國立政治大學社會科學院亞太研究英語碩士學位學程

International Master's Program in Asia-Pacific Studies

College of Social Sciences

National Chengchi University

碩士論文

Master's Thesis

台灣高等教育評鑑制度改進之研究

A Study of Improvements for

Higher Education Evaluation System in Taiwan

Student: Aimee Huang（黃淑娥）

Adviser: Professor Chung-Yuang Jan（詹中原教授）

中華民國 100 年 1 月

January, 2011

台灣高等教育評鑑制度改進之研究

A Study of Improvements for

Higher Education Evaluation System in Taiwan

Student:　Aimee Huang（黃淑娥）

Adviser:　Professor Chung-Yuang Jan（詹中原教授）

國立政治大學社會科學院亞太研究英語碩士學位學程

碩士論文

Master's Thesis

International Master's Program in Asia-Pacific Studies

College of Social Sciences

National Chengchi University

中華民國 100 年 1 月

January, 2011

Outline

Abstract

The demand of higher education is a worldwide trend in the knowledge based economy of the 21st century. Taiwan has a rapid higher education expansion during the past two decades, and the quality control is becoming a highly concerned issue. The Higher Education Evaluation & Accreditation Council (HEEACT) is conducting general evaluations for higher education programs in Taiwan. Non-governmental commissions like the Institute of Engineering Education Taiwan (IEET) and the Association to Advance Collegiate Schools of Business (AACSB) are also conducting accreditations in Taiwan. A national policy for the effective evaluation of higher education is currently formulating by the Ministry of Education.

The impact of globalization is another driving force for the evaluation and accreditation of higher education programs. Higher education evaluation and accreditation not only enhance the teaching quality, but also promote professional mobility. During the last several years, there were different opinions, arguments and complains for the evaluation conducted by HEEACT. The aim of this study was to select major issues of higher education evaluation, to find out opinions from related experts, and to discuss the differences and similarities of interview results.

This research applied the in-depth interview method to collect the comments for higher education evaluation and accreditation in Taiwan. Fifteen professionals and administration leaders have been interviewed. The interviewees showed consensus on one third of the interview questions. Their opinions on various interview topics have been recorded, analyzed, and compared with literature evidences. The results of this study provide useful information to the future policy and improvement.

Keywords: In-depth Interview, Higher Education, Evaluation, Accreditation

中文摘要

在知識經濟發展的 21 世紀，高等教育的需求是世界性的趨勢。台灣在過去 20 年中，高等教育有急速的膨脹，因此高等教育的品質管制也成為重要的議題。高等教育評鑑中心 (HEEACT) 目前在台灣針對各類別的系所進行評鑑，其他非政府機構例如中華工程教育學會 IEET) ，以及國際機構 AACSB 也在台灣進行教育認證，目前教育部正擬定有關高等教育評鑑的國家政策。

國際化的衝擊，也是促進高等教育評鑑或認證的驅動力量。高等教育評鑑不僅提昇教學品質，也促進專業人員的國際流動性。在過去數年之中，對於高教評鑑中心執行之結果，各方有許多不同的觀點、爭議以及抱怨。本研究的目的，在於選擇高教評鑑相關之主要議題，收集專家學者的意見，並且討論受訪者對於這些議題具有共識或不同意見的結果。

本研究採取深度訪談的研究方法，獲取專家們對於高等教育評鑑或認證的看法。本研究共有 15 位專家學者參與訪談，由訪談結果顯示，受訪者在三分之一的議題方面具有較明顯的共識。本研究將訪談結果整理分析，並與文獻上所取得的資料相互對應比較。本研究結果對於政府制訂未來高等教育品質管制的政策提供有用的資料。

關鍵詞： 深度訪談，高等教育，評鑑，認證

Chapter 1 Introduction

1.1 Research background

1.1-1 The expansion of higher education in Taiwan

The twenty-first century is an era of knowledge economy. The demand of higher education is becoming a worldwide trend where Taiwan definitely can not be exceptional. There was only one university, the National Taiwan University, upon the retreat of government from mainland in 1949. There were also other three independent colleges: The Engineering College at Tainan, The Agricultural College at Taichung, and The Normal College at Taipei. The total number of students in higher education was 5,374 in 1949 (Department of Statistics, Ministry of Education). The number of enrollment of colleges and universities increased over 100,000 in 1971, 250,000 in 1991, 500,000 in 2000, and reached 1,010,000 in 2010. Fig. 1.1 demonstrates graphically the rapid expansion of higher education in Taiwan.
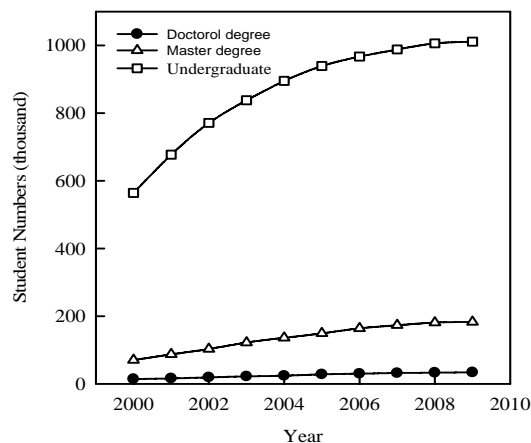
Fig. 1.1 The number of enrollment for higher education in Taiwan from 2001 to 2010. (Department of Statistics, Ministry of Education, Taiwan)

According to the White Paper of University Education Policy (Ministry of Education in Taiwan, 2001), the development of universities was classified by their patterns as general universities or specialized colleges. They can also be graded by their nature as research, teaching, and community universities. It was observed at the beginning of the 21st century that many higher education organizations set their targets as the promotion from teaching or technological oriented units to research type general universities. This motive is not correct, and the situation becomes even worse after 9 years from the announcement of the White Paper. The results are the waste of higher education resources and the intermixing of their proper functions.

Universities have been existed in one form or another for more than several hundred years in the world (Kells, 2006). Higher education nowadays is not considered only for elite, but also for much broader groups with different qualities and requirements. The proper differentiation for the functions of higher education organizations was aimed as an important factor during the higher education reform in Taiwan. This reform engineering can not be successfully accomplished if the curriculum design and outcomes assessment were not carefully evaluated.

The transition from elitism to mass higher education in Taiwan has been discussed by Wang (2003). Wang pointed out two important issues of the unemployment rate of university graduates and the increasing financial burdens on the government. Lin (2007) also investigated the education expansion and the phenomena of inequality in Taiwan. It was shown by the Gini coefficient analyses that the rapid education expansion in Taiwan from 1980 declined the educational inequality. The skill-biased technological change, however, also resulted in the rise in income inequality. The national policy of higher education expansion in Taiwan has a correct

direction, but it definitely generated some negative effects. Quality assurance is becoming a major concern along with the rapid expansion of higher education. A balance between supply and demand of highly educated graduates is worthy considering in order to avoiding the problems of over-education and unemployment.

1.1-2   The importance of quality control of higher education

Since Taiwan has a rapid higher education expansion in the past two decades, quality control of those educational organizations and professional programs becomes highly required. According to the message from the president of the Higher Education Evaluation & Accreditation Council of Taiwan (HEEACT), university evaluation is "a long term commitment and an important tool to raise the standard of higher education institutions". The purposes of higher education evaluation or accreditation include the following items: (1) to examine the current quality status of the academic programs of higher education institutions. (2) to assess the learning environment and to suggest improvement mechanisms for those institutions. (3) to assist the institutions on developing their teaching excellences. (4) to provide evaluation results to government for future public policies.

