefit and the need to enhance their international competitiveness. According to Shin and Kehm (2013), in the globalized world, universities around the world “*compete with each other to attract external resources as well as talented students and professors into their institution*” (p.1).

Pursuit of Global University Rankings

When the Academic Ranking of World Universities (ARWU) launched in 2003, the effects of the first global university ranking were almost immediately felt far and wide. Almost everyone paid attention to it. Gradually, more and more university administrators, government, students, parents and the media started to take serious notice. The importance of rankings seems to have grown exponentially.

When it comes to ranking, there are three most widely referenced global university rankings although they use different criteria and methodologies. These three rankings are the Academic Ranking of World Universities (ARWU), which is conducted by Shanghai Jiao Tong University, the Times Higher Education (THE) World University Rankings, and the Quacquarelli Symonds (QS) World University Rankings. There are still many organizations and companies equate the position of a university in the ranking tables with the quality of that university although rankings have always been controversial and receive much criticism. Universities in the upper ranking position are regarded as being of superior quality. However, the results of any ranking is deeply related to which indicators and weights are utilized. Furthermore, “*it is difficult*” “or even “*impossible to measure and quantify quality itself,*” (Kim, 2012) and therefore the methodologies rankings use— some of which cannot truly reflect the actual quality that universities represent. In addition, “*most global rankings represent*

the norms and practices of leading Anglo-American research universities

“(Marginson, 2017, p.5).

A Hong Kong scholar, Lo (2014), also thinks the reason that the university rankings become widespread and important is due to “*the improvement of global brands and standings of universities, given the emergence of a global higher education market*” (Lo, 2014). The reason why people always associate the “world-class university” with global university rankings is because people can envisage what a world-class university is standing by those rankings (Liu et al. 2011). In other words, more and more people pay attention to university rankings is because many governments wish to have world-class universities in their countries (Lo, 2014). Many universities tend to model themselves after the top-ranking universities to position their universities as world-class universities.

World-class University Establishment

World-class university generally refers to top-ranked universities or the most prestigious research universities. These universities “*at the pinnacle of the higher education hierarchy*” are key players in higher education in “*creating and disseminating knowledge,*” cultivating a highly skilled workforce and future leadership, and “*servicing the needs of society*” (Wang et al., 2013, p.1). In the past decades, the quest to establish world-class universities has become something of a global obsession as many countries have prioritize the development of higher education and research systems at the center of their national economic strategies. (Times Higher Education, 1990). But the characteristics that define a world-class university have been elusive and vague (Albach, 2003). In Taiwan, national policies are also made in line with this apparently irresistible force.

Internationalization of Universities

According to Rust & Kim (2012), there are several factors to determine if a higher education institution is becoming internationalized. These indicators include the number of foreign students, sending students to study abroad, foreign language

instruction, curriculum content and degrees, international scope of the teaching faculty, etc. Among these indicators, foreign language instruction and curriculum content and degrees are not commonly measured in Taiwan and will be further detailed as follows. In Taiwan, indicators of internationalization in terms of foreign language instruction is mainly referred to English language instruction while foreign language instruction in other countries may seek to know how many students take the foreign language courses, how many foreign languages are taught at the institutions, if the languages instructed include various languages or only restricted and certain languages. As for curriculum content and degrees, Rust and Kim also mentioned “*assess the level of information those engaged in higher education have about other countries, people, events and places,*” by seeing if the curriculum content is related to “*foreign languages, area studies, comparative government, and comparative literature,*” etc. (p. 16) while these aspects are seldom regarded as the indicators for a university which is highly internationalized.

Knight (1993) defines that internationalization of higher education is “*the process of integrating an international dimension into the teaching, research and service functions of an institution of higher education*” (p. 21). Altbach (2004) suggests “*internationalization includes specific policies and programs undertaken by governments, academic systems and institutions, and even individual departments or institutions to cope with or exploit globalization*” (p. 3). According to Rubzki (1995), the establishment of overseas links for the student mobility, staff development and curriculum innovation should be a long-term strategic policy. The international cooperation and partnership projects in reality should include university agreements, co-teaching & co-research, student or staff exchange programs, joint/double degree programs, and branch campuses, etc. In short, those activities for students or faculty should cover the international or intercultural dimensions and can elevate their international horizons (Knight, 2006).

Internationalization is also an ambition shared by universities and governments in many countries. Individual institutions and national governments see great potential in internationalizing their campuses, developing international academic and research partnerships, promoting student, researcher or faculty exchange and cooperation,

overseas campuses, etc.

As Yang (2014) notes, the most agreed notion of internationalization is a “*process of integrating an international, intercultural, or global dimension into the purpose, functions, or delivery of higher education*” (p.4). For non-Western societies, they did not have universities in their history and modern university an imported concept from western countries. It was Europe to spread this concept worldwide through colonialism starting from the mid-19th century. However, even the countries gained independence, many Western models still remained there (Marginson, 2017).

According to Marginson (2017), internationalization causes less problems in English-speaking higher education institutions as their dominant working language is English and they don't need to change too much. On the contrary, for some countries, incorporating some international element into their higher education system may sometimes cause tension with national identity and heritages.

Good Governance

Good governance in education systems is to be able to promote effective delivery of education services. Good governance in education requires enabling environment: the establishment of standards or regulations, performance measurement, incentives for good performance, and accountability (Table 3).

Table 3

Lewis and Pettersson's Good Governance Requirements

Standards/Regulations	are transparent and publicly known criteria or benchmarks used for personnel, financial management, and evaluation.
Incentives	are any financial or non-financial elements that motivate a specific type of behavior or action, and if used properly, they can encourage a certain behavior or discourage it.
Information	provides clear definitions of outputs and outcomes combined with accurate data on performance and results collected regularly. It is important for the incentive allocation or imposing the sanctions when specified standards are not met.
Accountability	refers to the act of holding public officials answerable for processes and outcomes and imposing sanctions if specified outputs and outcomes are not delivered.

Note. From “Governance in Education: Raising Performance,” by M. Lewis and G. Pettersson, 2009, *SSRN Electronic Journal*, Dec., p.4.

University Autonomy

University autonomy focus on four areas of university management: organization, finance, staffing, and academic (Reilly et al., 2016). In other words, university autonomy can be also understood by relating it to four pillars as follows: *organizational autonomy, financial autonomy, human resource autonomy, and academic autonomy.*

Compared to the higher education system in Taiwan, the so-called university autonomy, it seems to more related to the academic freedom, something more about the autonomy in curriculum design or teaching methodologies, etc. since historically, higher education in Taiwan was tightly regulated and controlled by the government due to the political tension between Taiwan and China. According to University Act (大學法), academic freedom is specifically pointed out in Article 1, “ *Universities shall be guaranteed academic freedom and shall enjoy autonomy within the scope of laws and regulations.*”



Chapter Two Literature Review

2.1. Global Competition Phenomenon

According to Shin and Kehm (2013), in the globalized world, universities around the world compete with each other to attract “*external resources as well as talented students and professors into their institutions*” (p. 1). This competition is not a recent phenomenon but can “*be traced back to the medieval period.*” However, current conditions of global competitiveness “*differ quantitatively and qualitatively*” from earlier times.

Many factors link with the increasing interest in the pursuit of international competitiveness in higher education across the globe. First, global competition is fueled by the global knowledge economy (Portnoi, Bagley & Rust, 2010; Wit & Adams, 2010; Marginson, 2010). Due to knowledge as the driving force for wealth creation, higher education is viewed as a source of new knowledge creation (Ilon, 2010). With the rise of knowledge-based society, many countries emphasize the essential role of research universities in technological innovation for their national and social benefit and the need to enhance their international competitiveness.

Second, neoliberalism, which favors a market-driven, free, open and competitive system, has swept the world in recent decades (Olssen & Peters, 2005; Portnoi, Bagley & Rust, 2010). Chirikov (2016) stated the global competition in a global higher education market is to *apply neoliberal imagery to higher education and the notions of marketization and commodification of higher education* (p. 2) started to influence worldwide policy-making and discussions since the 1980s. According to Chirikov (2016), the higher education sector was described as a capitalist market.

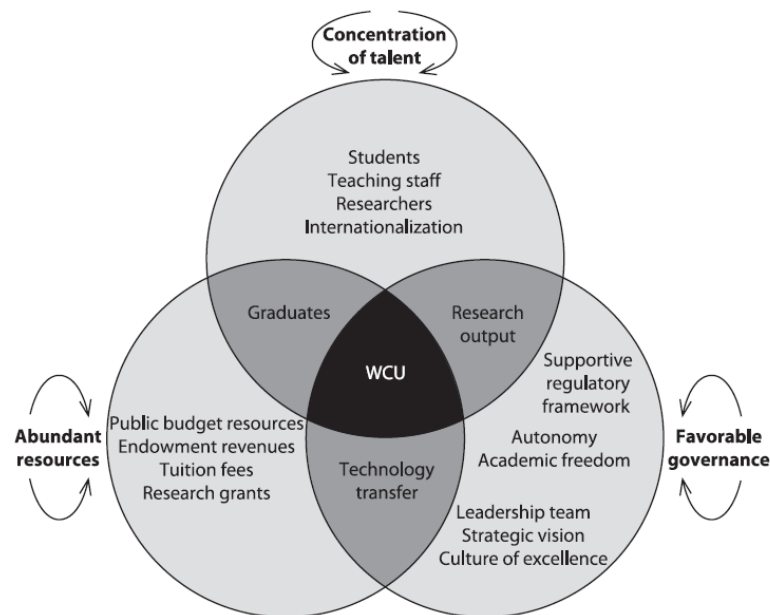
First, higher education is viewed as a commodity produced by universities and other types of institutions that compete in the free market with limited to no government interference. Second, most of the relationships between students,

faculty, state, etc. are redefined in business terms: teaching as selling, learning as buying, running a university as increasing market share and making a profit, etc. Third, the power in decision-making in higher education shifts from governments and higher education institutions to consumers or clients – students and businesses. (p. 2)

Third, the concept of the world-class university. Although the definition of a world-class university is vague (Albach, 2003), the characteristics of a world-class university created by Jamil Salmi (Figure 1), a global tertiary education expert, fits well into the concept of competition in higher education. Based on Salmi's proposed definition of world-class universities (2009), "*high concentration of talent, abundant resources and favorable governance*" (p. 8) contribute to the development of world-class universities and all of these three characteristics emphasize the importance of competitiveness. Top universities, in order to concentrate talent, should win students and faculty in the global competition. They also compete for the resources to *provide well-equipped facilities and a rich learning environment and to conduct advanced research* (p.7). Also, they deliver better outcome in competitive environment with minimal regulations and interference from the government.

Figure 1

Characteristics of a World-Class University



Source: Created by Jamil Salmi, 2009. The challenge of establishing world-class universities. p. 8.

Fourth, the rise of global university rankings. Although the validity of the global university rankings seems to be questionable (Rust & Kim, 2012; Portnoi, Bagley & Rust, 2010), some scholars believe one of the ways to assess competitiveness is through international comparisons. In 2002, there were no global rankings although some nations had their own national comparisons. For example, although US News and World Report, a well-known American media company has long provided the ranking info about US universities and colleges, previously, its influence was limited. Most of its readers were education specialists or families who need some reference to decide which universities or colleges their children should go to for the best possible education. But, starting in 2003, when the Shanghai ranking appeared, global ranking began drawing media and public attention and influencing universities administrators, governments, students, employers, etc. (Rust & Kim, 2012; Marginson, 2010). More and more people take seriously the notion of global classification of higher education or cross-country comparisons. Although the ranking mechanisms are not the expected result of the competition phenomenon; they catalyze more and heated competition as universities all wish to climb to the top or to be included in the list.

Fifth, the acceleration of globalization. As trade and technology have made the world into a more connected and interdependent place, not only global interactions increase in terms of economic, social and cultural aspects, but also the competition worldwide becomes intense. As stated earlier, knowledge is a prime factor for economic growth in the global knowledge economy, many governments enhance their international competitiveness.

Summary

Like Portnoi, Bagley & Rust (2010) mentioned, there are many dimensions or factors which would influence global competition in higher education. The main forces causing global competition phenomenon in higher education include the development of the global knowledge economy, the rise of neoliberalism, the idea of the world class university, the impact of global university rankings and the acceleration of globalization, which are currently transforming and reshaping the world's higher education. As the global competition in higher education intensifies, universities around the world felt increasing pressure to transform their university governance in order not to lag behind this international race. As the university governance plays a critical role in a university's performance and efficiency, the literature review on university governance will be followed in the next section.

2.2. University Governance

2.2.1. University Governance

Governance is always an important topic as it is the ways in which decision-makers “combine to solve collective problems” (Capano, 2011; Kooiman, 2003), and the steering of this process. It is related to “*who decides when on what*” (Mora & Vieira, p.4). According to Shin (2018), university governance is “*the structure and process of decision-making in institutional matters*” and is about the relationships between state, institutional manager, and academics in institutional decision-making. It concerns both the external (system) and internal (institutional) governance of higher education institutions. External governance is about a university's relationship with the

government while internal governance is related to the relationships between leadership, staff, faculty and students within the university.

Researchers also define as follows:

internal governance refers to the institutional arrangements within universities (e.g., lines of authority, decision-making processes, financing and staffing) whereas external governance refers to the institutional arrangements on the macro level (e.g., laws and decrees, funding arrangements, evaluations)” Higher education governance is thus understood as the external and internal coordination of higher education and research. This coordination may have both formal and informal components. (Boer & File, 2009, p. 10)

According to Gayle, Tewarie, & White (2003), university governance is related to the *structure and process* when top decisions are made across issues that are of importance for external as well as internal stakeholders within a university. In Taiwan, the major stakeholders include Ministry of Education, funding organizations, related congressional committees, accrediting institutions, staff, senior administrators, faculty leaders, presidents, students, alumni, local community members, etc. In short, university governance is the way how universities are operated.

According to Bratianu and Pinzaru (2015), “*university governance is defined as the constitutional forms and processes through which universities govern their affairs.*” They agree governance and the process of governing the university interact with the internal and external stakeholders striving for a dynamic equilibrium.

2.2.2. Theoretical Concepts of University Governance

When it comes to the university governance types, they can be classified in various ways. When Baldrige (1971) worked at Stanford Center for Research and Development in Teaching, he classified the models of university governance into bureaucratic, collegial and political. Dobbins et al. (2011) held three governance models in reviewing European higher education and they are “*academic self-governance*,” “*state-centered model*” and “*market-oriented mode.*” (p.669). Clark’s

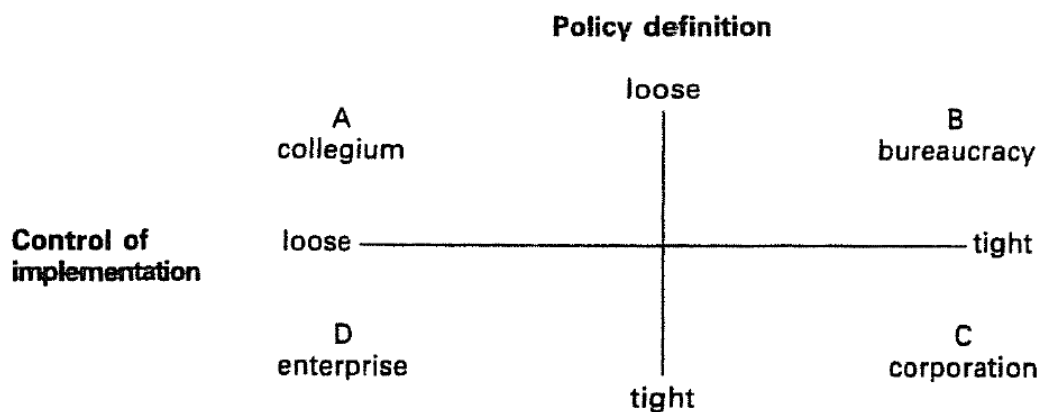
the most well-known theory (1983), a triangle of coordination, analyzed shifts between the state, the market and the academic oligarchy.

Karl Edward Weick, American organizational theorist and Distinguished University Professor at the Ross School of Business at the University of Michigan, described educational organizations as loosely coupled systems (1976). In his concept of “loosely couple” proposed in 1976, he suggested some characteristics about loosely coupled systems. These characteristics include: a relative absence of regulations; varied goals and missions among different departments, a relative lack of coordination, irregular inspection, etc.

As this study focuses more on the internal university governance, instead of the external governance of higher education institutions, the classic framework for university governance comprising four quadrants proposed by McNay (1995, p.106) will be detailed more in the below.

Figure 2

McNay's Models of University as Organization



McNay’s framework is based on the concepts of loose or tight coupling with 2 axes of policy for the organization and the implementation of the policy. (See Fig. 2)

Originally, the concept of loose or tight coupling comes from organizational theory.

Within higher education environment, the “*loosely coupled relationship*” is describing the situation that the top of the organization issued the policy initiatives and let the

front-line personnel to achieve the outcomes (Trowler, 2002). For example, if it is academic units to decide how the academic matters should be carried out and they are also not ruled or controlled by the central administration, the linking or the so-called coupling would be loose. But if such decisions could only be made based on policy and financial environment by the central administration, then the connection or coupling would be tighter. According to McNay (1995), the four modes: collegium, bureaucracy, corporation and enterprise, “*co-exist in most universities, but with different balances among them*” at varying times (p. 106). As Rowlands stated “*theorization of university governance now extends beyond the four quadrants originally described by McNay,*” (p. 63) the five categories of university governance she classified in her book, *Academic Governance in the Contemporary University* (2017), provide relevant and useful framework for the contemporary modes of university governance as follows.

Collegial governance

McNay’s first governance model in his framework is collegial governance and this governance had been “*dominant*” in English-speaking universities for decades since the 1900s (Deem, 1998). At that time, groups of elected academic leaders made decisions for their universities on behalf of their colleagues (Bleiklie, 2012) by unanimous or consensus-based agreements. When making decisions, it is based by the “*notion of professional equality and democratic engagement in which actors in the academy have a willingness to act with a sense of shared collective responsibility*” (Austin & Jones, 2016). The academic board is the main decision-making body for collegial governance.

Although the key words for collegial governance is freedom or self-governance (McNay, 1995; Rowlands, 2017), critics of collegial governance think the weakness of it is creating prolonged, “*inward-looking decision-making*” since unanimous or consensus-based agreement is its decision-making feature (Clark, 1998).

Bureaucratic Governance

According to Chan and Yang (2018), bureaucratic governance is that “*university retains hierarchical layers with (specialized) divisions of labor characterized by legal procedures, fixed administration measures and following direct orders from higher leaders.*” In McNay’s continuum for bureaucratic governance:

In the bureaucracy, regulation becomes important. This can have many positive objectives: consistency of treatment in areas such as equal opportunities or financial allocations; quality of activities by due process of consideration propriety of behaviour by regulatory oversight; efficiency through standard operating procedures. Committees become arenas for policy development or commentary and iteration with the executive. (McNay, 1995, p. 106)

In McNay’s later work (1999), bureaucracy is related to “*processes and procedures, professional administrators, rules and directives and a hierarchical system of decision-making.*”

Managerial Governance

According to Bleiklie and Kogan (2007), managerialism or new public management (NPM) began to become the dominant governance model around the late 1980s in Anglophone universities. Some scholars stated managerialism evolved from administrators to management and from originally providing a service to academia to a way of control (Deem et al., 2007). It is believed that managerialism was introduced when the government reduced the funding but increased its oversight and regulation of higher education within Anglophone nations (Deem, 1998; Rowlands, 2017).