The higher education in Taiwan faces many challenges after the education reform during the last decade. Some indexes had been suggested and quantitative comparisons had been presented with other countries (楊朝祥，徐明珠，2008). These indexes were used as the references for the formulation of policy, and as the standards of educational evaluation. The indexes they analyzed included the percentages of educational budgets out of GDP, the impact factors of SCI (Science Citation Index) and SSCI (Social Science Citation Index) research papers, and the number of foreign graduate students in the United States. Although there are many arguments on the

5

quantitative indexes, it is observed that quality control of higher education is a national policy especially in the era of globalization.

The proper function of higher education evaluation had been discussed. The higher education evaluation results had been investigated according to the announcement by HEEACT (王順民，2007). In year 2007, the percentage of passing the HEEACT evaluation was 66%. This number reflected an unqualified structure after the higher education expansion. Many institutions did not have clear educational objectives, or enough teaching facilities. The higher education evaluation should not become "the straw that breaks the camel's back" (王順民，2007). The mission of higher education evaluation is not a threat or burden to the students and teachers. It should provide a diagnostic function to the institutions. It should also yield advices to the policy makers of the government.

The White Paper of University Education Policy (2001) stated that an evaluation system should be established for the close range target of academic excellence. This evaluation system is planned as a non-governmental organization to reach the quality assurance of higher education programs. This policy has been put into effect in recent years. Further investigations are definitely required to improve the effectiveness of teaching mechanism in Taiwan. These investigations are also essential to direct the national policy for monitoring the quality of higher education in Taiwan.

1.1-3   The impact of globalization in higher education

The progress of higher education requires initiative improvement as well as external stimulation. It is stated in the White Paper of University Education Policy, Ministry of Education, Taiwan (2001) that the international exchange and cooperation

are the essential parts for higher education development. This policy is implemented in many higher education institutions as they have started programs for receiving foreign students in recent years.

Globalization and the growing knowledge-based economy caused the progress of higher education as business practice with competition in a global marketplace. Mok (2003) discussed the globalization and higher education reconstructing in Hong Kong, Taiwan and Mainland China. Mok (2003) stated that the strategies in university governance included more decentralization, privatization and marketization. Although the state should play an important role in policy choices, there is increasing need to measure the quality assurance and to audit the performance of higher education institutions. The non-governmental evaluation/accreditation institutions should be responsible for this mission.

Although globalization is an inevitable trend, international policy and practice for higher education have not been successfully developed in every state of the world. For example, Van Damme (2001) discussed the quality issues on international higher education. He stated that the export of higher education via branch campus and international cooperation have developed a transnational network. The following challenges have to be faced such as the recognition of foreign diplomas, degrees and credits. Lieven and Martin (2006) again discussed the situation of setting up for-profit, offshore programs and campuses of higher education institutions. They presented that higher education is becoming a global free market while its regulation is still strongly under the local national systems. The demands of the consumers (the students) may not be operated on the basis of quality. The governments have to be responsible for regulating provisions which directly affect the citizens.

Julian and Ofori-Dankwa (2006) discussed that the on-line education or virtual universities led to discontinuous changes in the business school. They argued that the accreditation standards are better situated for traditional or continuous institutions rather than the discontinuous environment. The opposite argument has been presented by Zammuto (2008) that the diffusion of accreditation into the growth of for-profit universities is beneficial to part-time or international students in business school. This is because that accreditation requires the schools to identify the clarity of markets they served. The results of accreditation brought differentiation among institutions as their markets are becoming more competitive.

It is interesting to note that education is becoming a commodity, and students are treated as customers (The Future Projects: Policy for Higher Education in a Changing World, 2000). Some famous companies have formed a joint venture with universities, and described itself as a global education market. Many university leaders seek to capture higher education market abroad. It is also recognized that political and economical integrations are undergoing in various regions such as the European Union. Transnational education and cross-border job market are important in regional development. Under such circumstances, accreditation of higher education programs and degrees is essential to substantial equivalence and mobility of professionals. Taiwan can not isolate itself from this worldwide trend. The discussion for the economic effects of higher education expansion such as the labor market and professional mobility are worthwhile.

The Asia-Pacific Economic Cooperation (APEC) established in 1989 has 21 members, including Chinese Taipei. The APEC Education Foundation (AEF) was incepted in 1995 with the missions to develop regional cooperation of higher

education, study key regional economic issues, improve worker skills, facilitate cultural and intellectual exchange, enhance labor mobility and foster understanding of the diversity of this region (AEF website). Under the APEC system, there are committees to promote the frameworks of substantial equivalence and mutual exemption. These frameworks are aimed at the registration and licensing of professional engineers. To fulfill the targets of mutual recognition between economy members, accreditation of higher education degree is an essential step. Taiwan is also a full member of APEC Engineer. The professional engineering works (Chinese Taipei APEC Engineer Monitoring Committee, CTAEMC) are supported by the Public Construction Commission of the Executive Yuan (Chu, 2006).

Taking the engineering accreditation (for 4-year programs) as an example, there is a worldwide organization of Washington Accord (WA). The WA was founded in 1989 and has 12 full signatories including the leading countries of USA, UK and Japan, as shown in Table 1.1. The Institution of Engineer Education Taipei (IEET) became the full signatory (IEET, Chinese Taipei) in June of 2007. As we have discussed above, higher education is becoming as a market good. We must consider the globalization and substantial equivalence with major countries in the world. Through the global membership, the problems of transnational education, distance learning, and professional licensing can be solved.

The Association of Southeast Asian Nations (ASEAN) was founded in 1967 for the regional economic development. A Bali Declaration was signed in 2003 by ASEAN countries for the mobility of professionals and technologists. The ASEAN mutual recognition arrangement on engineering services was signed in 2005 for chartered engineers to conduct their works in 10 ASEAN countries. Since Taiwan is

located within this region, we have to promote a clear public policy of higher education in order to meet the regional and international standards. This policy is closely related to the career of students and the economic developments of the state.

Table 1.1   The signatories of Washington Accord (WA)

The following are the signatory accreditation bodies of the Washington Accord, their respective countries and territories, and years of admission:

1. Accreditation Board for Engineering and Technology (United States; 1989)
2. Canadian Council of Professional Engineers (Canada; 1989)
3. Engineering Council UK (United Kingdom; 1989)
4. Institution of Engineers Australia (Australia; 1989)
5. Institution of Engineers of Ireland (Republic of Ireland; 1989)
6. Institution of Professional Engineers New Zealand (New Zealand; 1989)
7. Hong Kong Institution of Engineers (Hong Kong; 1995)
8. Engineering Council of South Africa (South Africa; 1999)
9. Japan Accreditation Board for Engineering Education (Japan; 2005)
10. Institution of Engineers Singapore (Singapore; 2006)
11. Accreditation Board for Engineering Education of Korea (South Korea; 2007)
12. Institute of Engineering Education Taiwan (Taiwan; 2007)
13. Board of Engineers Malaysia (Malaysia; 2009)

The provisional signatories include Germany, India, Russia, Sri Lanka, and Turkey.

There is also an Asian-Pacific regional organization for higher education accreditation in the discipline of engineering. This regional integration is the Network of Accreditation Bodies for Engineering Education in Asia (NABEEA). It was formally established in 2007 at Penang, Malaysia. It has 9 full members and the geographical distribution is shown in Fig. 1.2 (Japan Accreditation Board for Engineering Education, JABEE website, 2009).
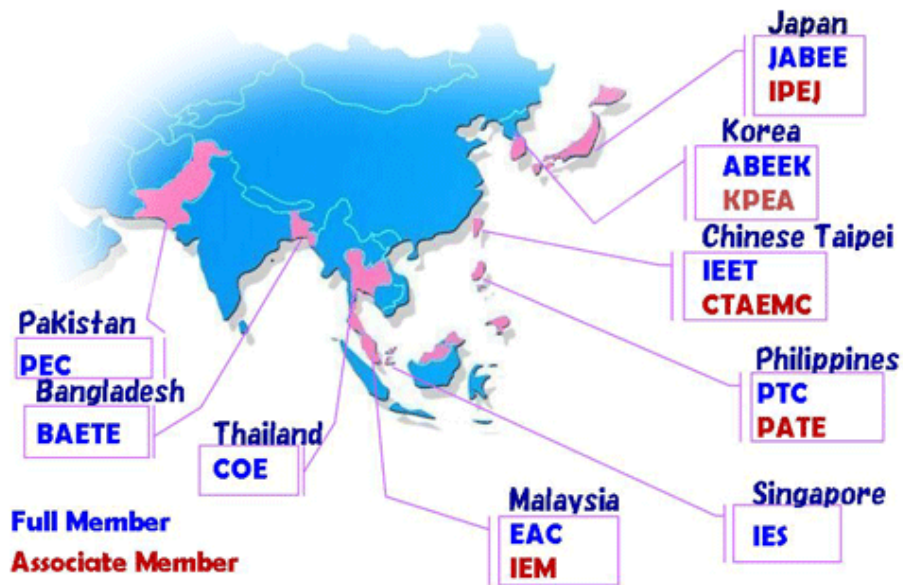
Fig. 1.2 Distribution of full members of NABEEA.

It is shown in Fig. 1.2 that both IEET and CTAEMC of Taiwan are involved in the NABEEA structure. The goal of NABEEA is to form an engineering education accreditation body or agency for Asian region, with possible extension to Pacific or Middle East countries. It seems to follow the European pattern of the Bologna Process (Shearman, 2007). Japan plays a leading role in the promotion of NABEEA. Since Korea, Taiwan, Singapore and Malaysia are full signatories of WA, these jurisdictions also participate into the preparing process of NABEEA. This is another example that Taiwan is involving in the international affairs through higher education accreditation. It is observed from Fig. 1.2 that China and India are not joining the NABEEA (nor the WA) organization yet. Taiwan is in a leading position by now, but is also facing more challenges in the near future. The non-governmental accreditation commissions are key roles in the global structure like WA and NABEEA. A perspective of higher education progress and professional mobility should also be guided by the policy of

state.

1.2 Motivation and target of this research

President Ma announced his White Paper for Education in 2008. He declared it as a promise for the education of Taiwanese new generation. The basic concept of his policy is to upgrade our educational quality and international competitiveness. He decided to increase the educational investment from the currently approximate amount of 500 billion NTD per year to more than 700 billion NTD after 8 years. According to this policy, the percentage of educational budget in the GDP of Taiwan will increase from the present 3.75% to 6%. To ensure the attainment of an enhanced educational environment, a supporting mechanism of quality assurance through evaluation or accreditation must be emphasized.

It is concretely stated in Ma's White Paper for Education in 2008 that the higher education is the key point for upgrading the national competitiveness. He pointed out that higher education must reach the target of globalization. He also indicated the problems of the present situation that most higher education institutions considered too much on research and neglected the mission of teaching. It is stated in his policy that a higher education evaluation system should examine the balanced functions of teaching, research and public services. With appropriate evaluation process, higher education will not be self-narrowed down or edged away from the global market. Ma's opinion is correct but further investigation is also required to fulfill the targets in the fast changing global society. The motivation of this study is thus focused on collecting and analyzing the responses for the policy, practice, and future challenges of the quality assurance processes of higher education in Taiwan.

Taiwan has initiated the higher education accreditation systems from 1999. The Taiwan Medical Accreditation Council, and the Taiwan Nursing Accreditation Council were founded under the National Health Research Institutes. These accreditation councils accredit the teaching quality of medical and nursing professional schools. The accreditation institute for engineering area was founded in 2002 as IEET (Institute of Engineering Education Taiwan). The accreditation process for engineering departments started in 2004, and has extended to graduate school level in 2006. The Higher Education Evaluation & Accreditation Council of Taiwan (HEEACT), established in 2005, carried out the evaluation processes from 2006 for all areas of general and technical institutions. The history for the evaluation and accreditation of higher education in Taiwan is relatively much shorter than that in western countries like the United States. We are, however, facing an increasing pressure of domestic higher education expansion and an inevitable challenge of globalization. It is necessary to review our experiences in higher education evaluation and accreditation in the past few years. A clear policy to match the higher education development and quality assurance has to be discussed as a national guideline for the next few decades.

The targets of this research include the following items: (1) It is intended to understand the comments or arguments from higher education institutions in Taiwan about their evaluation or accreditation results. Their cognition of teaching assessment, quality assurance and globalization will be analyzed through interviews with professionals and administration leaders. (2) Through the interview with the evaluation and accreditation organizations in Taiwan, the long term expectations for the quality control of the higher education systems will be collected. The gaps between the institutions and commissions during the evaluation/accreditation

practices will be analyzed. (3) The government plays an important role to promote the evaluation and accreditation of higher education systems. The recognition of domestic or international non-governmental commissions will be an important issue. This study will investigate the related regulations, especially on the topic of global connections.

During the past two years, there have been conferences on the discussions of higher education evaluation (HEEACT, 2006), and the policy of evaluation and accreditation of professional schools (NCCU, 2007). This study will focus on the area of medical, engineering, and business administration areas. These professional areas are related to the issue of licensing which will receive high interest in the progress of globalization and regional integration.

1.3 Scope of this research

The objective of this research is the collection and analysis of comments and arguments for the higher education evaluation or accreditation in Taiwan. Since all higher education organizations must participate in the evaluation system, either conducted by the government authorized or approved institutions, there must be different opinions, criticism, and suggestions about the evaluation processes. Although there are academic research reports about the higher education evaluation in foreign countries, as described in the next chapter, systematic investigations of our own higher education evaluation results are still insufficient. The efficacy of higher education evaluation can be judged by the higher education institutions, the faculty of the institutions, the evaluators, and the organizations conducting the evaluations. The purpose of this research is to collect information or data from the above groups or specialists. The questions to those experts include: (1) What is the most proper way to conduct higher education evaluation or accreditation in Taiwan? (2) What are the

impacts and comments from the higher education evaluation or accreditation in Taiwan? (3) What profits concerning globalization can we really acquire from higher education evaluation or accreditation? (4) What is the most appropriate role that the government should play for the higher education evaluation or accreditation structure? (5) What are the necessary stimuli to encourage higher education institutions to participate in evaluation or accreditation with the efforts of continuous improvement?

The mostly commonly applied research methods for social sciences are interview, document analysis, and direct observation (Lin, 2005). The method of interview has several advantages. Firstly, it is confirmable that we are talking to the interviewee personally while questionnaires might be answered by assistant. The time period for direct interview could be longer enough to complete all desired questions. The drawback is that the interviewees have no time to find reference data, but answer the questions instantaneously. It is helpful to list the questions beforehand, and this is categorized as structured interview.

This research intends to apply the structured or in-depth interview research method to investigate the impact of education evaluation or accreditation from members in commissions, university institutions, governmental organizations, and university faculty. The interview results will then be documented where cross comparisons around specific questions will be analyzed.

Chapter 1 of this research is the introduction of research background, motivation of this study, and the scope of this investigation. Chapter 2 is the literature review of on higher education quality control, both in Taiwan and foreign countries. Chapter 3 states the design of this research that includes the structure, method, hypothesis, and restriction and expected results. Chapters 4 to 6 present the in-depth interview results

for various topics. The statements were selected from each interviewee on a specific interview question. Chapter 7 expresses the quantitative interview results according to the questionnaires collected during the in-depth interviews. The differences and consensus between interviewees on 27 specific topics are illustrated. Chapter 8 gives a conclusion of this study and comments to practice of higher education evaluation and accreditation.

Chapter 2   Literature Review

2.1   Formation of higher educational networks

2.1-1   *The Bologna Process*

Starting from the last one or two decades, higher education in the world began to initiate networks. The major aim of forming the network is to reach an equivalent educational standard for professional mobility and licensure. Taking the engineering profession as an example, the Bologna Process undergoing in Europe is widely discussed in literature since it has resulted significant influences not only in European Union, but also on other regions of the world.