The supporters of managerialism or NPR think it can facilitate the university leaders to strategize long-term planning and financial decision-making (Marginson & Considine, 2000). Under the managerial model, presidents or vice chancellors in the British system are “*more able than teaching and research-focused academics of responding to the present and future needs of the university and, therefore, of acting in its interest* (Dearlove, 2002; Rowlands, 2017) and are normally supported by a

professional managing team.

On the other hand, opponents of the managerial model attack it leads to “*poor communication and a reduced level of trust*” since major decisions are made by the center, instead of being deliberated, discussed and reaching agreements throughout the university (McNay, 1999). As managerial governance regards less of the traditional core functions of universities such as teaching and research and pay more attention on money, or “*positional goods*,” it is also criticized by treating education as a commodity although universities are not profit-seeking enterprises (Hirsch, 1997; Trakman, 2008). According to Marginson (2006), “positional goods” in higher education refers to a university degree for the university graduates which help them to increase the access to social prestige and gain higher income.

Entrepreneurial Governance

McNay’s final model of university governance is entrepreneurial governance. It is a concept first introduced by Clark in 1998 based on the data collected from a study of five European universities conducted in mid-1990s (Clark, 1998). Entrepreneurial universities are less bound by the limited funding and red-tape traditions to engage in “*proactive, sustained transformation*” and they have several features (Clark 1998; Rowlands, 2017). These features are “*a strengthened steering core; an expanded developmental periphery; a diversified funding base; a stimulated academic heartland; and an integrated entrepreneurial culture*” (Clark, 1998). Clark described that these elements can foster innovative and collaborative academic behaviors, establish collaborations with external parties, generate funding outside of the government to support activities and create more entrepreneurial academic activities.

Although more recent university governance literature would conflate entrepreneurialism and managerialism but they are not the same (Rowlands, 2017). As Clark described it, entrepreneurial governance has to reach more strongly to the outside and involve more members to participate in central management groups so decision making cannot be made by the center only.

Rowlands (2017) stated McNay also believed “*entrepreneurial governance enables devolved project and team-based academic work that is innovative, engaged, outward-looking, client focused and intent on problem-solving*” (p. 117) with more academic participation in university-level decision-making.

Network Governance

Network governance theories derive from literature in the political science field about policy networks. In Marsh and Rhodes’ *Policy Networks in British Politics: A Critique of Existing Approaches* (1992), network governance is “*functions and processes are increasingly organized around networks*”, “*governance in and by networks*” related to “*governments, business corporations, and civil society associations*” transited from “*the government of a unitary state*” (Bevir & Rhodes, 2003; Castells, 2000; Pollitt & Bouckaert, 2011). That is to say, instead of the traditional hierarchical control structure, the government carry out their power by means of “*financial tool and accountability mechanism over a proliferation of networks*” (Marinetti, 2003). Consequently, the government exercise their functions through incentives and sanctions instead of directs (Rhodes, 1997).

Later, network governance concept also influences other disciplines and fields. Within higher education, network governance is a transition “*from classical hierarchical vertical bureaucratic relationships to more horizontal networked relationships*” (Rizvi & Lingard, 2010). The scope of networks covers within and between institutions and other organizations nationally and internationally (Blackmore, 2009). Network governance supporters believe by inviting public and private actors together and take non-traditional and creative ways, any ostensibly difficult problems can be solved (Santori et al., 2015). In other words, through a blend of public and private agents, commonly referred as public-private partnerships or PPPs, public policies are implemented via network governance (Hogan, 2015; Robertson & Dale, 2013).

Actually, many scholars agree that network governance does not replace or force out other governance modes, instead, they believe these different modes co-exist.

Network governance is “*added to the mix or overlaid so that a mixture of older and*

more contemporary governance models” (Rhodes, 1996; Rowlands, 2017).

Summary

Just like what Rowlands (2017) concluded that in some universities, managerialism may present to a significant degrees and collegial governance may downplay a bit. In some universities, you may see more entrepreneurial governance and cannot see managerial governance too much. How a university selects their governance mode from the above five modes of governance depends on their internal university culture. After reviewing the various types of internal university governance, the researcher would also like to continue reviewing the external international public governance trends.

2.3. Recent International Governance Trends

Due to a faster-changing, more complicated and globally-connected world, the traditional government function to control and rule all of the operations does not fit the current need. Since the late 1970s, public administration around the world has already developed a new form of governmentality which allows a more open, market-driven, deregulated practice to take its course. These reforms have also taken place in higher education. As *“the dominant international trends in university governance are towards greater institutional autonomy, strengthened institutional leadership and an improved capacity for strategic management so that institutions can be more competitive in an imagined international higher education market place,”* (Shattock, 2014, p. 197.) such characteristics are similar to the concepts of New Public Management (NPM). Besides, NPM is assumed as the superiority of managerial techniques. In the below, the researcher will review NPM and its root, neoliberalism.

2.3.1. Origin and Concept of Neoliberalism and New Public Management

Neoliberalism

Neoliberalism is a theory, originating from political economic practices, proposing

that human life can best be bettered by liberating individual freedoms and skills under an official framework and arrangement supporting free markets and competition. And it is state's job is to create and preserve such a framework suitable for such practices (Harvey, 2005). Neoliberalism, based upon the principles of economic liberalization and decentralization, was greatly championed by the governments of Thatcher and Reagan in the 1980s. Holding these liberal beliefs, many people believe the benefits of free trade, open markets, privatization, deregulation and devolution (Giroux 2002; Harvey 2005).

Broadly speaking, neoliberalism emphasizes the necessity and importance of devolving economic power and control from governments to private markets. Since 1970s, more and more western politicians held neoliberal perspective, and it spread to more and more countries after the Soviet Union's collapse. More of its advocates emerged in the US in the 1970s after the stagflation and the collapse of the Bretton Woods system of international trade and exchange, which caused the abolition of capital controls in America first in 1974 and then in the UK later in 1979. This also badly defeated Keynesianism (Olssen & Peters, 2005; Centeno & Cohen, 2012). In addition, neoliberalism was credited for the prosperity and growth of the global economy during the 1990s and 2000s.

According to Olssen & Peters (2005), neoliberalism represents a new mode of regulation or form of governmentality in higher education and its characteristics are listed as follows:

1. The self-interested individual: The individual was viewed as a rational optimizer and they can always best judge of his/her own needs and interests.
2. Free market economics: It is believed that market is a more efficient and morally superior mechanism for the resources and opportunities allocation.
3. Belief of laissez-faire: it is believed free market is a self-regulating system and it regulates itself better, compared to the government or other outside force.
4. Free trade supporter: it believes the necessity to remove any form of state-imposed protection or support, such as tariffs or subsidies, and think the government should maintain floating exchange rates and open economies.

Olssen and Peters (2005) also believes neoliberalism is that the state role is to create the appropriate market “*by providing the conditions, laws and institutions necessary for its operation*” (p.315). The end goals of neoliberalism are freedom, choice, consumer sovereignty, competition and individual initiative. The government should establish the compliance and obedience mechanism and play a positive role by creating the monitoring, auditing, accounting and management system. In other words, neoliberal policies eliminate the traditional controls, regulation or coordination by the government. Instead, the state has to create and preserve an institutional framework appropriate to such a free, open, deregulated, market-driven, and competitive practices and view the rule of markets as a universal principle.

New Public Management (NPM)

As a concept originating from and inspired by neoliberalism, new public management (NPM) became a general approach to governance and management in the public sector. (Broucker & Wit, 2015). Like neoliberalism, NPM was enthusiastically embraced by the UK and the US in 1980s. Traditionally, the government administers policies in a bureaucratic system and plays the role of an engine of economic progress; however, after the global economic crisis in the mid-1970s, the notion about the governments’ competence to perform this responsibility began changing during the 1980s. The government, characterized by rigid, hierarchical and top-down administrative processes in the making of public policy, was found ineffective and inefficient in delivering the policy objectives relating to progress and well-being of the people. The United Kingdom, under Prime Minister Margaret Thatcher, and the U.S. then started public administration reform, as these two countries had suffered heavily from economic recession and tax revolts. A fast-spreading desire to make the government act more like a business in order to save money, increase efficiency, and oblige public bureaucracies to act more responsively towards their citizenry arose (Pollitt & Bouckaert, 2011). Next, the governments of New Zealand and Australia joined the movement. (Gruening, 2001) Their successes pushed other western countries to launch major programs of central government reform by reference to private sector management practices from 1980s. The leading ideas later became known as the New Public Management (NPM). It is a term which has come to cover a

very wide range of reforms in a broad spread of countries. These reforms have been diversely named as new public management (Hood, 1991), market-based public administration (Lan & Rosenbloom, 1992), entrepreneurial government (Osborne & Gaebler, 1992), or managerialism (Pollitt, 1993) Despite the different names, Hughes (2003) thinks that in essence, they all describe the same phenomenon and it seems that new public management, often abbreviated to NPM, gain more popularity in literature.

As for Asian countries, the collapse of the Soviet Union and the end of the Cold War proved the authoritarian or state-centered model of government to be a failure. Some communist countries, such as China, which had experienced a rule-directed, party controlled and centralized bureaucracy with a hierarchical government structure, needed to change their public administration system. In addition, due to the 1997 Asian economic crisis, the validity of the previous “East Asian miracle” led by the state-centric governmental practice started to be doubted. Hence, Asian countries have been also riding the global movement of public sector reforms.

New public management (NPM) is management techniques and practices drawn mainly from the private sector, based the conviction that the management derived from the private for-profit sector can create change and improvements in the public sector, reduce spending costs and improve “*efficiency, effectiveness and excellence*” (Deem, 2001, p.10). NPM is characterized by using the market mechanism to drive competition in public sector; empowered by entrepreneurship; explicit measures of performance; and a focus on outputs. Key elements of NPM include decentralizing, markets-driven, competition, devolution and agencification, customer focus and emphasis on performance and outputs (Hood, 1991; Gruening, 2001; Deem & Brehony, 2005; Ferlie, Musselin, & Andresani, 2008; Osborne, 2010).

Pollitt (1995) identifies eight characteristics of new public management as follows: cost cutting, cutting budgets and having more transparency in resource allocation; agencification of traditional bureaucratic organizations; delivery of public services is replaced by their purchase; introducing the market and quasi-market systems; decentralization in public sector organizations; emphasizing performance related

targets, indicators and output objectives; introducing term contracts, performance related pay and local determination of pay and conditions; emphasis on service quality, standard setting and customer responsiveness.

Simon Marginson (2017), Professor of Higher Education at the University of Oxford, also listed some key characteristics of NPM like *performance management, quality assurance, regulated competition, efficiency and budget controls, transparency, accountability and protocols ensuring responsiveness to users* (p. 8).

Summary

From the above-presented literature, we can see private and public sector as well as higher education all embrace the concept of efficiency, accountability, performance management, which happens to be features of New Public Management. Just like Shin et al. (2018) asserted “the new public management has had a huge impact on higher education as well as public sector” (p. 244). Accordingly, in next sector, the researcher would like to explore the influence of New Public Management on Taiwan higher education system.

2.4. Influence of New Public Management on Taiwan Higher Education

Many scholars believe Taiwanese higher education has undergone a dramatic transformation as the country implemented governmental reform policies by embracing the global neoliberal ideology since late 1980s (Chou, 2008; Huang & Chang, 2018). In order to review the governance of leading public universities in Taiwan through the lens of New Public Management, the influence of NPM in terms of deregulation, being more responsive and market-oriented, autonomy, cost-cutting and performance-emphasis will be analyzed in the followings.

Deregulation

Historically, as higher education has been a very important social and ideological control tool, it was tightly controlled and regulated by the government in Taiwan due to the political tension between Taiwan and China since 1949 (Law, 1998; Chou, 2008). When higher education was established to instill state ideology and provide manpower for economic growth, the utilitarian role of the university overweighed the values of autonomy and academic freedom. According to Chiang (2004), the role of government was in practice penetrating all aspects of university matters through enacted laws and regulations. Those laws or regulations include the University Act(大學法), the Education Recruitment Act, and the Degree Award Act, etc. At this stage, the allocation of government funding was decided by the compliance level with government political interests and policies instead of by their academic performance. After the lift of martial law in 1987, demands for democracy were growing. In addition, the deregulation policy is based on the belief that institutional autonomy will enhance the competitive advantages of universities. Afterwards, a series of educational reforms was initiated after the movement of “410 Demonstration for Education Reform” on 10 April, 1994, a petition mainly to withdraw to excessive control of education by the government. Subsequently, Executive Yuan established an Educational Reform Committee (教育改革審議委員) in September 1994, acting as an agent between the government (Ministry of Education) and the social groups. This Committee was made up of 28 members, including the President and academicians from Academia Sinica, leaders and professors from universities, government leaders and officers, leaders from private sectors, etc. Between the Committee implementation timeline from 1994 to 1996, four consultants’ reports of different stages and the Consultants ‘Concluding Report on Education Reform (總諮議報告書) are proposed as basic foundation for a series of Taiwan’s education reforms. (National Academy for Education Research) According to the Consultants’ Concluding Report on Education Reform, it is suggested that government should unfreeze the government’s tight regulation of all the education activities to facilitate the education reform. Historically, Taiwan education regulation is using the education administrative system to control the personnel, financial and education content, etc. In order to let universities self-governed, diverse, open and professional, the authority revised University Act (大學法) and Teacher Education Act (師資培育法) and

promulgated Teacher's Act.

More Responsive and Market-Oriented

As mentioned previously, in order to meet the demands of social development and economic transformation and to cultural expectations, Taiwan's higher education sector has been expanding since the 1990s. Consequently, the higher education system of Taiwan has transitioned from an elite system to a universal one (Chan, 2015).

In 1995, Education Reform Committee proposed to expand the higher education through the provision of private institutions by the free educational market regarding the growth of higher education reform:

Grant more Autonomy to Universities

University Act (大學法), stipulated in 1994, is a very important statute as it specifies wide aspects of universities in Taiwan, granting university autonomy with legal standing in Taiwan history, which demonstrates the government started the deregulation and the government wish to remove its authoritarian control over the university. According to Article 1 of University Act (大學法),

Universities shall have as their objectives conducting academic research, training and educating highly skilled people, enhancing culture, serving society, and boosting national development. Universities shall be guaranteed academic freedom and shall enjoy autonomy within the scope of laws and regulations.

After University in 1994, government loosens the regulations toward public universities in terms of personnel control. Universities can select and appoint their president, deans, heads of department, directors, administrative supervisors, staff, teaching and research personnel. Public organization and decision making regarding university matters will be detailed in later section.

Cost-cutting

As NPM strongly emphasizes on cost-cutting rather than keeping bureaucratic expansion (Hood & Jackson,1991), we may also look into the government expenditure change in higher education. As mentioned previously, Taiwan's public universities were completely financed by the central government before 1995. In order to let public universities to have a more flexible planning and operation of university finances and shoulder more operation responsibility, from 1995, some universities started test-run national university endowment fund system to reduce government financial burden. In 1999, National University Endowment Fund Establishment Act was promulgated and each national university and tertiary college is required to establish a university endowment fund to generate and utilize fund. Although public universities may receive around or less than 80 percent of the recurrent income from the government, but they are allowed to keep revenue and the fund they raise. More details regarding national university endowment fund and the difficulties universities encounter will be provided in later section.

Performance-based Funding

New public management prefers output targets over traditional process controls in public bureaucracies and performance-based pay over traditional career tenure and uniform fixed salaries (Hood & Jackson,1991). Accordingly, many governments shift their previous role of initiating rules and regulations for HEIs towards specifying funding standards for universities and colleges to compete based on accountability and performance (Chou, 2015).

To boost university international competitiveness, the Taiwanese Ministry of Education (MOE) launched Development Plan for World Class Universities and Research Centers of Excellence and Aim for the Top University Project, investing over NT\$100 billion over ten years in over fifteen universities and twelve universities respectively. The above two projects are both 2 stage implementation projects and the fund and selected universities for second stage are decided by the result in the first stage and review made by reviewing council (審議委員會).

According to Department of Statistics for 2005 academic year, the year before the government launched various competitive funding projects, Taiwan had 137 universities¹, including public and private, varying in size, scope and quality. The Ministry of Education selected those which have the potential either to be included in the top 100 universities in the world, or regarded as the best in the Asia Pacific Region in key research areas as the recipient universities for these competitive funding strategies.

In 2018, another five-year project called Higher Education SPROUT Project was launched hoping to reinforce the university quality and multi-faceted development and international competitiveness.

Summary

Since the Chinese Nationalist Party's (KMT) retreated to Taiwan in 1949 to present, Taiwan's government has been transforming its role in education direction and development from tight control and monitor to deregulation and decentralization to conform with the global trend in higher education. Since late 1980s, as the political and economic changes from traditional authoritative to a more liberal, open and competitive environment in Taiwan, higher education sector has undergone numerous reforms under the influence of New Public Management. Hoping to achieve the same NPM objectives, Taiwan's government, to some extents, took many measures, such as deregulation, being more responsive and market-oriented, autonomy, cost-cutting and performance-emphasis, to create a more competitive and open environment in higher education sector.

2.5. Review of Leading Public University Governance and Their Pursuit of International Competitiveness

After reviewing the external and internal governance trend and concepts, the researcher would like to take a closer look at how public universities in Taiwan, the

¹ The number of universities only refers to public and private universities, not including junior colleges and colleges

research subject, are organized and managed in reality.

2.5.1. How Public Universities in Taiwan are Organized and Managed?

Organization Structure

Broadly speaking, public universities structure can be divided into administrative structure and academic structure.

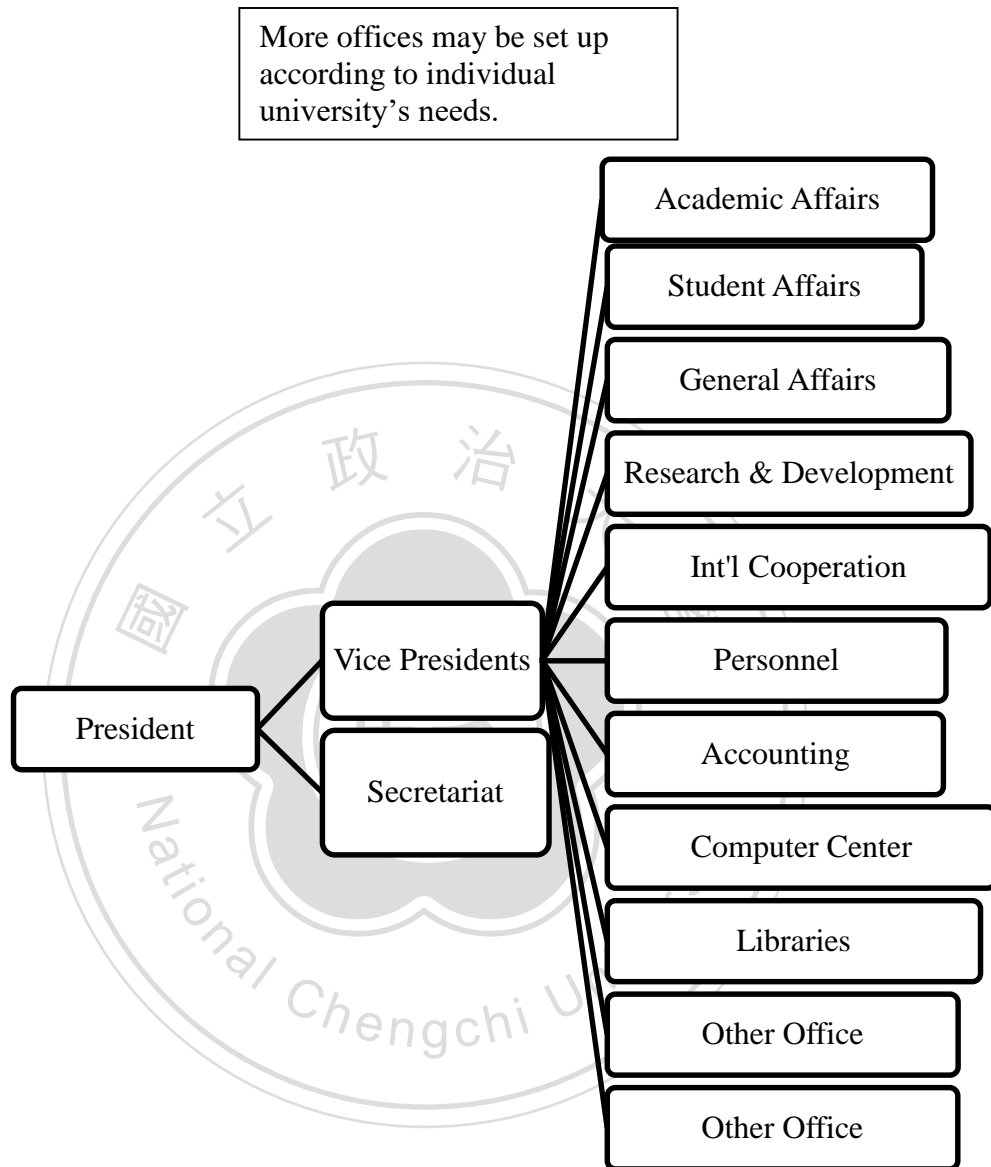
Administrative Structure

According to University Act, the head of the university is the president, who is in charge of “*the overall management of the university and development*” and “*represents the university*” to the external communities. Under the president of the university, “*one or more vice presidents can be appointed to assist the president*” with the university affairs implementation. Under the president and vice president(s), there are different administrative offices, responsible for academic affairs, student affairs, general affairs, research and development, international cooperation, accounting, personnel, internal auditing, etc. (University Act, Article 8)

In the below chart provides typical administrative structure for national universities in Taiwan.

Figure 3

Simplified Administrative Structure in Public Universities in Taiwan



Source: Compiled by the author

Personnel arrangement

For President and Vice President

According to University Act(大學法), in administrative structure, a university shall appoint a president.

The president of a university may appoint one or more vice presidents to assist the president with the implementation of university affairs. Each university shall stipulate the number of vice presidents that may be appointed, their term of office, and necessary qualifications in its charter and by-laws. (University Act, Article 8)

The qualifications for the post of president of a university shall meet the regulations of related laws and this post and may be taken by a foreign person.

For the appointment of a new president to a public university, the university shall organize a selection committee. After being selected through an open selection procedure, the new president shall be officially appointed by the Ministry of Education or by the local government that has jurisdiction over that university. (University Act, Article 9)

According to University Act, the selection committee is made up of by the following criteria:

- 1. Representatives of the university, nominated at a university council meeting(校務會議), shall comprise two fifths of the full committee.*
- 2. Representatives of the university's alumni who have been recommended by the university and impartial, upright members of society shall jointly comprise two fifths of the full committee.*
- 3. The other committee members shall be selected by the Ministry of Education, or by the local government of the place where the university is located, as its representatives. (University Act, Article 9)*

Each term of office for the university president in most public universities, such as

National Taiwan University, National Chengchi University, etc. lasts four years, according to their university organizational regulations (國立臺灣大學組織規程 & 國立政治大學組織規程).

For Administrative Supervisors and Staff

In order to achieve the university objectives, University Act also stipulates:

a university may establish various administrative units and subcommittees. The names of the administrative units, the purpose, areas of responsibility, and duties of each subcommittee, the qualifications that administrative supervisors must have, and other related matters shall be stipulated in the charter and by-laws of the university. (Article 14)

University Act also regulate that “*administrative supervisory posts*” of national universities can only be taken by teaching or research members on a part-time basis. However, “*non-teaching staff*” can be selected to fill these posts as long as the university “*set out related details*” in the university organization regulations.

But when a university unit “*reaches a certain scale,*” or shoulders mounting responsibilities or tasks, that university unit may “*create a deputy supervisor position*” to assist the unit supervisor. According to University Act, this positions can be taken by a teaching or research staff member “*in a concurrent capacity*”

...or non-teaching staff can also fill such posts. The qualifications a deputy supervisor must have and other related compliance matters shall be detailed in the charter and by-laws of the university. (Article 14)

The national university staff can be civil servants or educators, whose appointment should follow the related laws. The human resources and accounting personnel appointment shall also be arranged in accordance with relevant human resources related and accounting related ordinances by the government.

Currently, national university hire many contract-based employees to take non-teaching working “*in non-supervisory position.*” University Act also require national

universities stipulate all the rights and duties of the contract-based employees in their contracts.

In sum, although the university president is selected by the university representatives, alumni, and well-respected members outside of the university, the Ministry of Education still has the final say. As for the vice president post, it is appointed by the president. As for the administrative supervisory posts, they are regulated by the university regulations. In practice, it is the university president to appoint the administrative supervisory posts in most leading public universities in Taiwan, such as National Taiwan University, National Normal Taiwan University, National Chengchi University, etc.

Academic Structure

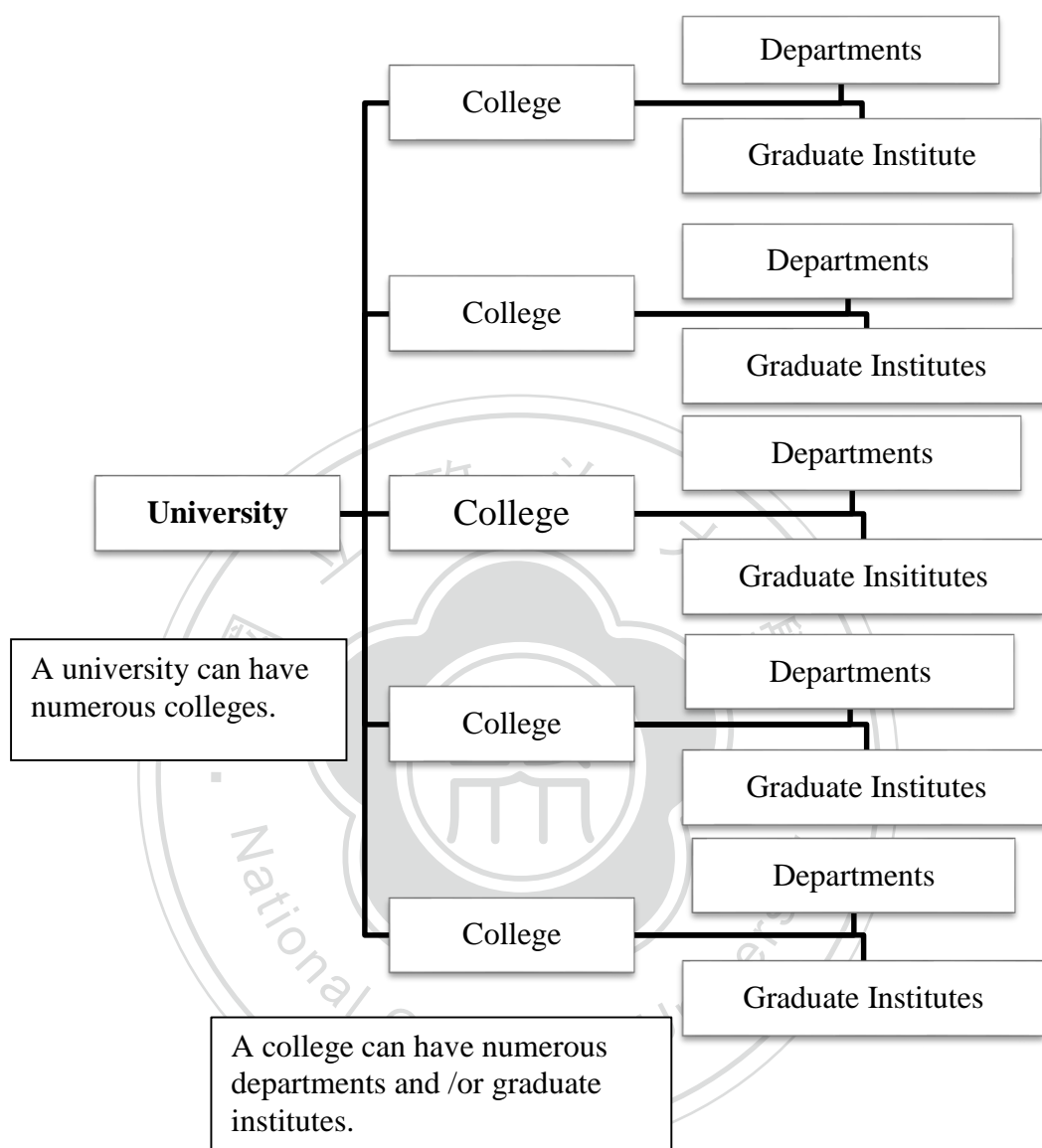
Teachers in universities are ranked at the following levels: professor, associate professor, assistant professor, and lecturer, and they engage in teaching, research, and providing academic advice and guidance. (Article 17, University Act)

The supervisory academic posts in universities in Taiwan normally include dean, head of department, institute director, head of a degree program, etc.

The below chart provides typical academic structure for universities in Taiwan.

Figure 4

Simplified Academic Structure in Universities in Taiwan



Note.

1. According to University Act, “*university may establish colleges and/or independent graduate institutes. A college may establish departments and/or independent graduate institutes.*” (Article 11)
2. “*University may set up credit courses and degree programs jointly offered by different departments, graduate institutes, or colleges,*” based on University Act. (Article 11)

Source: Compiled by the author

Personnel Arrangement

Unlike private sector, the university president does not have the sole power to hire or fire the teaching staff. “*The appointment, promotion, suspension, dismissal, and non-renewal of appointment*” of university teaching staff shall be reviewed and decided by a teacher review committee (教師評審委員會), according to Article 20, University Act.



In the below is more details about how the supervisory academic appointment is made.

A dean can be appointed in each college to be charge of all the college affairs. Each department shall appoint a head of department and each independent graduate institute shall appoint a director, responsible for the affairs of the respective departments and graduate institutes. The university may also appoint heads of degree programs to be responsible for dealing with matters related to their respective programs. (Article 13, University Act)

If needed, *“the university may create a deputy supervisory position to assist the academic supervisor of that college, department, graduate institute, or program undertake and promote those academic responsibilities”* (Article 13, University Act).

Besides teaching staff and supervisory academic officers, in Taiwan’s public universities, there are civil servants or contract-based employees to assist the related affairs.

The supervisory academic posts of dean, head of department, institute director, and head of a degree program are for a fixed term and filled as listed below:

The dean of a college shall be selected from among the professors in that college following the procedure set out in the charter and by-laws of the university and will hold that post in addition to their position as a professor and appointed by the university president. (Article 13, University Act)

The department, graduate institutes, and degree programs heads *“shall be selected from among the teaching faculty in that department, graduate institute, degree program”* and University Act stipulates only the teaching faculty whose ranking is *“at least associate professor.”* Such a post also has to be appointed by the university president.

The Guideline for Organization Regulations of Public and Private Universities stipulate all the related details, such as:

terms of office, and procedures for the reappointment, and dismissal of deans,

deputy deans, heads of departments, deputy heads of departments, directors of graduate institutes, deputy directors of graduate institutes, heads of degree programs, and deputy heads of degree programs, and other related compliance matters. (Article 13, University Act)

In sum, although the supervisory academics posts are selected by the peer academics, they still have to be accepted by the university president and government regulations. Only the contract-based staff is hired according to the university arrangement, which may mean that only this category of staff is employed based on the principle of university autonomy and development.

Decision-Making Process

According to University Act (大學法), it is the university council to study and make decisions for important university matters. And the below stipulates the university council members:

The university council shall comprise the university president, vice president(s), teacher representatives, heads of academic affairs units and administrative units, representatives of research personnel, representatives of non-teaching staff, student representatives, and representatives of other personnel. (Article 15, University 15)

The following explains how the representatives are selected:

The teacher representatives shall be elected and shall comprise at least one half of the university council; in principle, at least two thirds of the teacher representatives shall be a professor or an associate professor.

The student representatives shall be elected and shall comprise at least one tenth of the university council.

The method of selecting the other voting and non-voting members of the university council, and the proportion of the council that each other category of

members must comprise shall be stipulated in the charter and by-laws of the university. (Article 15, University Act)

Normally, university council meetings are convened once or more each semester and chaired by the president. Most leading universities in Taiwan hold university council meetings at least twice each semester. However, if council members regard necessary, they can request extraordinary university council meeting (臨時校務會議) to discuss important issues as long as the number of the council members can reach the requirement.

When the university council considers it necessary, it may establish various committees or special task groups to deal with matters that they decide in the meeting. (Article 15, University Act).

In sum, the significant university matters are decided by various stakeholders, whose knowledge, skills, experiences, perspectives toward the university matters are not necessarily screened or reviewed.

Finance

Before 1995, public universities in Taiwan were completely financed by the central government. Based on the system of the Official Governmental Budgeting, public universities needed to draw up their budget and get approved by Parliamentary vote. (Chiang, 2004). Such budgeting gave universities little discretion over their internal resource allocation. However, since National University Endowment Fund Establishment Act (國立大學校院校務基金設置條例) promulgated in 1999, public universities do no need to only rely on the government for the financial support and can start generate income on their own. According to the above Act, such self-generated income should come from:

1. Tuition
2. Continuing Education
3. Academic-industry cooperation
4. Government subsidies for scientific research or from government commissions.

5. Site facility management income
6. Donation income.
7. Investment income.

Such endowment fund is also limited in the following purposes:

1. Teaching and research payments.
2. Personnel expense payments.
3. Student scholarship and grant payments.
4. Continuing education payments.
5. Academia-industry cooperation payments.
6. Asset and property addition, expansion, and improvement related payments.
7. Other university development related payments.

In sum, although one of main reasons for national universities to establish such endowment fund is to facilitate the flexible operations of university finances, the Ministry of Education still sets up regulations about how university endowment funds should be managed and operated, which consequently results in the common situation that the financial mechanism at national universities in Taiwan lacks flexibility and efficient arrangement and management.

2.5.2. Limitation of Current Governance

2.5.2.1. Personnel

Government intervention

Compared to the personnel arrangement before 1994 when the University Act (大學法) was revised, universities now enjoy more autonomy since they can select their president through a selection committee. However, in reality, such a selection is not purely out of touch from the government intervention since one fifth of representatives in the selection committee are chosen by the Ministry of Education and, most importantly, the newly-selected president has to be officially agreed and appointed by the Ministry of Education. In addition, the percentage of contract

administrative staff in any public university in Taiwan is regulated by the Ministry of Education.

Insufficiency of Standards or Regulation for Administrative Personnel

Evaluation

According to most of the organization regulations in public universities in Taiwan, there are few prescriptions regarding the qualification, function, detailed expected duties, performance evaluation for university president and other supervisory administrative positions, such as vice president, administrative supervisors, deans, department heads, institute directors, etc. Only some universities, such as National Taiwan University, stipulate that only when presidents breach laws or neglect his/her duties as university president, he or she will be dismissed from the position. As for the other supervisory positions, such as vice president, administrative supervisors, deans, department heads, institute directors, etc., no explicit regulations are established to evaluate their performance.

Lack of Accountability and Incentive Systems

As mentioned earlier, accountability only exist when public servants understand their responsibilities clearly and are held accountable in exercising those responsibilities, and if they do not, face predetermined sanctions (Lewis & Pettersson, 2009).

However, although universities in Taiwan set up related regulations to govern teaching faculty's teaching quality and administrative units in universities play a significant role in daily operation and future development of universities, surprisingly, no clear regulations related to the responsibilities, duties, performance or evaluations of administrative roles are specified in public universities in Taiwan. Any financial or non-financial mechanisms that can motivate or reward administrative supervisors or staff for their satisfactory or good performance are also rarely set up at most public universities in Taiwan.

2.5.2.2. Finance

As stated previously, although national universities to establish endowment fund to generate their own income which they can have more flexible operations of university finances, public universities' expenditures mainly come from the government. As government set up the regulations, such as Budget Act (預算法), Financial Statement Act (決算法), or Audit Act (審計法), etc. to control their fund, each penny from government used in public universities has to follow government's restrictions and regulations. Hence, university self-governance is limited and not realized.

2.5.2.3. Decision Making Process

According to University Act (大學法), significant university matters should be deliberated and made decisions at the university council. The following are the matters, university council will discuss:

1. *Plans and budgets for development of the university.*
2. *The charter and by-laws and important regulations.*
3. *The establishment of, alterations to, and cessation of operations of colleges, departments, graduate institutes, and affiliated organizations.*
4. *Academic affairs, student affairs, general affairs, research, and other important internal matters.*
5. *Study and discussion of regulations governing teaching evaluation.*
6. *Resolutions of committees and special task groups set up by the university council.*
7. *Proposals put forward at council meetings and proposals put forward by the president.*

According to Hsieh (2014), the current university council decision making practice has the following problem:

1. Lack of Clear Meeting Procedure

As the university council is comprised of many members, such as president, vice

presidents, teacher representatives, academic heads, administrative supervisors, student representatives, researcher representative, etc., due to their different and various background, experience, perspective, it is difficult to have a thorough discussion for some important matters or reach an agreement at the meeting. As most public universities seldom specify clearly about the rules of procedure for conducting meetings, such as role of chairman, time management, voting, approval, etc., there are many problems related to university council meetings. Not only the process is inefficient, the decisions made in the meetings are problematic as issues have not been meticulously or thoroughly discussed or understood.

2. Lack of Pre-Meeting Preparation

As not every member for the university council is familiar with the issues which will be discussed in the meeting, any documents relating to the meeting shall be prepared and circulated sufficiently in advance of the meeting. However, pre-meeting preparation is seldom complete and meeting-related documents are not circulated sufficiently in advance. Hence, quality and efficiency of decision making at the university council meeting is not satisfactory.

Summary

Although many scholars claim Taiwan's universities enjoy more autonomy after 1994 University Act (大學法), the government still holds a significant degree of control over public universities in Taiwan. As these public universities are not fully independent from the financial provision or support from the government and have to follow some regulations from the government regarding their personnel arrangement or allocation, the universities hardly can be fully in charge of all of the planning and directing the university affairs, carry out their own mission and govern their institutions at their disposal. In addition, due to the insufficient regulation for personnel arrangement and evaluation, not all the leaders, administrative supervisors or staff of public universities in Taiwan can carry out their duties satisfactorily. Meanwhile, due to the defective accountability systems, even unsatisfactory job performance is identified, punitive action is seldom taken, which accounts for the

mediocrity in the workplace and weak signs of zest for the institutional development prospect.

2.5.3. Taiwan universities' Pursuit of International Competitiveness

As higher education becomes increasingly global and competitive, an ever-greater focus for universities around the world is being placed on international rankings, research collaborations, institutional networks and alliances, and the mobility of students and faculty. For Taiwanese government and universities, the focus is also placed on the pursuit of global university rankings, world-class university establishment, internationalization of universities, etc.