The Bologna Process is a European reform process in order to create the European Higher Education Area. The history of this process can be dated back to the Magna Charta Universitatum in 1988.

The Magna Charta Universitatum was signed by 388 Rectors of universities all over the world. They gathered in Bologna, Italy in 1988 to celebrate the ninth centenary of the University of Bologna that is the oldest university in Europe. In the Magna Charta Universitatum, it was stated that "universities must give future generations education and training", "to respect the great harmonies of their natural environment". It declared that "the university is an autonomous institution", and "teaching and research must be inseparable". In order to attain these goals, it was stated that the universities must "preserve freedom in research and teaching". Universities must "exchange information and documentation, and frequent joint projects". It encouraged "mobility among teachers and students", and considered "a

general policy of equivalent status, titles, examinations (without prejudices to national diplomas)". This can be taken as a first step for the integration of higher education worldwide.

Following the Magna Charta Universitatum, The Lisbon Recognition Convention was signed in 1997. The Lisbon Recognition Convention is an international convention signed by 47 states, who are the members of the Council of Europe, in Lisbon, Portugal. This convention stipulates that degrees and periods of study are recognized if no substantial differences can be proved. A committee and a network were created to promote the application and implementation of this convention. This is one further step to integrate the higher education system in Europe by making academic degree and quality assurance standards. Non-members of the Council of Europe such as Australia, Canada and USA also signed this convention. We can hence consider it as a milestone for the globalization of higher education. In year 1998, the education ministers of France, Germany, Italy and United Kingdom signed the Sorbonne Declaration in Paris to commit that they will harmonize the architecture of the European Higher Education System.

In 1999, 29 Ministers of Education from European countries signed the Bologna Declaration at the University of Bologna, Italy. The basic framework of the Bologna Process is the adoption of three cycles of higher education qualification. The three cycles include: (1) First cycle, awarding a Bachelor's degree with typically 180-240 European Credit Transfer and Accumulation Systems (ECTS), usually in 3 years. (2) Second cycle, awarding a Master's degree with typically 90-120 ECTS, usually in 2 years. (3) Third cycle, awarding a Doctoral degree without ECTS range, usually in 3 years. The new system gives greater emphasis on practical training and research

projects. The new evaluation method also attaches importance to the lab skills, presentations and innovation capabilities of students.

There are substantial changes of the higher education systems in European countries after the Bologna Process. Taking Austria as an example, its original system was similar to that in Germany with the lowest degree (Magister or Diplom-Ingenieur) that needed 4 to 6 years. From year 2000, its higher education system was converted to separate bachelor (3 years), master (1.5 to 2 years) and doctoral degree (2 to 3 years). In Germany, the old professional (non-academic) degree courses are declining, and will be replaced by the new degree system in year 2010. Fig. 2.1 illustrates the European Higher Education Area, and the involvement in the three-level status in 2007 (Bologna with Student Eyes, 2007).
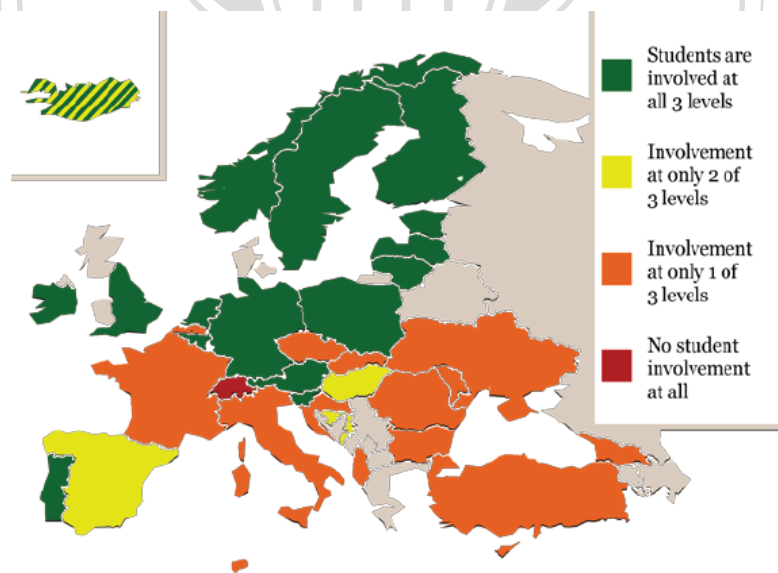
Fig. 2-1   Involvement of three-level higher education in Europe

The aim of the Bologna Process is the creation of a European Higher Education

Area. The advantages include: (1) to facilitate mobility of students, graduates and staff. (2) to prepare students for their future career. (3) to offer access to high quality higher education based on its democratic principle. As listed in the Bologna Declaration (June 19, 1999), it offers "a key way to promote citizens' mobility and employability". It looks "the objective of increasing international competitiveness", and "acquires a world-wide degree of attraction".

The Bologna Process is an intergovernmental agreement for higher education in Europe. It is not a treaty or convention, and the participation is totally voluntary. It changes the traditional Germany education system with clear difference of vocational and academic training to the American-like system. There also existed criticism about the Bologna Process. It is argued that the development of such process is similar to the economic treaties like WTO and GATS (Wikipedia Bologna Process). The students' workload will increase with their sacrifice of extracurricular activities, life experiences and personal networks.

2.1-2   Effects of the Bologna Process

The introduction to the Bologna Process has been published in Chinese by Prof. Yang (2007a). The author stated that the European Union (EU) has promoted the quality control of higher education. The European Association for Quality Assurance in Higher Education (ENQA) has been established in 2004. In year 2006-2007, two thirds of states in the Bologna Process have at least one independent quality assurance organization. Almost all of these organizations have internal and external evaluation functions. Prof. Yang (2007b) also presented that several declaration and communiqués have been signed after the Bologna Declaration. For example, there are the Prague Declaration in 2001, The Berlin Communiqué in 2003, the Bergen

Communiqué in 2005, and the London Communiqué in 2007. These meetings continue to operate the stocktaking for the members in the Bologna Process. It is concluded that learning from the Bologna Process, Taiwan should also establish a quality assurance system to meet up the trend of globalization Fig. 2.2 shows the 2009 stocktaking report of the Bologna Process in Europe by considering three indicators: implementation of the first and second cycle system, access to the next cycle, and the establishment of national qualification framework (Bologna Process stocktaking report 2009). It is observed that most European countries have participated in the integrated degree system, but there is still a large space to establish the quality control mechanism.
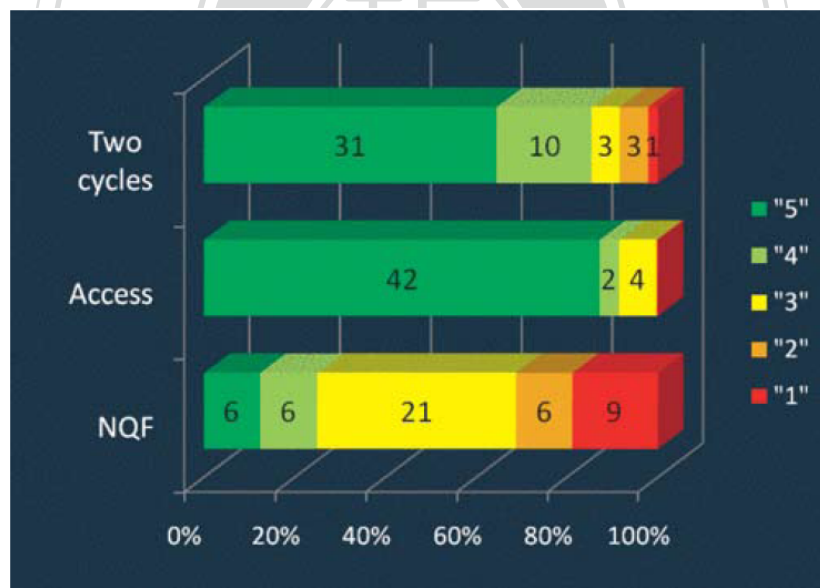
Fig. 2.2   Number and percentage of countries for the three indicators in the degree
system of the Bologna Process