To achieve those ambitions, Taiwan government stipulated and promulgated various subsidy guidelines. Before these subsidy plan promulgated, the international exchange and cooperation affairs in Taiwan universities were not as common as the present. Then, it was Office of Academic Affairs, Office for Research and Development, Office of Student Affairs or Secretariat for most universities in Taiwan to deal with international affairs. However, in 2004, Taiwan government stipulated and promulgated The MOE's Subsidy Guideline for Universities to Promote Internationalization, hoping more foreign students can be attracted to study in Taiwan by encouraging internationalization of Taiwanese universities and international cooperation and exchange. With the MOE's policy guidance and financial assistance, many Taiwanese universities established dedicated offices to deal with the international affairs. As Taiwan is not an English-speaking country, these offices hire staff with sufficient English ability to take care of the daily operations of international affairs with foreign higher education institutions. The responsibilities of these dedicated offices include expanding global partnerships, student/faculty mobility, attract international students/faculty to their universities, enhancing the international reputation of their universities, increasing English-taught courses, creating an international environment for local and international students/faculty, etc.

Later, the Ministry of Education continued planning other performance-based funding initiatives, such as, Development Plan for World Class Universities and Research

Centers of Excellence and Aim for the Top University Project from 2005 to 2017, and Higher Education Sprout Project from 2018. With the monetary support from the government, more universities focus more efforts and resources in promoting the university internationalization, enhancing their university reputation and ranking, etc.

Based on the info from the Department of Statistics, the Ministry of Education, Taiwan received about 16,000 international students in 2007 and increased to about 46,000 international students in 2015 (Department of Statistics, the Ministry of Education, 2018). Although the number of international students studying in Taiwan in 2015 is improving and Taiwan ranked #22 globally, based on the UNESCO's info, South Korea attracted more international students, in the same year, they received 55,000 students.

As for the university ranking, the most well-known rankings include the Academic Ranking of World Universities (ARWU), the Times Higher Education (THE) World University Rankings, and the Quacquarelli Symonds (QS) World University Rankings. If we take National Taiwan University (NTU), the most prestigious university in Taiwan, to review our government's efforts in improving Taiwanese universities' global ranking. In 2005, before the Development Plan for World Class Universities and Research Centers of Excellence launched, NTU ranked # 112 in the THE World University Rankings. However, in 2017 and 2019, NTU ranked # 195 and #120 respectively in same ranking system, THE World University Rankings. Such ranking result did run counter to the government expectation.

2.6. University Governance Model for the Public University in Terms of Their Pursuit of International Competitiveness

As mentioned earlier, in the global society, universities around the world are in a competition aiming to bring resources as well as students and professors to their institutions. In order to achieve this, governments in different countries declared to establish world-class universities and launch the fund schemes. As most universities in the top global ranking are those ivy-league universities, fierce competitive pressures in the sector can be sensed easily (Marginson & Wende, 2007), universities

also pay attention to global university rankings and try their best to internationalize their institutions.

For Taiwan, in order to compete with the neighboring countries and territories, such as Hong Kong, Singapore and mainland China, the government needs a tool to understand the status and standing of their higher education development in the global competition. For many people, university rankings can provide such a function to a large extent. In its blueprint document, the MOE (2010) emphasized the international competition for the call for pursuing higher ranking global university.

According to the latest research in 2020 led by Prof. Jaekyung Lee from Graduate School of Education, University of at Buffalo, he noticed, since early 2000s, significant changes in the global university rankings and some countries in East Asian countries, such as China, Japan, and Korea appeared among the top-ranked universities. Over the period of 2003-2013, for example, the number of Japanese universities in the top 500 as ranked by ARWU dropped from 36 to 20. And the number of corresponding Korean and Chinese universities in the top 500 increased greatly, especially China increasing from 9 to 28 in the same period.

Review of Other Model Universities

Based on latest study by Prof. Jaekyung Lee from Graduate School of Education, State University of New York at Buffalo, over the period of 2003-2013, China and South Korea have more of their universities among the top 500 schools in the world while Japan experienced a decrease in international rankings.

According to China's Ministry of Education (2007 & 2017), the total share of international students seeking higher-education degrees in China grew by 13 percent over the past 10 years, jumping from almost 55,000 students in 2006 to nearly 210,000 students in 2016. Almost concurrently, in 2017, South Korea universities received about 70,000 degree-seeking international students while Taiwan received about 50,000 degree-seeking

Based on the recent university ranking result and the international student number in

these two countries, we may look into one or two model or exemplary universities from China and South Korea to see if Taiwan can learn or benchmark in pursuit of international competitiveness.

2.6.1. China

Like most countries, China is also very active to enhance their international competitiveness and create world-class research universities. In 1993, China adopted Guidelines of China's Educational Reform and Development, which support to select 100 key universities to develop specialized and quality programs. In 1995, the government initiated 211 Project, designed to develop 100 key universities in the twenty-first century. During 1995-2005 the central government, provincial governments and institutions invested over 36 billion RMB in 107 higher education institutions. As for 985 Project, it is a project that was announced in 1998 by Chinese President Jiang Zemin in 1998 for the development and reputation of the Chinese higher education system by founding world-class universities in the 21st century. In the beginning, the central government only selected Peking University and Tsinghua University and provided nearly 2 billion RMB for over a period of 3 years. Later, the number of institutions which receive the fund from national and local governments had increased to 39 in 2011. According to the THE Ranking 2019/20, most of the 39 universities in Project 985 are placed among the top 500 universities in the world. Such result demonstrates the governmental initiatives China take seems workable in terms of showing great improvement in their universities' international standing and attaining higher rank in game of global university rankings.

Later, other funding projects continued. In 2015, another initiative known as Double First Class (雙一流) launched, which aimed to greatly developing elite Chinese universities and pushing their individual faculty departments into world-class institutions by the end of 2050. The purpose of this strategic decision is to strengthen China's competitiveness based on a long-term development foundation (Peters & Besley, 2018).

Model University: Tsinghua University

Internationally, Tsinghua University was regarded as the most reputable Chinese university by the Times Higher Education (THE) World University Rankings. In 2022, Tsinghua was ranked 1st in Asian universities and 20th globally. In 2015, Tsinghua University also outperformed the Massachusetts Institute of Technology (MIT) in the list of Best Global Universities for Engineering by the U.S. News & World Report.

The former presidents' vision is to transforming Tsinghua into a world-class university and this vision became very clear and concrete by their strong support. Tsinghua took various strategies to achieve the vision of world-class university. Those strategies include upgrading the university to a comprehensive and research-intensive university, pushing several disciplines above in the top 10 globally, maintaining Tsinghua in the top 100 institutions in the world, learning from both MIT and the Associate of American Universities as it is an organization of American research universities devoted to a strong and robust system of academic research and education.

In addition, according to Luo's study to analyze Tsinghua's success in 2013 revealed Tsinghua's planning and governance reform play significant roles in making great progress in their pursuit of international competitiveness.

Planning

More Academic Disciplines

Planning in Tsinghua mainly focused on two dimensions, one is to develop more academic disciplines to make it a comprehensive university, create greater influence on social life and future of human life, etc. Since China opened up to the world in 1978, Tsinghua University has developed into a comprehensive research university. At present, the university has 21 schools and 59 departments with faculties ranging from science, engineering, medicine, philosophy, history, economics, management,

education, humanities, law to art.

Faulty Recruitment

The other is focused on faculty recruitment. Since in the 1960s and 1970s, the faculty was recruited from workers-peasants class (公兵學員). Most of them did not have a masters or higher degree and lack the academic training in any fields. But since 1990s, Tsinghua started to recruit new faculty members and greatly improved the quality of faculty in the university. In 2005, 55% of the new full-professor comes from scholar outside Tsinghua (mainly abroad) as university leaders believe they need more top scholars, innovative research teams from the top world-class universities.

Governance Reform

Previously, Tsinghua received funding from MOE. But after market mechanism was brought into higher education system, Tsinghua started to expand and diverse its funding sources, ranging from donations, tuition fees, profits from Tsinghua's academic and industry cooperation. This greatly reduced Tsinghua's dependence on their government. For example, in 2003, Tsinghua Holdings Corporation Ltd. was established. In 2005, Tsinghua Holdings Capital was established under Tsinghua Holdings. Since then, Tsinghua can use the fund managed under Tsinghua Holdings Capital as university fund at American private universities. By having greater control and freedom on its personnel and finance arrangement, Tsinghua now enjoys greater university autonomy like other world-class universities do.

2.6.2 South Korea

Like Taiwan, the Korean government had the Brain Korea 21 project in 1999 aiming to build world-class research universities in the knowledge society as knowledge production center. Later, a subsidy project called World-class University was launched in 2008. After some years of efforts, Seoul National University, the most prestigious leading national university in Korea, did improve a lot in international ranking. (See below table).

Table 4*Seoul National University THE Ranking 2012-2020*

Year	Ranking
2020	#64
2019	#63
2018	#74
2017	#72
2016	#85
2015	#50
2014	#44
2013	#59
2012	#124

Source: Compiled by the author

Note. Data is from Times Higher Education (THE) World University Rankings

Seoul National University's success in the international ranking improvement may result from the proactive measures which the Korean government has taken since 1990s and the aggressive responses which Seoul National University took long time ago. In terms of government-directed policy implementation, the Korean government established a quality assurance system in the early 1990s, launched a special research funding systems for a World Class University in the late 1990s, initiated governance reform in the mid-2000s. Korean scholars found the government invest much research funding as the main tool and promoted changes systemically as another tool to build a competitive world class university.

When world-class university and global rankings become more and more important, many top Korean research universities began to delve into ways to be placed in a

world-class university status. Besides setting the top-ranked international universities as their role model, these universities also seriously pay attention to the ranking indicators to enhance their ranking status and strategize the corresponding plans for it.

As the great improvement in international ranking, the author selected Seoul National University as the case of Korea.

Model University: Seoul National University

Seoul National University always keeps pace with the time and adjusts itself to changing environments. First, SNU drafted a long-term plan and finalized its vision and goals. In 2006, SNU established a task force for the 2007–2025 SNU strategic plan. According to the plan by Committee for SNU Strategic Plan 2007, SNU aims to become one of the top 10 university in the world by 2025. To achieve this, the committee proposed a timetable and focus in nine areas, such as quality of education, research competitiveness, internationalization, governance, finance, and campus building, and facility, etc. (Shin, J.C. & Jang, Y. S., 2013).

Besides the strategic plan, SNU has prepared action plans to implement their strategies. SNU established another task force in 2009, wishing to transform SNU's governance from a government institution to an autonomous corporation. Later, as planned, the Public Corporation of Seoul National University Act(大學法) was launched in 2010 (Committee for Public Corporation of SNU 2010). The public corporation act makes flexibility in administrative organization, personnel, and management possible, which also greatly helps SNU to be able to respond timely to ever-changing environment. Although some concerns regarding this public corporation arose in terms of faculty's job security, tuition fees, etc., in December, 2011, Seoul National University changes its legal status from a government institution to an incorporated university. In the below table (Table 5) is the brief overview for the timeline for Seoul National University to transform herself with the aim of becoming a world-class university.

Table 5

Timeline for Transformation of Seoul National University 2006-2011

- 2006 Task-force established to prepare strategic plan for 2007-2025.
 - 2007 SNU long-term Development Plan(2007-2025) released.
 - 2009 Another task force established to transform SNU's governance.
 - 2011 Seoul National University became an autonomous incorporated university.
-

The SNU Long-term Development Plan (2007 -2025), released in 2007, can be divided as follows:

Recruit Outstanding International Faculty and Specialists

Like Taiwan, faculty or staff hiring procedures or regulations at national universities in South Korea are regulated by the government. However, SNU set up a structure which allows the university can directly hire any faculty which the university regards suitable for their university development without the legal restrictions. Facing global competition, SNU adopts a very proactive attitude in terms of personnel allocation, such as hiring more international scholars or experts to assume significant responsibilities or positions to enhance the internationalization of the university. According to Shin and Jang (2013), their international professors in 2011 stands for 10% of the total professorial body.

In addition, although the number of faculty at SNU is the largest in Korea, compared with many competitive universities at other countries, SNU only had less than 2,100 professors. As larger faculty size may produce more publications and citations, SNU began to hire more professors since it is assumed that only big universities can generate more publications and citations which is one of important ranking criteria.

Evaluation Criteria Upgrade

Secondly, SNU upgraded its evaluation criteria for granting tenure to professors. In

2001, the university change the tenure regulations and associate professors cannot be granted tenure. Associate professors are required to publish more papers, then they can be promoted to become tenured at SNU. From 2011, in addition, SNU also began to require a professor to provide recommendation letters from distinguished scholars in the field to be promoted to full professor. In 2012, SNU even tried to improve the quality of publications because it is another important indicator (Shin, 2012).

Flexible Financial Management

The above-mentioned initiatives require monetary support. Hence, the university seeks external funds from public and private sources through academic-industrial collaborations, technology transfer, publications, etc. One of such funds is called a university development fund and it is similar to endowments and gifts in the USA. Normally endowers will specify their donation to a specified purpose. The university development fund is very important since it can support the facility establishment or purchase and can provide flexible personnel fees, such as hiring outstanding professors according to their medium-term or long-term development plan (Shin & Jang, 2013; Chen, 2014).

Simplified Organizational Structure

First, SNU changed previous rigid regulations of setting up or terminating university units or operational entities in order to transform itself to meet the demands in the fast-changing and highly-competitive environment.

Second, the appointment of SNU President is selected by the president selection committee and the board of directors instead of the general election by faculty and staff. And the university administration focuses on efficiency and gets rid of previous complicated reviewing procedures.

Transparency and Accountability of University Development

SNU president needs to make 4-year development plan after he/she assumes office.

The president also needs to make the annual overall implementation result public for the deliberative bodies to review. The president also needs to have concrete planning and explanations for the university research as well as talent hiring goal and procedures.

Summary

Either Tsinghua University or Seoul National University set up a great example in terms of their excellent international standing and competitiveness which is definitely worthwhile to become exemplary universities for us to learn. However, since China is a much bigger country in terms of its population, country area, etc. than Taiwan and South Korea, the South Korea case may prove more suitable and feasible for Taiwan to learn from. From above exposition, the major features for SNU's successful transformation to become a world-leading university can be summarized as follows: long term plan, transitioning from a government institution to an autonomous corporation, increasing external funds and having flexible financial management, hiring excellent faculty and specialists, upgrading evaluation criteria, transparency and accountability of university development. These measures happen to correspond to the components of NPM, such as performance-based management, output focus, market-driven competition, etc. Tsinghua University or SNU's successful governance reform result may prove NPM ideal can be the guiding governance model for higher education institutions to stay on the right track in this global competition race.

Chapter Three Research Design and Implementation

3.1. Objectives of the Study & Design Overview and Structure

Objectives of the Study

As mentioned in the previous chapters, the research aims at realizing a better and deeper understanding of not only how the public universities are governed and how the leading public universities in Taiwan are governed through the lens of New Public Management to pursue international competitiveness in the globalized era, but also the key stakeholders' perceptions of the current practice (reality) and their corresponding recommendations for improvement (ideal).

Design Overview and Structure

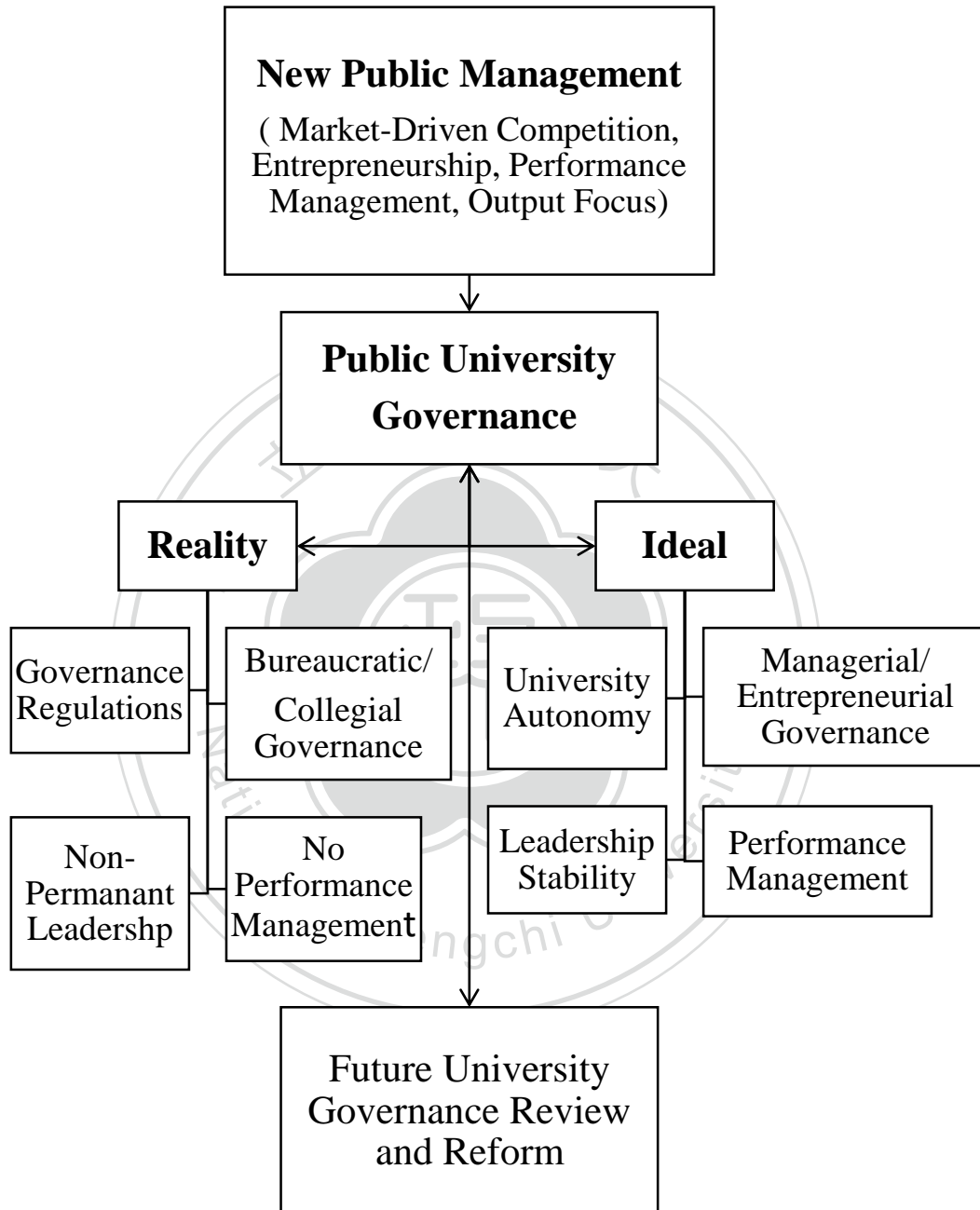
As Mertens (1998) regards a qualitative design is well suited when the “intent is to understand and describe an event from the point of view of the participant” (p. 169). And Soiferman (2010) claims that arguments based on experience or observation are best expressed inductively, the researcher believes to employ inductive qualitative approach in this research by working from the “bottom-up, using the participants' views to build broader themes and come up with recommendations interconnecting the themes” (Creswell & Clark, 2007). Therefore, besides the data from document analysis, a qualitative design involving interviews is also adopted wishing to gain insight into the university governance in context through extensive descriptions and analysis from the perceptions of the key stakeholders in the leading public universities in Taiwan.

In the end, data from document analysis and interviews will be analyzed to develop final explanations.

In the below is the research structure. (Figure 5)

Figure 5

Research Structure



Source: Compiled by the author

3.2. Interviewee Selection

Interviewee Selection

Although selecting a probability sample from the population of all university presidents, administrative and academic heads, administrative staff, teaching faculty and students might have been recommended and preferable, the feasibility of access and time constraints limited the scope of this research. Therefore, in order to conduct a feasible research plan to collect different perspectives, experiences and opinions from the key stakeholders in the leading public universities, the researcher selected several participants from varied ranking positions of administration leaders, administrative staff, students in the targeted universities hoping to reflect a more comprehensive picture of the institution's governance structure. As explained in Chapter One, the leading public universities in Taiwan in this research are National Taiwan University(NTU), National Taiwan Normal University(NTNU), National Tsing Hua University(NTHU), National Chengchi University(NCCU) and National Cheng Kung University(NCKU) based on the presence of international students and faculty in those universities since this research is related to university's pursuit of international competitiveness. The participants I interviewed in the research include leaders, well-experienced administrators in the higher education administration and students from leading public universities in Taiwan. And the definition of well-experienced administrators is based on the senior positions or years that they hold within their institutions and/or within the sector and all of these well-experienced administrators have over 5 years of working experience related to international cooperation affairs in their universities. As the research is related to the leading public university governance and their international competitiveness pursuit, I selected one to three participants each university from the five leading public universities in Taiwan. Although, ideally, one academic, one administrative colleague and one student from one university were the pre-interview plan, the researcher did not always receive positive reply from each invitation she sent out as she wishes. Some academic may be more reserved about the research topic or just too busy to accept the interview invitation. In addition, not many students pay attention to how their universities are governed or their university overall operation. As a result, total number of participants

in this research is twelve. The participants I interviewed include vice presidents, vice-presidents for international cooperation, senior administrators in the central office for international cooperation and students in the leading public universities in Taipei, Hsinchu and Tainan to render a better representative sample. (See Table 6.)

In the below is the info of 12 interviewees.

Table 6

Basic Info about the Interviewees

No.	Administrative Levels	University	Position	Code
1	Academic/ Practitioner	University A	VP	AA-01
2	Academic/ Practitioner	University B	Former VP for Int'l Affairs	BA-02
3	Academic/ Practitioner	University D	VP	DA-03
4	Academic/ Practitioner	University D	VP for Int'l Affairs	DA-04
5	Academic/ Practitioner	University D	Dean	DA-05
6	Academic/ Practitioner	University E	VP	EA-06
7	Practitioner	University A	Senior Staff	AP-07
8	Practitioner	University B	Senior Staff	BP-08
9	Practitioner	University C	Senior Staff	CP-09
10	Practitioner	University E	Senior Staff	EP-10
11	Stakeholder	University A	Student	AS-11

Note.

1. Interviewee coding is made as follow:

First alphabet refers to the university (the interviewees are from 5 universities, so first alphabet including A, B, C, D, and E to refer to 5 different universities. Second alphabet indicates the position of the interviewee and it uses “A” to indicate that interviewee is an academic fellow, “P” to indicate that interviewee is a practitioner, and “S” to indicate the interviewee is a student. And the number after alphabets indicates the sequential number from 01 to 12 as there are twelve interviewees. Take code “AA-01” as an example, you can know that interviewee is an academic from University A and that interviewee is given a sequential number, one.

3.3. Methodology

Document Analysis

Document analysis is an important research tool in social-related study, and is an invaluable part in the combination of methodologies in the study of the same phenomenon (Bowen, 2009). Document analysis is often used in combination with other qualitative research methods as a means of triangulation— “the combination of methodologies in the study of the same phenomenon” (Denzin, 1970, p. 291). The qualitative researcher is expected to draw upon multiple (at least two) sources of evidence; that is, to seek convergence and corroboration through the use of different data sources and methods. Apart from documents, such sources include interviews, participant or non-participant observation, and physical artifacts (Yin, 1994).

The author collected academic research work from international and local journals and books as well as government official documents, statistics and reports, government and university websites.

Interviews

Beside data analysis, the researcher also used semi-structured interviews to gather more data as this technique “*is particularly good at enabling the researcher to learn, first hand, about people’s perspectives on the subject chosen as the project focus*” (Davies, 2007) and can capture the depth, subtlety and complexity of participants’ experiences. Beside, such interviews are believed ideal when the researcher plans to collect data on individuals’ personal perspectives, and experiences.

All of the semi-structured interviews are implemented in Chinese face-to-face and followed the interview protocol.

Interview Protocol

The interviewees in this study are not identified by name or institution in any reports using information obtained from the interview, and that the anonymity as a participant in this study will remain secure. Besides being used in this dissertation, the data may subsequently be used for publicly disseminated texts outside this specific study, but the anonymity of individuals and institutions will remain protected.

Ethical Consideration

Most authors who discuss qualitative research design address the importance of ethical considerations. The researcher is obliged to definitely respect the rights, needs, values, and desires of the informant(s). In the study, the researcher follows the below principles to protect the informant’s rights:

1. The research objectives were articulated verbally and in writing so that they are clearly understood by the interviewee.
2. Written permission to proceed with the study as articulated were received from the interviewee.
3. The interviewee is informed of all data collection devices and activities.
4. Verbatim transcriptions were made available to the interviewee.

5. The interviewee's rights, interests and wishes were considered first when choices are made regarding reporting the data.

3.4. Limitations of the Study

The main limitations of this study are its unit of analysis and its size. By selecting the participants from some leading public universities, the researcher probably missed the perspective from the government officials. However, the public university governance structure in Taiwan is greatly regulated by the government regulations and rules, which can be retrieved and view through internet, it does not really matter if this study does not include the government's angle. Furthermore, while the respondent size is not large, the selected respondents do represent well the targeted category of this study, public universities in Taiwan. Perspectives from more respondents may be likely to replicate the results.

3.5. Research Implementation Procedure

Please see the following three stages about the research structure which are also shown in Figure 6:

3.5.1. Preparation Stage

A. Discussion of the Feasibility of the Study Direction

The researcher searched for the research themes which motivate the research, relevant literature and discussed with the adviser to make sure the feasibility of the research.

B. Select Research Theme & Literature Review

After selecting the dissertation theme, the author searched the relevant academic research work from international and local journals and books as well as government official documents, statistics and reports, government and university websites to confirm the direction.

3.5.2. Implementation Stage

A. Draft Dissertation Proposal

The researcher read, analyzed, and categorized the collected literature and read other students' PhD dissertations. Gradually, the researcher established the research title, purpose, questions and research design for the structure of the dissertation proposal after countless revisions.

B. Make Interviewee list & Draft Interview Questions

After the dissertation proposal was approved, the author was permitted to conduct the interviews for her study. See Chapter 3.2 to understand how the author made the interview list. All the interview questions are designed and derived from the research questions as the guide of the study. All the questions asked in the semi-structured interviews are designed according to the research questions of this dissertation as a guide the study in order to ensure adequate data collection during the interviews. Interview Questions are included in Appendix A.

C. Conduct Interviews

Upon drafting the interview questions, the researcher proceeded to contact the selected participants via email, Line or referral seeking their permission for inclusion in the study. While the selected participants were contacted, the Consent for Participation (See Appendix B) is also included for their review and consideration.

All the interviewees are further contacted via telephone or emails to confirm their acceptance. Each interviewee received the interview question and consent for participation form for the interview before actual interviews are conducted. The interview sessions occurred over a two-month period from December, 2020 to January, 2021. Based on Shank's (2002) preference for interviewing in a setting familiar to the interviewees, the researcher traveled to each interviewee's campus or working place for the one-on-one interview session. All the interviews are conducted in Chinese (only one student's interview is conducted in English) and in the personal office or a separate space for the researcher and the interviewee. The interviews are all recorded and stored in the researcher's secured computer.

3.5.3. Completing Stage

A. Interview Transcribing

Interviews were recorded via a portable recorder and iPhone recording prepared by the researcher. Upon completion of each interview, the recordings were listened by the researcher who took 2 months to complete all the interview transcripts and translate them into English.

B. Data Analysis

The transcriptions produced from the interview were carefully reviewed and thoroughly read prior to beginning the coding process. To facilitate the process of data process and coding, the researcher used ATLAS.ti software for the coding part. This software also helped the researcher anonymize the transcripts and remove any identifying information of my interview participants.

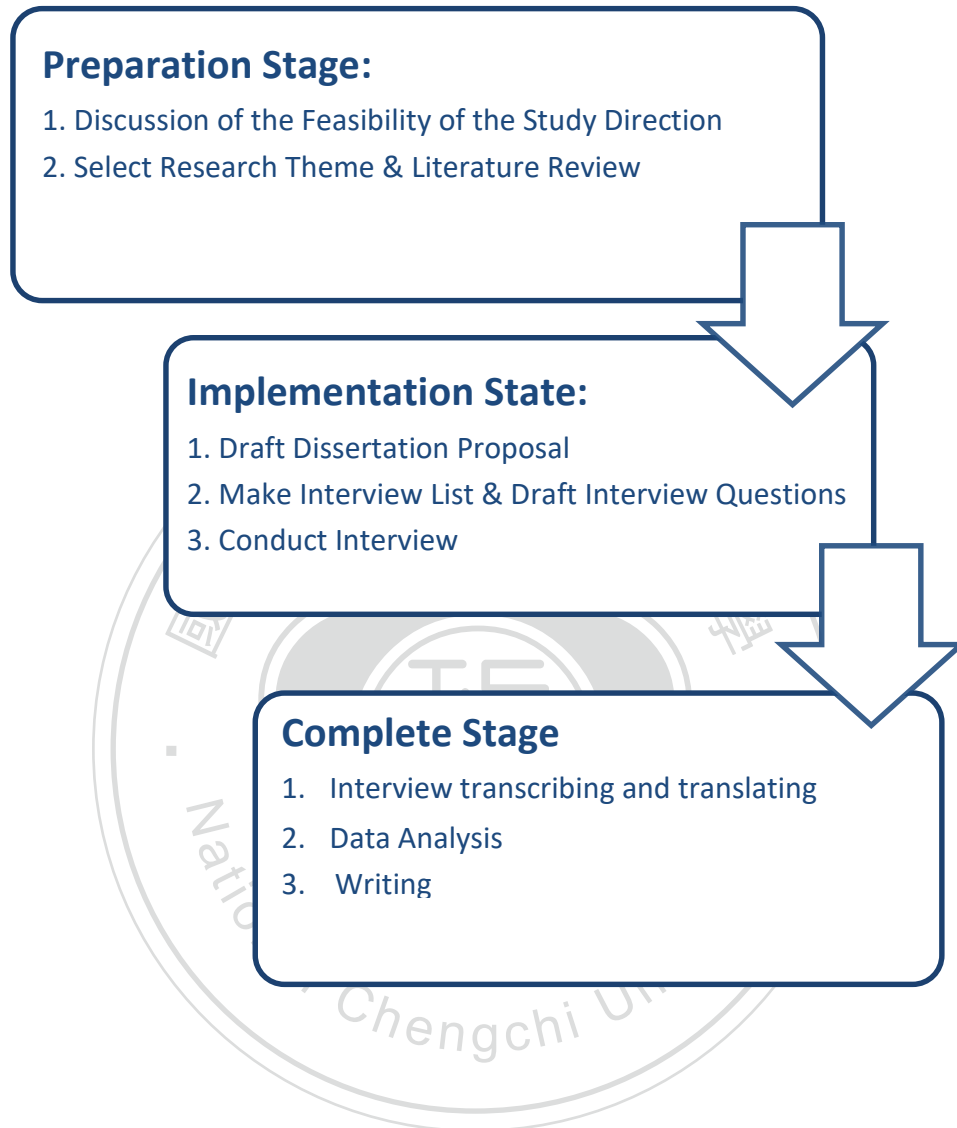
C. Writing

Upon completion of the coding process, the researcher employed the interrogation techniques recommended by Coffery and Atkinson (1996) to generate meaning from the data. As Coffery and Atkinson state, the researcher's goal should be to generate "*theme that facilitate comparative thinking and exploration*" (1996, p.51).

During the data reduction process, the researcher utilized the research questions to thematically sort the data. This process was done manually in the excel file to ensure inclusion of all participants' perspectives.

Figure 6

Research Implementation Procedure



Chapter Four Research Result and Analysis

Based on the research purpose and questions, this research result is the first-hand information collected from the interviews designed for this research. Research Result Structure is also included in Appendix C. The research result including quotations from the interviewees is divided into the followings:

4.1. International Competitiveness Pursuit in Public Universities in Taiwan

According to our Ministry of Education, due to intense global competition, knowledge and innovation are the tools for governments to enhance their national competitiveness. The pursuit of academic excellence in higher education and the cultivation of talent become each government's first priority. To cope with this global trend, our government launched various plans, such as Development Plan for World Class Universities and Research Centers of Excellence (發展國際一流大學及頂尖研究中心計畫) in 2006-2011 and Aim for the Top University Project (邁向頂尖大學計畫) in 2011-2016, etc. Taiwan's government invested 50 billion NT dollars respectively in these two projects, with the goal to increase Taiwan's competitiveness by supporting the development of our higher education systems. In order to understand the international competitiveness pursuit in public universities in Taiwan, I asked the interviewees to share their perspectives on the definition of international competitiveness, the driving forces and strategies for their universities to enhance the international competitiveness.

4.1.1. Definition for University's International Competitiveness

In order to receive answers to this question, the researcher asked each interviewee with the question, "What is university's international competitiveness?" (甚麼是大學的國際競爭力?) The question was posed as the opening query to encourage the interviewee's own definition for university's international competitiveness.

A. Ability to Attract Talent and Resources

a. Attract Resource and Have Resource exchange

For universities in Taiwan, being able to attract talents like students, professors, etc. and resources from other countries represents your university has the capacity or reach to a certain level to compete with other universities in a global higher education market. According to the interviewees, when those resources are attracted to your university, not only your university obtain more resources but also those new resources may inspire some new ideas or create more innovation or knowledge exchanges.

When it comes to university's international competitiveness, as universities are places where knowledge is generated, shared and exchanged, it is essential to have talent exchange when we talk about universities international competitiveness. (DA-05-3)

In terms of the concept of international competitiveness, I think it is important to talk about nation's international competitiveness first before university's international competitiveness. When a country has the ability to attract different resources, such as talent, money, products, or anything, around the world, and has these resources exchanged there, it... In other words, I can attract resources in and export my resources out, and creates resource exchange. For me, that is the core element for competitive edge. (DA-05-4)

So President really hopes to solve this problem. I mean, we don't compete for resources with other foreign universities. But in Taiwan, in order to attract these students to study at my university, my university has to be internationally competitive enough, then you can keep these students at your university since we are competing with University of Hong Kong, the Chinese University of Hong Kong, NUS, NTU Singapore. I think that's why it is important we pay attention to competitiveness. (EP-10-5)

b. Having Priority over Others

According to Collins COBUILD dictionary, “*if something takes priority or has priority over other things, it is regarded as being more important than them and is dealt with first.*” When something is important, it means that it is highly-valued or has influence or power within a society or a particular group. The interviewees shared their views on international competitiveness and thought if a university has international competitiveness, people would not make light of that university. Instead, an internationally competitive university would be highly-valued and normally would be placed as priority.

People will consider your university over other universities around the world no matter when it comes to students or other things. For instance, when a student plans to study abroad, he asks his professor to recommend a university. The professor will recommend my university, not other universities. For me, that means international competitiveness. When people want to find a partner to cooperate or do research, which university do they choose? When a social project or a program requires professionals to design or make policies, if people always consider my university over other universities, it means my university is international competitive. In other words, when people have needs, they think about you first. (EP-10-3)

You know, we have many tasks we have to deal with every day. So I have to prioritize my tasks. For instance, I will firstly take care of those tasks which my boss demands urgently. As top ranking or well-known universities are always the top interest for the leader or the head, I will also pay more attention to those universities. I spend more time on those universities over other universities if I have to receive their guests or explore partnership with them. Since most people think they are better universities, those universities are naturally top in my To-Do List. (BP-08-2)

B. Good Global University Ranking

a. Everyone Uses Ranking as an Evaluation Tool

Besides the ability to attract talent and resources, many universities in Taiwan also associate university international competitiveness with global ranking. When universities demonstrate their international competitiveness, besides the number of international students or faculty they have, most universities also like to use their global ranking, achievement or recognitions they achieved to demonstrate their international reputation or status. According the following interviews, even though most of the interviewees agree ranking is not a perfect system, it seems that the pursuit of global university rankings phenomenon also exists in Taiwan higher education. Just like what previous literature review states, “universities clamor to make it to the top list or to be represented in the list,” Taiwanese public universities also believe one of the ways to assess competitiveness is through international comparisons.

University’s international competitiveness is related to the ranking. Ranking is a comparison and reference. If your ranking is good, you can make more partners in the world. People know you by your global ranking position. Ranking is like a business card. (DA-04-4)

It is easy for us to associate university international competitiveness with global ranking. When we talk about improving the internal competitiveness of universities, many government officials or university leaders all wish they can make their universities’ ranking higher. When they achieve that, they all feel they enhance their universities’ international competitiveness. (BP-08-6)

b. International Competitiveness Means Top Ranking

Not just a comparison and reference, ranking itself for some interviewees equates to international competitiveness. They just believe that their universities are competitive and can make huge influence if their university ranking is high. As top-ranking universities stand at noticeable positions and enjoy higher reputation, if your

university stands at a higher position, you may feel your university win the competition.

Our university is pretty competitive. For instance, in some research areas, such as Electrical Engineering or Medical Studies, we are very strong and take the lead in the world. If you look at their ranking, our Electrical Engineering is ranked top 15, Medical Studies might be ranked top 20 or 30. Anyway, these areas can really compete with other universities in the world. (EP-10-3)

International competitiveness means that your university stands at a higher position where people can see you. Then your university can do whatever you want to do, so world ranking is important. But I think only top 100 universities can play an influential role in the world. (AP-07-5)

C. Ability to be Linked to the World

a. Meeting International Standard

The international standard here does not refer to the technical standards or specifications developed by international organizations, such as electrical systems, the World Health Organization Guidelines in health, etc. Instead, international standards in Taiwan higher education usually means that the conditions, such as living conditions, quality, such as teaching quality or work quality, etc., scales, such as salary scale, regulations, such as accounting or hiring regulations, are comparable to those in the advanced countries. In other words, our conditions cannot lag behind other countries in the world. According to our interviewees, they believe that if the performance of their universities' teachers or students can be up to the international standards or they can outperform those in other countries, their universities have advantages and can compete with other foreign universities.

For me, the so-called university international competitiveness can be applied in professors, students or universities. That is to say, your international performance or teaching can meet international standards. Your students can demonstrate their capabilities in any international competitions. Or your

teaching focus meets global trends. In other words, to see if your education outcome, or your students' performance can meet the international trend or standards and compete with others in the world. (EA-06-3)

Thirdly, I think the whole university regulations should meet international regulations. We all study overseas and have overseas experience. Take our accounting regulations as an example, I think the regulations in other countries shouldn't be so complicated and demanding. They trust their professors. Also, our evaluations or promotion evaluations for professors, and student graduation requirements all abide by the rules by the MOE. We haven't met the international standards yet. (DA-04-7)

b. Abilities to Solve the Global Issues

As mentioned in previous Chapter Two, global competition is fueled by the global knowledge economy (Portnoi, Bagley & Rust, 2010; Wit & Adams, 2010; Marginson, 2010). Knowledge is regarded as an asset, hence higher education is viewed as a source to create new knowledge (Ilon, 2010). With the rise of knowledge-based society, many countries emphasize the essential role of research universities in technological innovation for their national and social benefit and the need to enhance their international competitiveness. According to the interviewees, abilities to solve the global challenges or engage in international research collaboration to cope with the global issues, no matter whether it is the language ability, global competence, communication ability, knowledge useful to the international community, are regarded as international competitiveness.