One recent paper (Konjic and Sarajlic, 2007) from the Electrical Engineering

Department in Bosnia discussed the process that changed from the traditional education system to meet the requirements of the Bologna Process. Its faculty has started the undergraduate program from 2003/2004 that is in complete accordance with the Bologna Declaration. It spent two years hard work on the revision, preparation and adjustment of its undergraduate curriculum to meet the European Standards and establish its ECTS (European Credits Transfer and Accumulation System) system. The author stated that this technical sciences university of 14,000 undergraduates and 1500 postgraduate students will fully apply the Bologna Declaration in year 2010. It will also adopt the international accreditation and verification of the teaching process. The university has endeavored to cooperate with foreign institutions on the following items: (1) transfer of knowledge, (2) participation of international projects, (3) mobility of students and teaching staff. For example, this university has worked together with Netherlands to form a Summer University. This initiated a good environment for students in the Eastern Europe and further regions.

Konjic and Sarajlic (2007) listed an example for the undergraduate and graduate course structures of Power Engineering (a sub-course in the Faculty of Electrical Engineering) that are in accordance with ECTS. The structure presented a 4+1 scheme leading to a Master degree. The first two years are common courses for all sub-regions in Electrical Engineering. Each semester of the first two years has 30 credits (obligatory plus additional credits) including lectures, seminar exercises and practical exercises. The third and fourth years are specific courses for the sub-area, also with 30 credits per semester. Table 2.2 lists an example of the fourth year undergraduate program.

Even for the fourth year of the undergraduate program, there are still 30 credits

for both semesters. Many courses have seminar and practical exercises. The list of courses in Table 2.2 gives a warning message to the present system in Taiwan. We have much less obligatory courses in the senior year for all universities. This may result in insufficient graduate attributes in comparison to the European system. Konjic and Sarajlic (2007) expressed that their post graduate study has been changed to one year that included 30 credits of coursed with ECTS and 30 credits for the preparation of Master's thesis. This is a reform from the old system that consisted of 2 years of lectures plus 1 to 3 years for passing exams and preparing a Master's thesis.

Table 2.2   A typical fourth year undergraduate program under Bologna Process

Course title	Fall semester		Spring semester	
	L + SE + PE	ECTS	L + SE + PE	ECTS
Power Electronics	3 + 1 + 1	5		
Power System Analysis I	3 + 1 + 1	5		
Power System Substations and Switchgear	2 + 1 + 1	4		
Electric Motor Drive	3 + 1 + 1	5		
Power System Relaying	3 + 1 + 1	5		
Power System Analysis II			3 + 1 + 1	5
Power Plants			2 + 1 + 1	4
Control of Electric Motor Drive			3 + 1 + 1	5
High Voltage Engineering			3 + 1 + 1	5
Electrothermy			3 + 1 + 1	5
OBLIGATORY	14 + 5 + 5	24	14 + 5 + 5	24
Optional Courses		6		6
TOTAL		30		30

Optional Courses Subject	Fall semester		Spring semester	
	L + SE + PE	ECTS	L + SE + PE	ECTS
Energy and Environment	2 + 1 + 0	3		
Power System Market	2 + 1 + 0	3		
Optional Course from the Other Subcourses	2 + 1 + 0	3		
Mechatronics			2 + 1 + 0	3
Power System Control			2 + 0 + 1	3
Optional Course from the Other Subcourses			2 + 1 + 0	3

Abbreviations: L – Lectures; SE – Seminar exercises (sometimes called theoretical and auditorial exercises); PE – practical exercises (laboratory and/or computer exercises).

Konjic and Sarajlic (2007) stated that the new postgraduate system has been cooperated with European partners. The financial support from European Union provided professors and students with mobility, especially important for the weak regional partners. The University of Tuzla has a Quality Implementation Steering Committee to monitor and evaluate the quality of postgraduate studies. There are five members in this committee including two from European Union (Greece and Portugal) and the other three from regional partner institutions.

Konjic and Sarajlic (2007) stated that there existed weakness for the universities to fit into the Bologna process, "the absence of state law on higher education makes things very difficult". This should be the same situation for all countries that are adopting the globalization systems.

The Bologna Process is also the European Union's challenge for the globalized world, as presented by Contractor (2009). It offers a competition to China, India, United States and Australia both academically and financially. Under the common structure of higher education and comparable degree, the Bologna Process could attract overseas students and provide mobility of teachers and students.

Contractor (2009) stated that the Bologna Process is, however, an enormous task. Each institution will protect its "back yard". There are also four major critical issues as stated by the author for the European Higher Education Area (EHEA) to become a reality: (1) immigration laws, (2) inflexible curriculum, (3) insufficient financial incentives, (4) rigid pension arrangements. Although the EHEA is expected to be completed in 2010, the author expressed that "leaps of faith are not easy", and there is a long road to Bologna.

Students in Europe, for example in Barcelona, Spain, had demonstrations for anti-Bologna. They are against the process for the privatization of universities, and the devaluation of degrees. Paul Bennett, a vice-president of the Pan-European structure of Educational International stated that other regional relationships will follow the Bologna Process. The Bologna Process posed a threat to US and developing Asia. This is what Bennett said: "higher education systems elsewhere are responding".

2.2 The accreditation systems for quality assurance

2.2-1   *Importance of quality assurance*

Following the formation of educational networks in the world, the equivalence of educational standards and quality assurance become important issues for mutual recognition of degrees. This goal can be reached by the formation of accreditation systems. The International Institute for Educational Planning (IIEP) Policy Forum was supported by the United Nation Educational, Scientific and Cultural Organization (UNESCO). In the information note of its 2005 policy forum, the background of establishing a regional integration process for educational accreditation was declared (Information notes, IIEP, 2005).

In this information note, it was pointed out that higher education is expanding for both the developed and developing countries. For the developed countries, higher education provided part of the national innovation system. On the other hand, the social demand for higher education in developing countries is very high. Since the state cannot have enough financial capacity for higher education expansion, liberation of public sector in many countries resulted in rapid growth in the private provision particularly in the developing countries. Higher education is changing into a private

good rather than the benefits of the whole society. An external quality assurance (EQA) system for higher education is essentially required.

It was stated that the effect of globalization was enhanced by the information and communication technology. Transnational education, distance learning and mobility of professionals are becoming more and more popular. The concern of compatibility of educational standards and the international market for accreditation services are emerging.

There was a creation of European Higher Education Area through the Bologna Process. The General Agreement on Trade in Services (GATS) under the World Trade Organization (WTO) was developing another international market for higher education services. From these actions in recent years, it is clearly observed that the design of an EQA system is actually needed for an international good practice. This design should also be in line with the policy of each state in a regional network.

Mok (2003) stated that the character and function of higher education in East Asia countries (Hong Kong, Taiwan and China) have been changed due to the effect of globalization and the evolution of knowledge-based economy. Under the inevitable trend of globalization, there are decline of state and territory, also the governance without government. The role of the state changed from one-way command and control to the social-political governance model. It is also transformed from a provider of welfare to the builder of market. The role of the universities acted less as critics of society, but functioned as supply of qualified manpower for market demand.

The author discussed that there are common challenges for the higher education development in the three countries: (1) Comprehensive review of education systems

and fundamental reforms. (2) Policies of decentralization and educational governance. (3) The marketization and privatization of higher education.

Firstly, all countries have comprehensive review systems for higher education. In Hong Kong, it is conducted by the University Grants Committee (UGC). Taiwan has reviewed the higher education since the 1990s to improve the efficiency and effectiveness. The State Education Commission (SEC) performs the guiding and monitoring for the whole sector of higher education in China.