For me, international competitiveness, global competence or internalization means the same things. It is definitely not the language ability. I think it is an ability to solve the global challenges. When you can solve global issues and have actions, you have international competitiveness. So the international mobility we focus now does not just mean the international moving. You must have abilities to adapt and understand other cultures. Also in the adaptive process, you have to communicate with different communities and people. So

I think if you can solve the global issues, you have the international competitiveness. (AA-01-2)

We all know that it is a globalized era now. So if your research can be linked to other research in the world, your research has international competitiveness. We just talked about university social responsibility. Now many issues are global issues, including global health, global climate change, etc. All things are linked, especially Covid-19. Nothing is regional. They are all linked together. So the social service provided by higher education should not be just limited to local. (EA-06-5)

4.1.2. Drivers for Universities to Pursue International Competitiveness

Each participant was asked with a question, “Why does your university want to enhance the international competitive?” (為什麼貴校要增強國際競爭力?) In the below is their perceptions.

A. Student Cultivation

a. Cultivate the Next Generation

As trade and technology have made the world into a more connected and interdependent place, not only global interactions increase in terms of economic, social and cultural aspects, but also the competition worldwide becomes intense. In order to help the next generation feel confident and be competitive, higher education institutions aim to provides the courses or environment to cultivate their students to acquire more skills and capacities which can help them to be in readiness for the complex and global society which highly regards knowledge is key for economic growth in the global knowledge economy.

I hope the students we trained can be very confident and make contributions to the society. The ultimate goal of education or the higher education focus is teaching. The research we conducted is also used to assist our teaching. In short, we hope our next generation can be better than us. (EA-06-7)

First of all, the main purpose for a university to enhance their international competitiveness is for their students. The students we cultivate can be very competitive in the job market in Taiwan or overseas. As we know, employers always check which university the job seekers receive their degrees from. So it is for our students, our next generation. We do this from the student perspective. (DA-04-6)

b. Prepare the Students for the Future

According to Spellings Commission (2006) report by the U.S. Department of Education, it is necessary for today's universities to prepare graduates with the knowledge, skills, etc. to meet the future work environment, the societal needs and to participate fully in the new global economy. The interviewees in my study, either professors or administrators, feel it is important for universities to recognize today's globalized world and prepare their students for the future. One of the rationales for universities in Taiwan to enhance their international linkage or competitiveness is to provide the related curriculums or opportunities to their students for the future workforce.

We are now in a global village, a globalized society. If you do not interact with other countries of the world, why universities need to cultivate students? Now we can also see the widespread use of internet, so if students are all locked in their own world and do not know what's happening in the world, then why do they need to go to college? So universities need to be connected to the outside world. Then their students can be also connected to the outside world. It is not necessary to compete with others internationally, but universities have to interact with other parts of the world. (BA-02-1)

Probably we wish our students can get better job opportunities, be able to adapt to the society they are going to enter. Now it is not possible to be disconnected with the international society.... Professors also compete with other professors for the publications. Or they aim that their books can become the textbooks and they can obtain the top position in the scholarship. (AP-07-

3)

Today's labor market requires highly skilled personnel in various levels and positions to cope with high demands from industrialization in ever-changing environments (Ramley, 2014). To meet current societal needs, Taiwan's higher education institutions pay attention to this trend and strive to enhance their international linkage to ensure that all students have the needed attributes and competencies to develop employability skills and contribute to the global economy.

B. University Quality Improvement

a. Competition Makes Quality Better

As research by Texas-based clinical psychologist Craig Dike reveals, competition has been at the core of the survival of the human species, driving both our biological and psychological evolution. When universities are committed to developing their capacity to compete in the global tertiary education marketplace, they would review and assess how their universities are doing in competitions and seek ways to improve themselves because they wish to keep up competently.

Basically, I think competition, according to the hypothesis taught at school, can make quality better. As an organization, generally speaking, in order to survive, you would drive yourself to become better. As you wish to sustain, you need to keep your competitiveness. (EP-10-7)

When you know that your university is placed in a comparison table or a competition, either for government fund, rankings, students, etc., you will start to pay attention to the statistics, such as international student number, citation counts, etc., courses, campus, facilities or something like that. I think these things may, to some extent, represent the quality of your university, if they are good enough, you will be confident of your university. If they lag behind, you would wish to make improvements. (BP-08-5)

b. Competition Improve Productivity and Performance

We may see many examples that rivalries in the workplace push employees to perform at their best or enhance their productivity. For example, many companies use competitions among their sales team when they want to boost sales. The rewards might be like: the person who can take back the most sale orders this quarter will be rewarded a big prize, a fancy gadget or a dream weekend getaway opportunity. Then all the salespeople strive to show their best, they call on their clients, and sales increase as the company expected. Such phenomenon also exists in higher education arena. Universities continue comparing their conditions, status, statistics, with those of other universities to see if they lag behind or take the lead.

When you realize that your university does not rank as high as you imagine in the global rankings, you would feel that your university should make changes. Not only professors' research output will be reviewed, leaders also will look in the international linkage your university has with the outside world, the teaching result, etc. to see if their universities' performance can be boosted up. (CP-09-6)

The reason for my university to enhance the international competitiveness is very simple. As Taiwan is a small island and cannot be isolated from the outer world, we have to help our students to be connected to the world and expand their horizons. When they see how big the outer world it is, students might not be complacent about their small accomplishments. They might work or study harder to improve their competition abilities or performance. At the same time, professors are also required to increase their research capability or production. (DA-05-7)

C. To Attract Talent and Resources

a. To Attract Resources

Some of the interviewees believe if their universities have international competitiveness, they can win over the resources or receive more funds since people

might trust you more or believe your university's value or quality. When such a halo effect exists, an internationally competitive university can obtain many resources, such as partnership, donations, etc., it is similar to the impact of the winner-take-all phenomenon.

So you definitely would wish you can beat others. When people make choices, they can choose my university first, not other universities. Take building international partnership as example. When an elite foreign university ponders which university in Taiwan they would like to explore the collaboration with, they would consider my university first, not other universities in Taiwan. Since they may have heard of my university before or trust my university more over other universities in Taiwan. In Taiwan, my university, I can say, has no other competitors. But for getting the resources from Taiwan, such as students, our competitors are not from Taiwan, they are located in other countries. (EP-10-9)

Thirdly, if your university has international competitiveness, you can ask for more resources from outside. I am talking about donations here. The President should be able to raise more fund. (DA-04-5)

b. To Attract Students

The low birth rate in Taiwan is a source of great concern not only to its politicians, but also to some educators or policy makers in universities. According to the interviewees' perspectives, if universities can enhance their international competitiveness or make them more internationally well-known or recognized, they can attract more students to their universities, then they can avoid universities' low student enrollment problem or receive more quality students to their campus.

We should make our university better known to young people in the world. The student resource might be a problem now. Recruiting more students is each university's top priority now to prevent university from going bust and let professors have students they can teach. (AP-07-6)

Like I mentioned earlier, a more internationally competitive or prestigious university can attract excellent foreign students, professors or researchers more easily. But I don't see a comprehensive plan or package. (BP-08-3)

A more international competitive university may mean that university is internationally well-known or recognized. Hence, students in other countries may be interested in studying. It is like triggering a chain reaction that results in more positive perceptions of the university's programs, faculty, culture, students, and campus life – all key elements in building the institute's overall brand and appeal.

D. To Inspire Innovation

a. The Importance of Biodiversity

Innovation is defined by the Merriam-Webster Dictionary as a "new idea, device, or method." So when international competitiveness brings in international exchange or cooperation to the campus, new thinking or perspectives will be generated by diverse students or professors of varied cultures. In the organizational context, innovation may be linked to positive consequences such as efficiency, productivity, better quality, competitiveness, etc.

Such international exchanges can elevate a university's perspective. Close breeding cannot bring out a very good result. Like biodiversity, being diverse is good. When we talk about knowledge or idea source, a new thinking will be generated in an environment which has different ideas or people. Then you will be led to a new level and you will be more creative. (DA-05-5)

The way we enhance our international competitiveness is to create a diverse campus. Based on this, so our professors or students should come from different countries or culture backgrounds, which can help us have different perspectives, generate innovation and invigorate our campus. (DA-04-3)

b. Impact of International Collaboration

Many researches by organizational scientists, sociologists, economists and demographers show that socially or culturally diverse groups are more creative than homogeneous groups. By international collaboration, people can pool their resources and exchanging information and expertise, generate more new ideas and enhance their international competitiveness.

If we can engage in more international collaborations in terms of research, co-teaching, etc., the professors or students can gain some new insights from people of different cultures, values or backgrounds. So that's why I think enhancing international competitiveness is very important. We should encourage our professors or students to gain international exposure and interact with more foreign counterparts, such international collaborations bring many benefits to them, such as ideas stimulating, being more open-minded...(BS-12-02)

In a globalized era, universities should cooperate with other universities around the world. This way, our students can meet more people from other cultures, communicate with them by other language. Although their views or comfort zones will be challenged, they will grow or learn faster. At the same time, as they will get fresh perspectives, more new ideas will be generated. (AA-01-04)

4.1.3. Strategies Public Universities Used to Enhance their International Competitiveness

In order to explore one of the research questions in this study, “How do the leading public universities in Taiwan pursue international competitiveness?” the researcher asked each interviewee, “How does your university enhance your university’s international competitiveness? What strategies your universities used?” (貴校如何增強國際競爭力? 策略為何?)

A. Internationalization at home

a. Internationalize the Campus

In the globalized world, many parents or students may hope to let their children or themselves have the opportunities to study abroad to be linked to the international community. However, not every family or student can afford studying abroad, so many educators, like some of the interviewees, support the policy to internationalize their local campus, inviting more professors or students of various nationalities or cultural backgrounds to become members of the university communities. They also believe that the administrative staff should also have a global mindset and perspective to provide the proper administrative support and assistance to enhance the university efficiency and productivity.

If we want to enhance our university's international competitiveness, for example, in most of the meetings we had with the parents of freshman students, the parents always ask how many students can study abroad as exchange students or something like that. I always answer this way; international mobility is not equal to international competitiveness. So we have several strategies. First, we made our local campus internationalized. In other words, we internationalize our local campus. (AA-01-5)

Our university enhance international competitiveness is internationalization at home. First thing is that our professors and students should include members with different nationalities or cultural backgrounds and it is important. Also, our administrative members, I am not just talking about the members from international office. I also mean staff from Office of Student Affairs, Office of Academic Affairs, Office of General Affairs, Personnel Office, Accounting Office, etc. Each of our administrative staff should have a global mindset and perspective. (DA-04-4)

b. Provide English Environment

According to Malina & Su (2018), the spread of English in the world, its dominant use in many and different international economic and cultural arenas, and the high

utility of information technologies have helped English to achieve its current status, becoming an international language or a global lingua franca. English-medium instruction has emerged in the higher education systems of many non-English speaking countries within contemporary globalization processes (Shimauchi, 2018). Although most people don't agree internationalization equals Anglicization, the development of English as a lingua franca or world language is a fact; hence, providing English courses, communicating in English, enhancing local students' English ability, etc. are ways for many Taiwanese universities to internationalize their campus, link themselves to the international communities and enhance their international competitiveness.

If you want to be international, you have to use a language which people can understand. So that's why we use English to communicate. Today English is a lingua franca, which has two meanings. First is related language. Second is we have to have a common language. Then why do we choose English? Why not French, German, Chinese? Well, that's because of history. It is impossible for human to break away from history. So let's face it, when you need a language to communicate, it happens to be English. As simple as that. (DA-05-3)

You have to internationalize before you increase your competitiveness. Of course, being international is not to anglicize. However, as we are not an English speaking country, when we wish to attract good students from other countries, for them, it is really not easy since they cannot find enough English-taught courses in our universities. Basically, it is really difficult for a university to ask their professors to lecture in English in a non-English-speaking country. So we encourage, incentivize them with monetary subsidy to lecture in English. (EA-06-5)

B. Increase Your Own Quality

a. Your Quality Determines Your Competitiveness

Nowadays not only in private sectors, people in public sectors also believe in quality matters in the increasingly fierce market competition. Only through the pursuit of

high-quality products and services can generate a high international competitiveness. In Taiwan's higher education, educators or practitioners also believe that if their universities make improvement of their university quality, either programs, facilities, research outputs, etc., the universities can enhance their international prestige, attractiveness and competitiveness.

I think universities didn't just want enhancing international competitiveness in the beginning or aim for it. We were... we did this is because we want to make our university better, or improve the quality of our university so we think over or weigh up a lot of things. Since any improvement of a university will impact its international competitiveness, it is impossible for us to say we do this for international competitiveness and do that for other things. (EP-10-5)

My university is very traditional in certain ways. I mean we think that our competitiveness is from our quality. You cannot just create competitiveness. For instance, we are the last university in Taiwan to cooperate with QS or Times since we don't think it is necessary. We don't need to play their game. As long as we better ourselves, the ranking will definitely go up. (EA-06-3)

b. Fierce Competition Enhance Your Viability

In order not to lag behind in the competition, people will try their best to win the game. We should not fear fierce competition. What we should fear is that we lose the competition. As competition makes us grow and stronger, it is good that people wish to compete with you.

I believe survival of the fittest. Yes, every university experiences more pressure now. But such intense competition keeps universities energetic and vital and I think as long as universities truly face each of their challenges and seek the solutions, they will become stronger. There is a saying that goes, "*We don't grow when things are easy; we grow when we face challenges.*"

C. Take Seriously the Importance of Global University Ranking

a. Global Ranking Phenomenon

Most interviewees in my study also expressed that they use ranking to evaluate the universities when they engage in international cooperation and link the international competitiveness of universities with ranking. Just like what previous literature review states, “universities clamor to make it to the top list or to be represented in the list,” Taiwanese public universities also believe one of the ways to assess competitiveness is through those rankings or international comparisons.

Let’s think about how we work at International Office. For instance, if a university from Eastern or Northern Europe approaches us, how can you tell how good that university is? You would check its ranking since it is a common language, or what else I can have reference? Conversely, when we approach other universities, they also check our ranking because they need to find our position. You tell me how we can tell which universities are good among 40 thousand universities in the world? Just like what I just said, QS is a common language. If you want to speak a different language, it is fine but nobody will pay attention to you...(DA-05-6)

In the past, there is no clear comparison. But now we have university global ranking. No matter it is fair or not, the ranking is there and everyone is using it as a reference. We can clearly feel the competition pressure so that’s why university leaders start to pay attention to it...(BP-08-4)

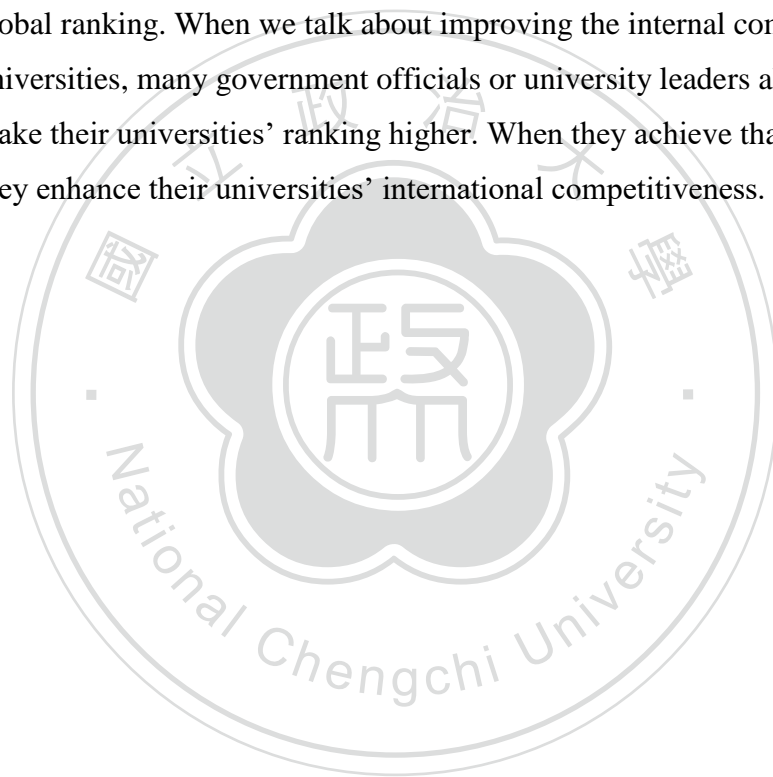
b. Ranking is a Quick and Common Reference

According to Shin (2013), many countries and higher education institutions “benchmark top-ranking universities to establish strategic plans to accomplish their goal of becoming a world-class university “. He also stated that many universities in developing countries also strive to increase their position or climb higher in the global rankings. Consequently, universities in developing countries imitate the university model of developed countries, especially US universities. Most interviewees in my

study also expressed that they use ranking to evaluate the universities' international competitiveness since ranking is a common reference for people to check or benchmark.

University's international competitiveness is related to the ranking. Ranking is a comparison and reference. If your ranking is good, you can make more partners in the world. People know you by your global ranking position. Ranking is like a business card. (DA-04-5)

It is easy for us to associate university international competitiveness with global ranking. When we talk about improving the internal competitiveness of universities, many government officials or university leaders all wish they can make their universities' ranking higher. When they achieve that, they all feel they enhance their universities' international competitiveness. (BP-08-4)



4.2. Higher Education Stakeholders' Perceptions of Their Affiliated University's Governance and its Relation with the International Competitiveness of Their University

All of the participants were asked about their perceptions of their affiliated university's governance by the question, "What is your university' governance model? Does it play an important role in enhancing your university's international competitiveness?" (貴校的的治理模式如何?是否在提升貴校國際競爭力上扮演重要角色?)

4.2.1. Taiwan Perceptions of their Affiliated University's Governance

A. Leaders Matter

a. Leadership Affects Decision-making.

In Chapter Two, I recapitulated how the decision is making in public universities in Taiwan. According to University Act(大學法), it is the university council to deliberate and make decisions regarding significant university matters. University council meetings shall be convened by the president, at least once each semester. Although the university council comprises the *university president, vice president(s), teacher representatives, heads of academic affairs units and administrative units, representatives of research personnel, representatives of non-teaching staff, student representatives, and representatives of other personnel* (University Act), it is common for public universities to use a top-down approach for decision-making. Consequently, interviewees believe leaders or the university play a very important role since they make the final decisions for the universities they lead and leadership is important to the overall success of organizations.

In Taiwan, we used to make decision from top-down. In terms of governance, no matter what we refer to, either, personnel, decision-making, financial management, accountability, stakeholder involvement, transparency, etc... In my university, leadership is important in our governance. And leadership is related to decision-making. We just mentioned decision-making and

personnel, as the current world is so different from the past and every problem is complicated, so now we cannot solve the problem only based on single discipline knowledge or perspective. When making decisions, you have to be quick and correct and have a comprehensive mind. So it really depends on the leadership. The leader's reaction, stakeholders, your trust relationship all matter. So I really feel when dealing with crisis, the ability to make the right decision is critical. (AA-01-5)

I will say it's the president because the President is in charge of everything. She is the most involved all the time. She has to interview the students, know the financial situations. She has to know where her university stands. And because she makes the final decisions on the big problems, I think she has the most responsibilities. (AS-11-3)

b. Leadership Affects University Direction

According to many books on leadership and management, we have seen many definitions like, "true leadership will steer our ship in the right direction," "leadership is a relationship between followers and those who inspire and provide direction for them," etc. Similar views are also shared by the interviewees in my study. They stated,

I've never thought this way, but I started to realize the leader can make huge influences in the university direction due to the current President. If this leader is less authoritative, maybe people can communicate. But the problem is there is no communication. (BP-08-4)

I think leader should take some responsibility. A leader can decide the direction of a university's teaching. He can provide varied subsidy plans. Of course we know not every professor does things for the financial support. But leader's preference does impact many things. If some courses can receive more subsidy or resources, professors will definitely be willing to pay more attention and energy on it. But if there is no any special focus from the

management team, professors will just provide courses based on themselves and their interests. They wouldn't have a collective perspective to think about what courses should be put together as a module beneficial for students. (CP-09-5)

B. Challenges for Collegial Governance

a. Academic leadership is formed as a non-permanent, and often not full-time position.

As shown in Chapter Two regarding the personnel arrangement in public universities in Taiwan, each term of office for the university president in most public universities lasts four years and it is the university president to appoint the administrative supervisory posts, according to their university organizational regulations. So either the president or the administrative supervisors take on the leadership role for a limited period of time. Besides, in practice, most administrative supervisors in Taiwan's public universities have to teach or research while they hold the leadership role concurrently. Consequently, leadership change or transitions are inevitable in academia but for many interviewees, such changes are viewed as big challenges as these interviewees find it not easy to adapt to the new management style, follow the decisions by less-experienced or less-dedicated supervisors.

The biggest challenge is that the heads of my office are constantly changing and I cannot control it. If our leader can remain not changing so much, at least, even though the new policy is short, it will be a 4-year plan. But if leaders change every year, not only that it's impossible to implement the policy but also that we have to adapt to the new management style. We used up a lot of energy internally before we go out to seek international cooperation. Consequently, we cannot stably move forward. No matter it is about international cooperation or seeking for more cooperation opportunities, it's not an easy task for us. (BP-08-5)

Our administrative supervisors are all professors and they work part-time in our office. They have ideas but their ideas are hard to be realized, which is the

biggest challenge. (AP-05-3)

Leaders come and go. They need to accumulate their experience from scratch. But they are the decision-maker in the office so sometimes it is not easy for us to accept their decisions or work with them. (CP-09-5)

Because university president takes terms, the supervisors take terms as well. In the beginning, professors start their supervisor job with zero experience. But they leave the posts when they become very experienced and go back to their academic work. (AA-01-4)

b. Inappropriate Supervisor-Subordinate Relationships

Regarding the leadership qualifications, though there are no explicit regulations to mandate the university president candidate to hold the professorship, in practice, most public university presidents in Taiwan hold the professorship. As for the administrative supervisors in Taiwan's public universities, most of them also hold the professorship and may not have the management or leadership experience or training previously.

According to some of interviewees, not every leader or supervisor play their role successfully. Such dissatisfaction may be related to the ability, experience or the management style of the interviewees' supervisors.

Actually my supervisor just copies my suggestions since I am more senior. However, I really wish I can be led. So the situation is a bit strange. I am staff and my supervisor is my boss, but since I stay in this office longer, it is me to tell my boss answer. (AP-05-3)

I think we should think about if it is appropriate for professors to act as university leaders. Yes, Provost should be the professor since Provost has to be familiar with academic affairs but not every leader role should be taken by the professors. I say this is because professors normally apply the

teacher/student relationship at work. I mean when professor supervisors find some staff unqualified, they would just think we should help the staff just like how they help their students. But this is not a good model at work. At university, I often see this kind of relationship at work, and I don't think it is good or efficient for university administrative operation. (BP-08-5)

C. Accountability Mechanism Required

a. Regulations to Monitor the Performance Needed

In preceding Chapter 2, we know that universities in Taiwan set up related regulations to govern teaching faculty's teaching quality. But no clear regulations related to the responsibilities, duties, performance or evaluations of administrative roles are specified in public universities in Taiwan. The interviews conducted in my research do resonate with such situations. They expressed their frustration by stating that some staff are underperformed but never receive any scolding or punishment or some leaders do not hold accountable for any inappropriate decisions or policies they made.

I seldom see it. The relationship between supervisor and staff is like the relationship between teacher and student. You will be scolded if you make mistakes but there are no serious consequences. For those staff who perform well, they don't get rewards. In other words, I don't see clear punishment or reward mechanism. (BP-08-6)

If I can make changes, I wish to change our leader. I notice some unqualified administrative supervisor would make some policies which I cannot comprehend. It is really difficult to work with them as we constantly worry his decisions would bring negative consequences to our university. But they don't need to be responsible for their decisions as there is no personnel regulations to monitor their performance. (CP-09-4)

b. Corresponding Performance Evaluation is Called for

Currently, no performance evaluation for the leadership or administrative work in

most public universities in Taiwan is stipulated. In my study, although most interviewees shared the views that performance evaluation mechanism is not easy, they still feel supervisors' feedback, another form of performance evaluation, can benefit the staff or enhance the work performance.

We haven't designed a mechanism or standard which people think it is fair enough to evaluate the performance or a fair or reasonable punishment/reward system. We don't have that evaluation system yet. That kind formula does not exist yet. The reason why this thing is not easy is because it is difficult to judge that things become better is because some staff's contribution and things become worse is because some staff don't do it. (EP-10-4)

To some extent, it is difficult to evaluate your work efficiency. For example, if I plan a new project which I will use 10 million NT dollars on 50 professors. Each professor can get 200 thousand NT dollars to collaborate with a foreign university. When should I evaluate the result? It is really not easy. I really wish to evaluate work efficiency based on the results but we have to give a definition for that result. We are still struggling giving such a definition so we cannot do the work efficiency evaluation now. (CP-09-5)

Based on my observation, supervisors are either too busy to observe how their staff work or they just cannot really tell which staff is outstanding or below average performance. Some staff are good at pleasing the supervisors but they may idle about when the supervisors are not in office. Some staff may be hardworking but seldom take any credits for themselves. So it is not easy. Especially, there is no clear job descriptions for most staff's responsibilities or duties. But I still think it is important for supervisors to provide feedbacks or directions for their staff based on their expectations or the organization goal. I think it can be regarded as another form of performance evaluation and I believe it can greatly help the staff or improve the staff's work performance. (BP-08-3)

D. Incentive Systems Needed

a. Government Regulations Limit the University Flexibility

As stated previously, although national universities to establish endowment fund to generate their own income which they can have more flexible operations of university finances, public universities' expenditures mainly come from the government.

Though some public universities will allocate some fund to provide flexible salary to the outstanding faculty, since public universities stipulate the professors' salary based on the government regulations, such as University Act, Teacher's Act, etc., most professors receive a standardized and uniformed amount of salary no matter whether their teaching performance is outstanding or underperformed.

Since my university is public, the salary scales for the professors or associate professors are fixed. But some differences do exist as they can apply for the government projects. If they wish to have more income, they can seek for more government projects. Although there are Teaching Excellence Awards at universities, which can provide the winning professors some monetary award, professors cannot participate if they receive this award 3 times. (CP-09-6)

Our leaders, such as VP for International Cooperation, or President, constantly discuss what an international university means and they all agree that all of procedures or rules at our university should meet international standards, such as our teaching, our facilities, systems, personnel regulations, etc. In other words, if you compare with foreign universities, we are competitive. To achieve this, we must have enough flexibility and resources. Now we don't talk about resources. But for the flexibility, we still have some room for improvement. This refers to not only the salary part for professors, administrative staff, public officers, etc. but also what positions administrative staff can take. As we are a public university, we have to follow the stiff regulations. (EP-10-7)

The first question is how much income can an assistant professor get annually? Because our salary is fixed. You can google professors' salary as

long as you know their teaching years, then you can find the answer online. I cannot raise their salary. Now we did do fundraising to see if we can make things better but we cannot make it a permanent system. We cannot provide package deal, such as your package including your wife's job at my university, or relocation fee. But it seems that we do provide some of the relocation fee although I don't know where the money is from. Anyway, my university indeed considers this issue and made some progress. For example, professors could only live in the university dorm for 1 year in the past but now they can live there for 3 or 4 years. So slowly, we made progress to meet the international standards. Of course we still have a long way to go. Maybe it will take us 5, 10, 20 years. I don't know but it is good enough as long as we make progress. (EP-10-4)

b. The Effect of Incentive System on Job Performance Should be Emphasized

Following the previous perspectives, most interviewees feel that their supervisors or universities seldom have any measures to let the employees know their work performance, motivate them to work better although the interviewees feel motivation during work is very important because it will help to enhance the chances to achieve the objective of the university.

As mentioned earlier, I don't see any mechanism or standard which supervisors or our HR office use to evaluate their employees' performance or any punishment/reward system. I don't know why. But I guess it is because most people in my university never thought about the importance of the work evaluation and incentive systems and link the relationship with their university's productivity. But how can we become an excellent university without reviewing the efficiency or productivity of their faculty or staff and even the leader? (BP-08-6)

For myself, I think I am one of the few who are passionate about the job. But I am not sure how long my passion can last. There are only few people at work like me. I guess less than 5 people like this. Well, if your supervisors in the

public universities only clap hands to show their appreciation to you without any further rewards, I really don't know how long such a devotion or passion can last. (CP-09-4)

E. Good University Governance Can Enhance International Competitiveness

a. Good University Governance Can Enhance Effectiveness

According to Lewis and Pettersson's report for World Bank (2009), good governance in education systems promotes effective operation. The interviewees also agree with this.

I think if everything I just mentioned can be changed, I think the administration efficiency can be enhanced. For example, if a leader has a great leadership, he can convince his subordinates or colleagues to understand his vision, let his colleagues to do the planning and realize his vision. For the decision-making, I think it is important to lead an effective meeting. Also each good policy requires solid financial support and good qualified staff to implement. And these things are important university governance indicators. (BP-08-3)

An effective university government will consider the needs of different stakeholders in the governance. You will find the info can be properly conveyed via transparency. Everyone is accountable for their role. So I really agree that effective university governance can enhance its international competitiveness. (AA-01-7)

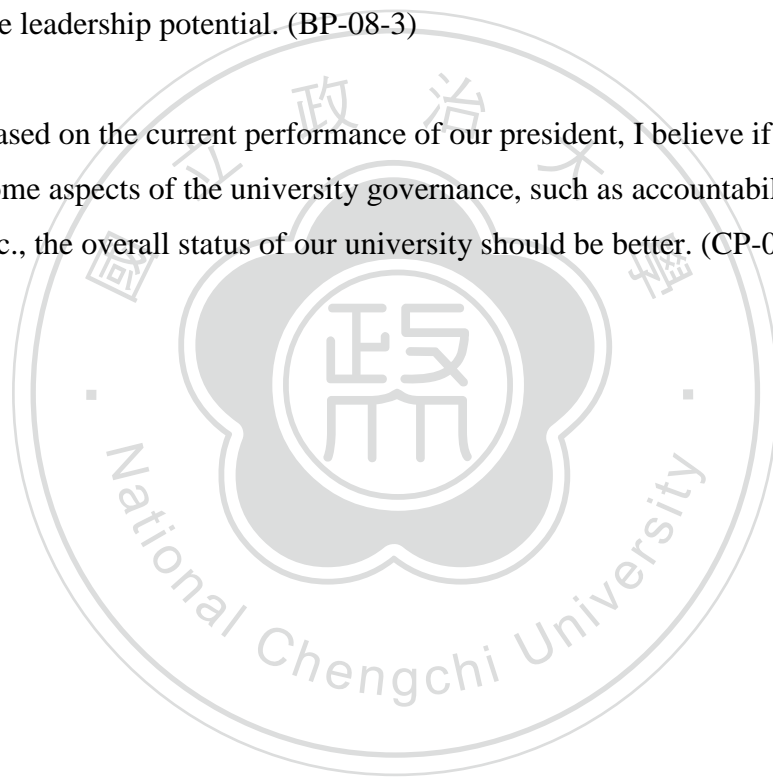
b. The Concept of University Governance should be Enhanced

As the university goals, mission or visions needs to be realized through capable leaders, faculty, and staff and strategic planning, it is not possible for a university to achieve excellence without the proper personnel arrangement, financial support, good decision-making process, great leadership, etc. As internal governance is related to the institutional arrangement within universities, some interviewees in my study also

share the similar views that university leaders should value the importance of university governance.

I am not very familiar with the term of university governance. But I understand a bit from this interview now. I think it is an important topic for the university leaders as it plays an important role in affecting a university's efficiency, education quality, people, etc. However, when we select a university's president, we seldom pay attention to how much the candidate knows how to lead a university. Besides considering candidate's academic achievement, personal integrity, we should also review if that candidate has the leadership potential. (BP-08-3)

Based on the current performance of our president, I believe if he looks into some aspects of the university governance, such as accountability, incentives, etc., the overall status of our university should be better. (CP-09-6)



4.2. Recommendations

In order to receive the participants' recommendations for improvement, the researcher also asked "What are your perceptions if you want to enhance your university's administrative efficiency and international competitiveness?" (您覺得哪裡可以改善來提升貴校行政效能與國際競爭力?)

The participants shared their perceptions as below:

A. Involve Stakeholders in the Decision Making Process

a. Increase Student Involvement

According to Gayle, Tewarie, & White (2003), university governance refers to the structure and process of authoritative decision making for issues that are not only significant for external but also internal members within a university. Some interviewees do share their views on the importance of including students' involvement in their decision-making process. Some universities know the importance and already incorporate student's opinion in the university's students-related decisions, policies, etc. already while some universities believe they should increase their student involvement in their university governance.

We notice there is a big gap between students' thinking and our expectation at my university. I think this reveals a very big issue. In terms of stakeholder involvement, we always think as long as we increase the interactions with our students and understand their needs more, then we have stakeholder involvement. But in fact, for students, they don't think we involve them enough. So how to reach a balance between top-down and bottom-up is not an easy task. (AA-01-4)

As long as the decisions are related to students, we always involve the students, at least student representatives. For example, when we planned to establish a prayer room for Muslim students on campus, we invited Muslim students and student Association to join the discussion. When we were thinking about to improve the student mentoring system, we invited students

and foreign students for initial discussion as we need their actual input. We told them we wish to improve the system and need their feedback to enhance the efficiency. (EA-06-8)

b. Invite Stakeholder Engagement to Maintain/Preserve the Established Good Practice

As mentioned in Chapter Two, governance is the way in which decision-makers combine to solve collective problems and decisions are made and executed after the interactions of the various actors involved in the organization. So stakeholder engagement is a critical component of good governance. Such a view is also shared by some interviewees in my study.

Our current president is in her second term. After she stepped down, I am not sure what it will be like after the next president takes office. So that's why I want to empower the staff. When the staff are professional enough and empowered, they will have different ideas and actions, then good things can stay. We are now in the last 2 years of the current President's term. We reached some agreements and we wish to institutionalize the achievement we created in the past. (AA-01-5)

I think the best way for the decisions to be made; the leader has to get input from everyone first before deciding himself or herself. I feel if he doesn't get the opinion from everyone, he is not going to have a complete idea about what is the best decision to make. (AS-11-3)

B. Sustainable Policy

a. Good Policies Should Sustain

In order to help the universities to strengthen their core research and teaching mission, and achieve their sustainable university development around a comprehensive vision and sets clear university-wide missions and priorities to improve the university overall quality and the image, the university leaders should always make sure if the university

policies or strategies align with the university's missions and vision. However, the term for most university presidents in Taiwan is four years and some new presidents will not follow his or her predecessor's policies and even will initiate new policies or programs which are opposite to those proposed or upheld by the predecessor. A sustainable development of a university should remain whenever there is a change in leadership since it helps building the university image and enhance the university the vision materialization.

So we should be rational and review which policies should sustain to make this university better. And that is why Harvard or Stanford can sustain. Their Boards of Trustees play a very important role in supervision. Not that new president can just change the university direction as he wishes. We have to consider the university goal, vision, mission, etc. and do everything based on those. That's why they can last for 1 or 2 hundred years or 3 or 4 years. We can just carry through for 10 years. (BA-02-4)

How to design a system which can let some good things which require longer time can be developed? I totally agree with you that some things need 30 years to build their foundation. In my class, I will use Head & Shoulders shampoo (海倫仙度絲) as an example. Its market positioning never changes. It can just focus on dandruff shampoo in 10 or 20 years no matter who the CEO is. How did they do it? Right, such no change creates a successful image of their company's product. If they change their market positioning every 5 or 10 years, customers won't remember their image or brand. (DA-05-6)

b. Creating Stability in Leadership

According to some scholars (Bryson, Barth & Dale-Olsen, 2013; Rafferty & Griffin, 2006), repeated organizational changes including the leader turnover may cause some effects such as job anxiety, increased frustration and stress levels, demotivation, lowered employee's confidence in handling changes. Although it is unlikely to have the same president for over 10 years in Taiwan's public universities or it is not most stakeholders' expectations. But according to the interviewees, they may have

encountered higher turnover of their supervisors under a certain president or hope they can be led by a more capable and experience supervisors as they believe stability in leadership may improve or increase the employees' morale and university performance.

The biggest challenge is that the heads of my office are constantly changing and I cannot control it. If our leader can remain not changing, at least, even though the new policy is short, it will be a 4-year plan. But if leaders change every year, not only that it's impossible to implement the policy but also that we have to adapt to the new management style. We used up a lot of energy internally before we go out to seek international cooperation. Consequently, we cannot stably move forward. No matter it is about international cooperation or seeking for more cooperation opportunities, it's not an easy task for us. (BP-08-7)

It seems our fate. Universities are not private companies. I imagine the company leaders change less than universities, so the private companies can remain consistency in the business goals and focus on the performance. Based on the current practice, the administrative supervisors are normally professors. Not every professor is suitable for managerial job. It takes time for them to become a great leader to lead their members. And when they become more experienced, their term may be finished and they have to go back to teaching. It is a pity that good professor supervisor cannot stay at this kind of positions longer. If that professor is good at managing the administrative office and if they also enjoy the administrative job, why can't they choose to stay in that position? We also like to be led by a suitable and experienced supervisor. But it seems impossible to change this. (CP-09-5)

C. Government Deregulation

a. Prudently Deregulated from Government Control

As discussed in the literature review, we are facing a faster-changing, more complicated and globally-connected world, the traditional government function to

control and rule all of the operations is not possible. Public administration around the world has already developed a new form of governmentality which allows a more open, market-driven, deregulated practice to take its course. Both private and public sectors embrace the notion of efficiency, accountability, and autonomy. In order for universities to timely cope with the diverse demands and challenges that they are experiencing now, universities need greater autonomy, freedom and flexibility. That's why some interviewees expressed the similar views that our government should loosen up the rules and review the regulations they made to the universities to see if the rules keep up with the times and facilitate the university governance efficiency or not.