There is a common change in the Chinese society: the adoption of a decentralization policy. Taking Taiwan as an example, the state control model has been replaced by the state supervision pattern. Universities have more autonomy to operate and manage their institutions. This liberalization (*song-bang*), however, does not mean the total withdraw of the state. The government is still the major provider of education services. In Hong Kong, the UGC also maintain a close watch over the individual performance of institutions.

All three countries are affected by the tide of marketization and privatization. This reduces the financial burden of the state, and created market-related strategies between university sector and business sector. The multiple channels of higher education development in Taiwan enable the government to provide only 75 to 80 percent of the total national higher education budget. The rapid expansion of private higher education in Taiwan also causes the concern for assuring the quality.

2.2-2   Different opinions on accreditation

Although accreditation system has been emphasized to assure the quality of

higher education, there are still many arguments if the accreditation is really helpful for various professional fields. Discussions from business schools are taken as examples in this section. Julian and Ofori-Dankwa (2006) described the accreditation process for business schools, and discusses the disadvantages of it to the strategic decision making. Although the discussion is for business schools, their arguments are also valuable to the general accreditation processes for other academic fields.

The authors firstly introduced the three major accreditation organizations for business school: the Association for the Advancement of Collegiate Schools of Business (AACSB), the Association of Collegiate Business Schools and Programs (ACBSP), and the International Assembly for Collegiate Business Education (IACBE). The AACSB was founded in 1916 and has more than 670 member educational institutions by late 1990s. ASBSP, founded in 1988, and IACBE, founded in 1998, also has more than 369 and 65 members, respectively. These three agencies have different areas of emphasis. AACSB is the mostly renowned one all over the world. Several Taiwanese business schools have joint its accreditation program. ACBSP has a more teaching-oriented emphasis, and IACBE has put more attention on the outcomes rather than the inputs. All three agencies require the business schools have their clearly defined education missions. The business schools have to provide supporting data to demonstrate that their curriculum, activities, modes of instruction, course offerings, research productivities and facilities can reflect their stated missions.

The authors argued that accreditation might not be good to business school for the strategic decision making, mainly because we are facing a discontinuously changing society. They ascribed the accreditation agencies to "accreditocracy" as these agencies are better suited for the continuous environment. The authors pointed

out two trends for the higher education in business schools: the first trend toward turbulence, and the second toward "accreditocracy".

The authors stated that the traditional business schools are in a stable and continuous environment. They have destabilizing factors due to the modern technologies such as internet, non-classroom distant education enrollment, and market-driven corporate universities. This is what the authors called the discontinuous and turbulent environment. The authors also blamed the trend toward "accreditocracy" because the accreditation agencies require "formalization, documentation, hard data use and continuous improvement".

The authors stated that accreditation is a "formal and systematic process to develop, monitor, evaluate and revise the substance and delivery of curricula" (AACSB, 2004). The business schools have to perform their assessments in a formalized structure. The authors indicated, however, that the market is highly dynamic and turbulent. They need rapid responses and it is "likely to be inadvertently curtailed by the formalized assessment processes" (Zaheer and Zaheer, 1995).

The authors discussed the second item of documentation for external accountability. This means that a written self-evaluation report and necessary supporting documentation are required from the accreditation agency. The authors indicated their doubt that the performance data collected from stakeholders might result in the customer-led of business schools. The authors gave an example that if Sony depends on the feedback from customers, the product of Walkman would not be developed. This means that "the customer doesn't know, or couldn't express a product that doesn't exist" (Dreyfack, 1981). The authors hence stated that documentation would decrease the level of appropriate strategic decision making of business schools.

The so-called "latent" need should not be ignored. The authors introduced another example of the Wallace Company that went bankrupt by taking too much attention on documentation (Hill, 1993).

The third concern of the authors is the use of hard data. Hard data are quantifiable, numerical and objective evidences. They are generally presented by tabulation or statistical summarization. Accredited programs gathered these data from students, graduates and stakeholders as the outcome-based assessment. The authors argued that these hard data might bring negative influence on innovation in the discontinuous environment. They expressed that "strategic decision makers have difficulty knowing what data are, or are going to be, relevant for the future, thus rendering unclear the boundary between what is signal and what is noise". The authors claimed that soft data is important in the new and potentially unpredictable trend (Barr et al., 1992).

Finally, the authors stated their opinion on the continuous improvement that is one feature of all accreditation agencies. The authors stated that "accreditation standards seek to instill significant improvement over time through continuous and cumulative, rather than episodic processes" (Kerby and Weber, 2000). In the rapidly changing and turbulent world, consistent major changes are desired by the authors.

The authors recommended that either theoretical or empirical academic researches for the accreditation process should be conducted. This conclusion is also needed for other fields than the business schools, and is in agreement with the motivation of this study.

Zammuto (2008) published a response to the paper of Julian and Ofori-Dankwa

(2006). Zammuto concluded that accreditation is beneficial to business schools by two major reasons: (1) the accredited institutions gained clarity about the markets they can serve and the services they can offer, (2) the accredited institutions differentiated themselves in quality from other schools, and increased their potential to attract students.

Zammuto stated the rise of accreditation agencies in the world. In the first 75 years of AACSB, it standards focused on the "inputs" such as the resources, faculty quantifications and curriculum. The AACSB accredited institutions tended to be larger and research-oriented schools. The other agency, ACBSP, was later founded with mission-based and more teaching-oriented accreditation standards. This is a change of the "one-size-fits-all" accreditation model of the original AACSB. The AACSB finally adopted the flexible and mission-based standards in 1991. The IACBE further changed towards the outcomes-driven direction (Roller et al., 2003).

Zammuto stated that the educational accreditation is similar to the diffusion of ISO quality standards into various countries. He quoted the words of Guler et al. (2002) that "Firms in country B may learn from firms in country A (ISO certified) how to make their products more attractive", and firms in country B may feel "the risk of loosing export markets or import resources in a competing country". Similar to the ISO certification, when one business school is accredited, the other schools would like to follow. The author takes China as an example that five business schools obtained accreditation by the end of 2006, and "over twice that number were in the accreditation pipeline". The author made the conclusion that the mission-driven accreditation is beneficial for business schools because it "explicitly answered two questions: who are our customers and what services do we provide for them".

Romeo (2008) presented another paper to respond what Julian and Ofori-Dankwa claimed in 2006. The author stated that AACSB facilitated the strategies of business schools, and encouraged the flexibility and creativity. He also holds a contrary viewpoint that the documentation of AACSB provided values to the performance of business schools.

Romeo showed the program growth profiles for the undergraduate and MBA programs from year 2000 to 2006 according to the AACSB's DataDirect. The data presented that four program categories (distance learning, online program, off-campus program, partnership program) had increasing trend. The author stated that the diversity of accredited schools cannot be possible if the accreditation inhibited flexibility. The author disagreed with Julian and Ofori-Dankwa about the word "accreditocracy" that they used in 2006. He stated that "it is hard to imagine any organization that would reward the accomplishment of major performance goal without verifiable evidence". The accreditation doesn't require useless paperwork as so called bureaucracy. Data collection is "useful for the school's strategic planning and decision making". The author pointed out that accreditation is a baseline for quality control and continuous improvement. This is an important feature and should be recognized by all programs of higher education.

2.3 Higher education evaluation in Taiwan

2.3-1 Development of the evaluation system

The evaluation of education in Taiwan dated back to 1963 (盧緒增，1995) for elementary schools. The broad evaluation for higher education was first started in 1973 (潘慧玲，2002). At the present time, there are four types of evaluation: (1)

Administration evaluation, (2) Department evaluation, (3) Technical university evaluation, and (4) Technology college evaluation. (高教評鑑中心, 2008). Among these evaluations, the department evaluation is based on the spirit of approval, while the other three are based the ranking system.