Our Ministry of Education should loosen up the rules and be more open. They really put too many restrictions on universities. The Ministry separates the universities into public and private. Since public universities receive more fund from the Ministry, the public universities have to follow their regulations...(DA-04-5)

If we really want to relax the regulations, that might be a bigger and harsher experiment and you don't know the result yet. So I prefer a mild deregulation and observe the impact of the mild deregulation on universities and governance efficiency. In other words, I prefer the government take a mild or gradual step in terms of university deregulation and observe the impact. We should observe how such a deregulation influences the university governance, efficiency, international performance, market relevance, university–industry collaborations, etc. Then we can know if deregulations work or help. If it works, then we can take a step-by-step approach for university corporatization. (DA-03-6)

b. University should be More Self-Reliant

In the meantime, public universities in Taiwan should learn to be gradually less dependent on the government fund and find more ways toward reliance on other sources of funds. Currently, about 50 % of the total revenue of public universities in

Taiwan is from the government subsidies, which is an indicator showing their heavy dependence on one source of funds. The views shared by some interviewees that we should be more self-reliant and think ahead to the consequence if we wish not to depend on a single funding source, government, also demonstrate that it is important for public universities to enhance their fund-raising capabilities to be financially self-sufficient.

I heard many people complained about too much control from the government, but we greatly rely on the government fund to operate our university. If we really want true autonomy and enjoy true academic freedom, the universities also need to figure out where to generate other sources of funds for the university. It is not easy. Like our office, we actually thought about this many years ago and tried to earn some money by the programs, activities, gifts we designed. Hence, now we can do many things without the limit of the government accounting or personnel regulations. I think public universities in Taiwan should start to think about this issue as I think it will enhance your university's ability to survive in the competition. (EP-10-6).

I feel many people do not want to commercialize the education. I agree with this view to some extent. However, the university leader should also be aware of the importance of financially self-sufficiency. It is an importance issue. However, it seems that people just complain about how ridiculous the MOE's regulations is but never go deeper to discuss how to we can be more self-reliant and autonomous...(BP-10-7)

Chapter Five Research Conclusions and Recommendations

The purpose of this study is to discover the international competitiveness pursuit and the governance in Taiwan's leading public universities through the window of New public management (NPM). NPM is an approach by drawing the management techniques and practices mainly from the private sector, based the conviction that the management derived from the private for-profit sector can create change and improvements in the public sector. NPM is characterized by the use of markets, competition; empowered entrepreneurial management; performance monitoring scheme, goal setting and quality assurance mechanisms; and a focus on outputs. The researcher provides the research conclusions based on the information that was generated from the literature review and the interviews with the stakeholders in the leading public universities in Taiwan. In this chapter, the researcher will also make some recommendations, hoping which provide some insights for practitioners, such as university leaders, administrators, faculty, policy-makers, etc. regarding the current status. If possible and interested, they may further study what governance structure might work better than current practice to help them cope with the complex and global challenges in the increasingly intense global competition in higher education.

5.1. Research Conclusions

The researcher will present final results of the study based on the literature review, document analysis and interview result and elaborate further in the below:

5.1.1. Government Regulations Hindering Public Universities from Applying the Market Mechanism to Drive Competition Should be Removed

After the University Act (大學法) was revised in 1994, universities in Taiwan were granted more autonomy to universities. But if we try to review the current governance in Taiwan's public universities through the window of NPM, we may not find

universities in Taiwan are governed based on the NPM principles.

One of the NPM's characteristics is using market-like forces to drive competition in higher education. In today's globalized world, Taiwan's universities, both public universities and private universities, face increasing local and global pressure and competitions in terms of attracting students, faculty and resources. However, in the meantime, due to the government regulations, the internal governance model in public universities in Taiwan is not designed based on the market-driven mechanism, either the personnel selection, work performance reward system, etc. Instead, it is the rigid bureaucratic red tape hindering the public universities' responsiveness and development and their efficiency and innovation. Hence, as the current internal mechanism cannot induce the excellent performance or production, it is hard to believe that Taiwan's universities are able to win this global higher education competition

5.1.2. Entrepreneurial Working Culture Should Be Established before Empowered Entrepreneurial Management

In order to achieve greater efficiency and improved performance, public sectors often look at business methods and goals for approaches to innovation. Encouraging or empowering their employees to have an entrepreneurial mindset or spirit is one of the approaches. According to a business dictionary, an "entrepreneur" is a person who take initiative to take benefit from any opportunity when he encounters and produce desired result. An entrepreneur is also a risk taker who will do anything to win. He always keeps an eye on what is happening before him by monitoring and controlling all the business activities. However, public universities are regulated by a central unified system which is typically formalized and risk-averse. Hence, most employees might find it difficult to innovate in a working culture which is less conducive to innovation.

5.1.3. Explicit Standards and Measures of Performance

Good performance measurement is an important component of planning, monitoring and control, comparison and benchmarking, improvement and accountability (Pidd, M, 2012). As mentioned previously in Chapter Two, universities in Taiwan only set up related regulations to govern teaching faculty's teaching quality and promotion criteria, but there are no clear regulations related to the responsibilities, duties, performance or evaluations of administrative roles specified in public universities in Taiwan. Any financial or non-financial mechanisms that can motivate or reward administrative supervisors or staff for their satisfactory or good performance are also rarely set up at most public universities in Taiwan. Hence, if there are no explicit standards or measures to assess the performance, how the administration or governance efficiency or function can be monitored, evaluated and improved?

5.1.4. Goal Setting

As stated previously, universities as a “loosely coupled system,” are characterized by goal diversity and ambiguity and this is a common phenomenon in many universities. As pointed out previously in Chapter Two, although many important decisions including the university goals are made in the university council meetings, since not all the meeting participants are familiar with the issues put in the agenda or the meeting chair can conduct meetings efficiently, especially when the administrative leaders, teaching faculty or students sometimes have different standpoints about some issues, not all the decisions can be made in the meeting. Unlike the enterprises in private sector, universities are not guided by the principle of seeking profit as the first priority, university goals are often varied among different departments and not easy to reach a consensus.

Due to the academic freedom, and the central administration, including university president, unable to demand every university employee by law to obey him or achieve the goals he wishes to be realized.

5.1. 5. Quality Assurance Mechanisms

According to the University Act, in order to help the university development in Taiwan, the Ministry of Education shall “*carry out regular assessments of the universities.*” In 2005, the Ministry of Education and Taiwan’s universities made a concerted effort to establish Higher Education Evaluation and Accreditation Council of Taiwan (HEEACT, 高等教育評鑑中心基金會) to carry out regular assessments of the universities. According to HEEACT, “*by conducting third-party external accreditation, HEEACT supports Taiwan HEIs in their endeavor to constantly improve on education quality.*” (Higher Education Evaluation and Accreditation Council of Taiwan, 2020).

However, it is noted that the internal quality control mechanisms are not commonplace within public universities in Taiwan as there is no dedicated office in charge of it. Moreover, as quality assurance inspection is a time-consuming task, it is not possible for universities to receive frequent assessment inspections. It is suggested that universities should seek ways to incorporate or internalize quality improvement principle in the daily operation and inspire the employees to pursue quality.

5.1.6. Focus on Outputs

One method to evaluate at the effectiveness and efficiency of any policy or strategies in higher education is to conduct input and output analysis. As we all know that in recent years in Taiwan, the government made a great efforts and investments in enhancing the university international competitiveness, and the university outputs related to international competitiveness should mainly refer to instructional and research outputs. In order to receive the government funds, universities in Taiwan dutifully collected the related data, such as number of international students and faculty, English-instruction programs, joint-degree programs, etc. Besides, most of Taiwanese universities pay much attention to their university positions in the global ranking and number of research output including publications, international seminars, international partnership and collaboration.

In general, public universities do pay attention to quantitative measurement of the

educational output. However, for those non-quantitative impacts produced by the university, such as the achievements of graduated students, their social impact, etc., it seems we also need to engage in more longitudinal studies on those areas.

5.2. Recommendation for Future Research

From this research, the first-hand information collected from the practitioners, students and leaders shows that in order to increase university competitiveness, the stiff regulations from the government should be loosened, the public universities should find ways to be more self-reliant and effective university governance should be implemented. Based on the literature and document analysis, case study on two universities in China and Korea, interview results, it also shows that the traditional collegial governance is not the most effective governance model and NPM (a.k.a. managerial) governance or even entrepreneurial governance are believed to be the governance models which may be more suitable or needed in the present intense competition in higher education worldwide. More empirical research on the Taiwanese university administration personnel management, the reasons hindering the NPM practice, the feasible implementation strategy, etc. would be needed to create the necessary preconditions for the NPM principles to be able to work properly in Taiwan higher education.

5.3. Recommendation for Future University Reform in Taiwan

5.3.1. University Governance Concept Should Be Emphasized

As good university governance can enhance the university efficiency and effectiveness as it is related to the steering the operations of the universities. But it seems that not all the university leaders understand the university governance concept well and its importance. When selecting the university president, little emphasis on the candidate's administrative skills, such as communication, coordination, leadership abilities, instead, more emphasis on academic achievements, moral integrity. In order to enhance the university operation efficiency and effectiveness, the government

policy makers and university personnel offices should also pay attention to the qualification requirements for university president, review the current governance framework, and try to provide a more flexible environment conducive for effective university governance arrangements while university leaders should also enhance their knowledge of university governance concept and leadership skills and capabilities.

5.3.2. Performance Measurement Should Be Designed

Since accountability matters and accountability and performance measurement are linked inextricably, it is necessary to establish the performance measurement system to monitor the university operation, such administration management and efficiency, research output, beside current teaching evaluation.

Currently, performance measurement in universities is given insufficient attention. However, performance measurement can not only provide useful information and support innovation and development, but also encourage a culture of continuous improvement for an institution.

5.3.3. Importance of Stability in Leadership

As university leaders play a very significant role in university direction and development and frequent leadership change can greatly exhaust the internal confidence and vitality and may not enhance university performance. However, due to the nature of the current collegial governance, most administrative supervisors in Taiwan's public universities cannot serve as a permanent and full-time basis. After a limited period of time, the positions of the leader or the administrative supervisors will be taken by another less-experienced or less-dedicated supervisors.

5.3.4. Universities Autonomy Realized through Self-Sufficient

Public universities in Taiwan depend on the government financial support greatly. Hence, most of our operations have to follow the government regulations. If universities wish to realize the autonomy and academic freedom, they should seek

ways to diversify and increase their university income. They can look to tuition fees, research overheads, donations, academic-industry collaboration, patents, licenses, etc. to augment their universities' financial resources.





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APPENDICES





APPENDIX A

Interview Questions



APPENDIX A Interview Questions

訪談大綱(原文中文)

國際競爭力:

1. 甚麼是大學的國際競爭力?
2. 為什麼貴校要增強國際競爭力?
3. 您覺得您的學校具備國際競爭力嗎?
4. 貴校如何增強國際競爭力?策略為何?
5. 是誰制定貴校國際競爭力相關的決策?

「大學治理」與學校國際競爭力的關聯性:

1. 您覺得有效的大學治理是否可以提升大學的國際競爭力?
2. 貴校的的治理模式如何?是否在提升貴校國際競爭力上扮演重要角色?您覺得哪裡可以改善來提升貴校行政效能與國際競爭力?

挑戰

1. 在您工作中跟加強國際競爭力相關部分，您是否面臨許多挑戰? 若是，可以分享是那些挑戰嗎?這些挑戰，您個人可以克服嗎? 若無法?您覺得挑戰背後的原因為何?
2. 若您可以改變目前的情況，您想如何解決這些挑戰? 您覺得最該先被優先處理的問題是?您覺得最急迫需要改善的問題是?

APPENDIX A

Interview Questions

(English Translation Version)

International Competitiveness:

1. What is university international competitiveness?
2. Why does your university want to enhance international competitiveness?
3. Do you think your university is internationally competitive?
4. How does your university enhance international competitiveness? What are the strategies?
5. Who makes the policies related to your university's international competitiveness?

The Relationship between University Governance and International Competitiveness:

1. Do you think effective university governance can enhance a university's international competitiveness?
2. What is your university governance model like? Does it play an important role in enhancing your university's international competitiveness? Which part can be changed to enhance your university's administrative efficiency and international competitiveness?

Challenges

3. Do you face many challenges at work, especially those related to international competitiveness? If yes, could you share those challenges with me? Also could you conquer those challenges by yourself? If not, what causes those challenges?
4. If you could change the current situation, how would you like to solve those challenges? Which problems you think should be dealt with? What are the most urgent problems?



APPENDIX B

Consent for Participation





APPENDIX B

Consent for Participation

Qualitative interview

Project title: Governance and International Competitiveness of Leading Public Universities in Taiwan, from Perspective of New Public Management

Researcher: Claire Yun-Hui Tao, PhD Candidate at International Doctoral Program in Asia-Pacific Studies, College of Social Sciences, National Chengchi University

Main Supervisor: Prof. Robin Jung-Cheng Chen, Associate Dean, College of Education, National Chengchi University

Invitation to Participate

I would like to invite you to participate in this original research project. Participation is voluntary. Before you decide upon your participation, it is important for you to understand why the research is being done and what your participation will involve. Please take time to read the following information carefully. I am happy to answer any questions or concerns.

Research Purpose

As public universities in Taiwan not only receive more support and funds from the government but also enjoy higher prestige historically than private universities, this study aims at realizing a better and deeper understanding of how the public universities are governed, particularly, how the leading public universities in Taiwan are governed to pursue international competitiveness in the globalized era and the key stakeholders' perceptions of the current practice.

With this project, I aim to address a gap in our understanding of how leading public universities in Taiwan are governed, acquire the recommendations from leaders and administrators in terms of their university governance and the pursuit of international competitiveness, and organize the info in terms of practical implications and future research directions. Data for this project will be qualitative and collected through document analysis and qualitative interviews.

Topics of discussion:

- University Governance
- International Competitiveness
- Relationship between University Governance and University International Competitiveness
- Challenges and Recommendation

Length of Study

The interview is expected to take place between November 2020 and January 2021. Approximately 10 – 20 individuals will be interviewed from a pool of university students, employees, including presidents, vice-presidents, senior administrative staff, etc.

Data Collection and Individual Involvement

Your participation in this research would involve a qualitative interview during which I would like to speak to you about the governance of Taiwanese leading public universities and their pursuit of international competitiveness. The interview will last approximately 60 minutes but the duration will also depend on how much time you will have at your disposal.

Data Storage and Usage

The data will be stored on a secured, password-protected computer. The data will be analyzed according to the chosen theoretical framework. Research results will be presented in a scientific journal article, a doctoral dissertation, presentations and other texts that may be publicly disseminated.

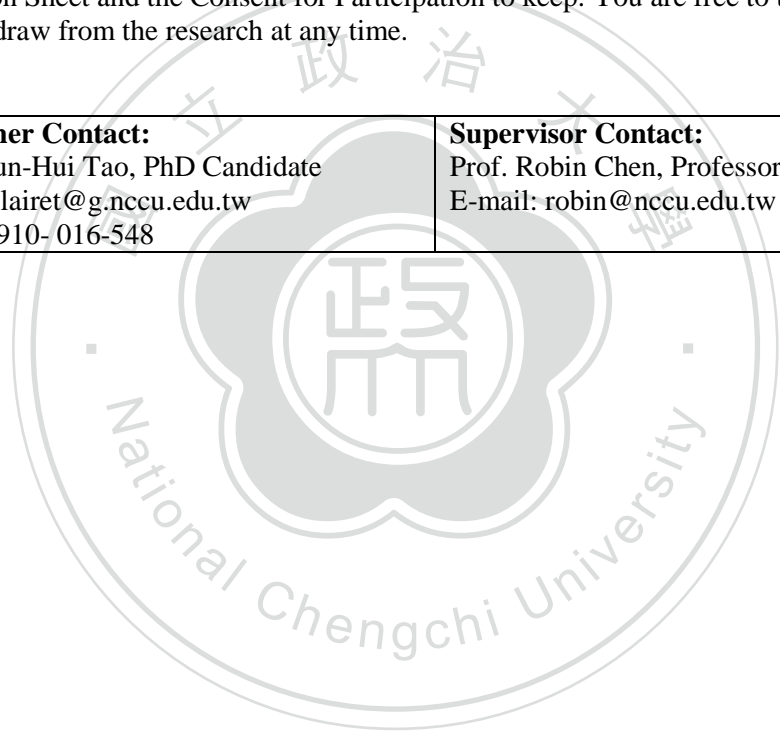
Ethics, Confidentiality and Anonymity

Confidentiality is an important aspect of the research and is discussed with each participant to ensure that no disadvantage occurs as a result of the research. The identities of individuals and organizations will be anonymized.

Agreeing to Take Part

If you agree to take part in this study, you will be asked to sign the Consent for Participation attached before you are interviewed. You will be given a copy of both the Participant Information Sheet and the Consent for Participation to keep. You are free to temporarily or fully withdraw from the research at any time.

Researcher Contact:	Supervisor Contact:
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APPENDIX C

Research Result Structure



Appendix C: Research Result Structure

I. International Competitiveness Pursuit in the Public Universities in Taiwan	1. Definition for University's International Competitiveness	A. Ability to Attract Talent and Resources	a. Attract Resource and Have Resource Exchange
			b. Having Priority over Others
		B. Global University Ranking	a. Everyone Uses Ranking as an Evaluation Tool
			b. International Competitiveness Means Top Ranking
		C. Ability to be Linked to the World	a. Meeting International Standard
			b. Abilities to Solve the Global Issues
	2. Drivers for Universities to Pursue International Competitiveness	A. Student Cultivation	a. Cultivate the Next Generation
			b. Prepare the Students for the Future
		B. University Quality Improvement	a. Competition Makes Quality Better
			b. Competition Improve Productivity and Performance
		C. To Attract Talent and Resources	a. To Attract Resources
			b. To Attract Students
		D. To Inspire Innovation	a. The Importance of Biodiversity
			b. Impact of International Collaboration
	3. Strategies Public Universities Used to Enhance their International Competitiveness	A. Internationalization at Home	a. Internationalize the Campus
		b. Provide English Environment	
B. Increase Your Own Quality		a. Your Quality Determines your Competitiveness	
		b. Fierce Competition Enhance Your Viability	
C. Take Seriously the Importance of Global University Ranking		a. Global Ranking Phenomenon	
		b. Ranking is a Quick and Common Reference	

II. Higher Education Stakeholders' Perceptions of Their Affiliated University's Governance and its Relation with the International Competitiveness of Their University	1. Taiwan perceptions of their affiliated university's governance model	A. Leaders Matter	a. Leadership Affects Decision-making.
			b. Leadership Affects University Direction.
		B. Challenges to Collegial Governance	a. Academic leadership is formed as a non-permanent, and often not full-time position
			b. Inappropriate Supervisor-Subordinate Relationships
		C. Accountability Mechanism Required	a. Regulations to Monitor the Performance Needed
			b. Corresponding Performance Evaluation is Called For
	2. Recommendations	D. Incentive Systems Needed	a. Government Regulations Limit the University Flexibility
			b. The Effect of Incentive System on Job Performance Should be Emphasized
		E. Good University Governance can Enhance International Competitiveness	a. Good University Governance can Enhance Effectiveness
			b. The Concept of University Governance should be Enhanced
		A. Involve Stakeholders in the Decision Making Process	a. Increase Student Involvement
			b. Invite Stakeholder Engagement to Maintain/Preserve the Established Good Practice
		B. Sustainable Policy	a. Good Policies should Sustain
			b. Creating Stability in Leadership
C. Government Deregulation	a. Prudently Deregulated from Government Control		
	b. University Should be More Self-Reliant		