The president of HEEACT, Dr. Liu stated the relationship between higher education evaluation and the policy of admission (劉維琪, 2008). The first evaluation program for 4-year ordinary universities and military universities was initiated in 2006 on the basis of approval. For departments not approved by the evaluation, they had the second chance to improve themselves before any penalty from the Ministry of Education (MOE). The MOE, however, changed the policy on the next year that there was a reduction of enrollment of new students for those departments failed in evaluation. Liu argued that the evaluation should persist in the spirit of approval, and provide the weak departments necessary advices to improve their teaching and research quality. He suggested that well qualified universities can increase the number of enrollment, and let the disqualified organizations be eliminated by the market.

Lin (林尚平, 2008) discussed the orientation of higher education evaluation in Taiwan. He pointed out some contradictory choices in the process of evaluation. For example, an evaluator might have an overall grading for the institution, and then dispersed the numbers into each items in the evaluation list. The evaluator could choose the other way by adding the numbers of each examined items to yield an overall grade. Although the final number was the same, it did have differences in the evaluation standards. Another concern raised by Lin was the diversified natures of various institutions. They might be different as public or private schools, in the number of students, or in urban or rural locations. The evaluations could be conducted

by different grouping, or by setting anchor points to reflect those differences.

Lin (林尚平，2008) pointed out one very important issue that was the orientation of evaluation. The first type was accreditation-oriented as was conducted by IEET or AACSB. The accredited institutions were on the substantially equivalent basis. The second form was contest-oriented as was done by the American media for the ranking of various institutions. The contest-oriented evaluation compared the amounts of input and output as the standards of ranking. The accreditation-oriented evaluation judged if the program met the proclaimed criteria. The criteria might be adjusted with the changes of macro environment. Lin presented a very common example of student to instructor ratio that was often an argument in evaluations. The contest-oriented evaluation definitely would think that 17.8:1 was better than 18:1. Both ratios would be accepted by the accreditation-oriented evaluation if the minimum standard was 20:1 regulated by the government. The accreditation-oriented evaluation would further judge which one is more appropriate for programs with distinguished objectives. Lin stated that the trend of business management has shifted from the past performance appraisal to performance management. The continuous growth of an individual or an organization to match with the goal or objective is now more emphasized. It is the right time for the government to make a decision about the orientation of higher education evaluation. Lin's conclusion is consistent with the statements from Liu (劉維琪，2008).

2.3-2　*Arguments from higher education evaluation*

The higher education evaluation results announced by HEEACT have resulted in tremendous opposition. For example, the Institute of Nuclear Engineering and Science of National Tsing Hua University was ranked as under inspection. The major reason

was that this institute didn't have 7 full time faculties as required by the Ministry of Education. The rebuttal from Tsing Hua University was very strong. The University argued that nuclear engineering was the first and specially designated department since its reactivation in Taiwan. Since the anti-nuclear movement in recent years, the department changed its name to Engineering and System Science. The graduate school remained as the old name with the same faculty in the department. It was reported by United Daily News (January 1, 2009) that the Dean of Academic Affairs of National Tsing Hua University did not accept the results, and he claimed it was HEEACT itself that really need evaluation. The previous Minister of Education, Dr. Cheng, was also criticized by many members of the Academia Sinica, owing to the results of evaluation by HEEACT, when he delivered a speech there on January 19, 2009. Although Dr. Cheng confessed that the requirement of a fixed number of faculties in an institution was formalism, he did not agree that the evaluation should be based on the development target designated by the program.

The similar situation was encountered by the Institute of Law and Inter-Discipline of National Chengchi University. The evaluators criticized that this institute didn't have enough (eg. seven) full time faculties. They also didn't agree with that this program had future focus on the combination of medical science and law, or engineering and law, simply because this university didn't have colleges of medicine or engineering. There was response in newspaper (方嘉麟，2009) that the evaluations from HEEACT and the job market were totally different. This inter-disciplinary program attracted many undergraduate students from various undergraduate fields, and the special objectives of the institute were not respected by the evaluation. The chairman of this institution indicated (郭明政，2009a) that HEEACT should challenge the policy of Ministry of Education, instead of putting

cruel evaluation results to this innocent graduate program. He also pointed out (郭明 政,2009b) that the evaluation should not count the number of academic publications listed by SCI (Science Citation Index) or SSCI (Social Science Citation Index). The journals and impact factors collected in those indexes were managed by a commercial organization. It was stated (郭明政 2009b) that the ranking of law journals by Washington and Lee University School of Law were quite different from that by SSCI. He demonstrated clearly that higher education evaluation should not judge the quality of research only by SSCI papers.

The Editorial of Economic Daily News (經濟日報社論,2009) commented that the higher education evaluation by HEEACT protruded the careless of policy, and resulted in the profound harm to the development of human resources. The origin of the recent evaluation was the bubble effect of higher education in the past ten years. The Ministry of Education hoped to terminate unqualified programs through evaluation, although those programs were established under the national policy of higher education expansion. It was stated that some private universities invited retired distinguished scholars in order to strengthen the structure of faculty for formality's sake. This editorial concluded that the neglect of diversified developments and overflowing of formalism significantly decreased the competitive potential of Taiwan's higher education.

2.3-3   Perspective of higher education

The Ministry of Education made an announcement on March 25, 2009 about the recognition of professional evaluation organizations for higher education (大學自我 評鑑結果及國內外專業評鑑機構認可要點,2009). According to this announcement, the evaluation could be executed by the individual university itself, or by the

organizations recognized by the Ministry of Education. The role of HEEACT might be changed to that of CHEA (Council for Higher Education Accreditation) in the United States. CHEA is not the executer of higher education evaluation, but stands as the role of supervisor (牟宗燦，2007). The former CEO of HEEACT stated the division of labor of evaluation from the viewpoints of planning, execution and feedback control (陳振遠，2009). The HEEACT will be responsible for the planning and feedback control parts. The practical execution of evaluation will be entrusted to other commissions.

From the literature review of the higher education evaluation in Taiwan, we can conclude as follow: (1) The evaluation is required to control the quality of education, (2) The present evaluation results are broadly criticized by institutions or programs under review, (3) The HEEACT suggested to divide the labor of evaluation to professional organizations, (4) The national policy is becoming clearer since the announcement released by the Ministry on March 25, 2009.

There are still many interesting topics that desire investigation. For example, more opinions from the programs being reviewed should be collected and analyzed. The accreditation oriented evaluation is worthy of detail discussion. Finally, the outcomes-based evaluation, continuous improvement mechanism, and the strategy of global connection should also be studied. This research intends to analyze these topics through interview of professionals and administration leaders. The objective of this study is to supply a feasible direction to enhance the quality of higher education in Taiwan through appropriate evaluation processes.

Chapter 3   Design of This Research

3.1   Structure of this research

3.1-1   Investigation through interview

There are six models of evaluation as described by Dr. Pan（潘慧玲，2002）. The first one is the objected-directed evaluation that emphasizes the formulation of objectives and the extent of achievement. The applicant should define the targets or objectives, find the scenarios to display the targets, collect data to compare whether the targets have been fulfilled. The second is the CIPP (context, input, process, and product) model. This is the management-oriented model that provides necessary information for the decision makers. The third is the consumer-oriented product evaluation. The purpose of the product evaluation is to supply information for consumers in selecting desired products. The fourth one is the defense-oriented evaluation. The evaluators present opinions to support and against a specific subject. The evaluation is a debate process and the final result is determined by an arbiter. The fifth type is the responsive or naturalistic evaluation. This model considers the participation of the applicants and judges the evaluation scenario as a whole.

The most important model in this research is the professional comments oriented evaluation. The accreditation system is the most common one belonging to this model. Kells (1983, also translated by 王保進，2002) defined this model as: It is a voluntary process operated by a non-governmental organization. It applies the peer evaluation to examine the self-study report, and determine if the applicant has matched his objective and the standards of evaluation. The non-governmental organization has to

announce the evaluation standards or criteria. The applicants submit their self evaluation reports to the evaluators. There is on-site evaluation process and the final result is decided by a recognized meeting. The CHEA (Council on Higher Education Accreditation) is executing the accreditation in USA. The HEEACT in Taiwan is working on the similar mission under the commission of Ministry of Education. The Institute of Engineering Education Taiwan (IEET), a non-governmental organization, is conducting the accreditation of engineering programs in Taiwan. The accreditation conducted by IEET belongs to the type of professional comments oriented evaluation. The essential steps described by Kells have all been included in the process of IEET. It is also known that programs accredited by IEET can be waived from the evaluation by HEEACT.

The structure of this research intends to interview scholars and professionals about the most appropriate evaluation model in Taiwan. The Deputy Minister of Education （呂木琳次長）believed that higher education evaluation should be combined with the enrollment and recession processes (陳曼玲，2007). On the other hand, some scholars concluded that higher education should not be tightened with financial support from the government (戴曉霞，2004). Research is part of the function of university. There was argument (嚴昆陽，2004), however, quantitative numbers of publications and research budgets would be ridiculous for higher education evaluation. The accreditation model has been applied in United States for more than one hundred years (戴曉霞，2004). It might also be used in Taiwan for evaluations of various academic fields. There are three kinds of evaluation presented by Dr. Stella who is the chairman of the Australia Universities Quality Agency, AUQA (邱于貞，2009). They are the popularity approach, quality assurance approach, and responsible approach. The first one is based on the ranking of institutions which

is generally believed to be lack of confidence. The second one is based on the measurements of the outcomes of students and graduate attributes. The third one opens the learning achievements of students to the public. Is there one single model or various models that are suitable for the higher education in Taiwan? This question has the first priority to be clarified in this study. Through the interviews of this research, the advantages and drawbacks of the present higher education quality control systems will be summarized and analyzed.

3.1-2   Glossary of items for the evaluation/accreditation

In order to fulfill the successful interview process in this research, some important terminologies have to be identified. A glossary of items related to evaluation or accreditation is listed below that will be used in the interview and analysis of interview results.

Outcomes based evaluation（成果導向之評鑑）: Outcomes based evaluation examines the impacts, benefits, and changes of a program after its participation into the evaluation. Those changes are usually expressed by the knowledge, skill, and behavior of graduates.

Assessment（評量）: It is a process of documentation, usually carried out in measurable terms. Typical assessment methods include standardized measurements (in-class examinations), survey, focus group, and portfolio.

Accreditation（認證）: It is a voluntary, non-governmental, peer-review process to reach high standard declared by a commission.

Criteria of evaluation（評鑑規範）: They are the quality standards set by

professionals and technical societies. The evaluation/accreditation process is based on those standards.

Graduate attributes（畢業生核心能力）: These are the skills and understandings that the students should develop upon graduation for the social goods in unknown future. The graduate attributes are also known as core competencies.

Self-evaluation report（自評報告）: This report, prepared by the educational program, describes its educational objectives, practices, procedures and outcomes.

Continuous improvement（持續改善）: It is a process of data collection and interpretation of the facts in order to achieve the outcomes continuously.

Professional mobility（專業人員流動）: This is a mission to facilitate professionals to across international borders through mutual recognition of credentials.

Substantial equivalence（實質相當）: It means that the education programs have comparable contents and experiences. It implies that all graduates have reasonable confidence as entry level professionals.

Program evaluators（評審委員）: The evaluators are well qualified and committed professionals to conduct evaluation or accreditation and to give balanced professional judgments.

3.2 Method of this research

3.2-1 Design of interview problems

The trend of evaluation by HEEACT, IEET, AACSB, or other recognized organizations by the Ministry of Education will be directed to the outcomes-based accreditation. The spirit of the outcomes-based accreditation is to change the traditional view that inputs were equivalent to quality. The outcomes-based model also changes the traditional in-classroom assessment to a much broader assessment of the program. For example, the outcomes-based accreditation examines what the students have learned and what special skills the students have developed upon their graduation from the programs.

The outcomes-based accreditation has been effectively applied by IEET for evaluating the higher education engineering programs in Taiwan. It was stated by IEET (劉曼君，2007) that outcomes-based method was used in examining the core competencies of graduates. The author pointed out that the engineering accreditation agency of USA, ABET, Inc., has applied the outcomes-based method since year 2000 and established the Engineering Criteria 2000. The ABET, Inc. has impelled the other members in the Washington Accord to initiate the Washington Accord Graduate Attributes in order to meet the equivalent core abilities among all members. The accreditation mechanism of IEET is shown in Fig. 3.1 (ieet.org.tw/download). It is demonstrated in Fig. 3.1 that the accreditation conducted by IEET examines the objectives of the program and the outcomes of the students through appropriate assessment methods. The traditional input-based evaluation approach emphasize on the quantitative indexes such as the grades of student and the ratio of students to faculties. The outcomes-based method, however, weights more on the ability of students after they finished their learning processes.
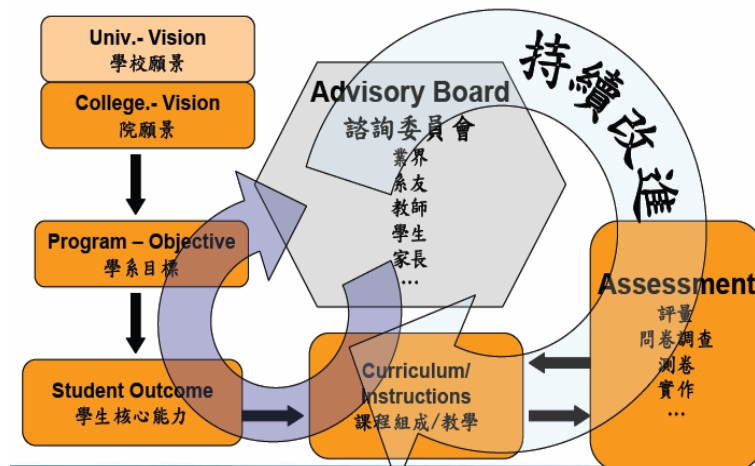
Fig. 3.1 The accreditation mechanism of IEET accreditation.

It is also noticed from Fig. 3.1 that each program has its own objectives of education. The outcomes were derived from these objectives to present the special characters of the individual program. After establishing the objectives and student outcomes, the design of curriculum and assessment methods can be achieved. The cyclic sign in Fig. 3-1 demonstrates the continuous improvement process. IEET has stated that this outcomes-based accreditation does not compare various programs by common standards. It examines if the program does satisfy the objectives and student outcomes defined by the program itself (劉曼君，2008).

The outcomes-base education has also been discussed by Hsu and Lin (2005). It was stated that the outcomes-based education (OBE) was an important subject of US education reform in 1990's. It paid more attention on the behavior of students and the development of their abilities through courses design. It was taken as a key point to enhance the quality of education (Spady, 1994). The major components of OBE include criterion-referenced measurement, mastery learning, accountability and competency-based education. It is observed that the spirit of OBE has fully been

applied by the accreditation mechanism of IEET.

Hsu and Lin (2005) stated that the progress of OBE in US met obstacles because the dissenters argued the assessment of learning outcomes had difficulties, especially the standard of value and the learning attitude. The OBE has been discussed in US for 10 years without significant success. Hsu and Lin described that Taiwan also has experienced education reform through different steps since 1987. Although the concept of OBE was not directly implemented in Taiwan, the competency-directed education has gradually replaced the knowledge-oriented phase. The authors listed some difficulties that Taiwan has to face: the practice of required competencies, the argument of standard of value and teaching of knowledge, and the progress of education reform. There should be in-depth discussions of course design and development of assessment methods.

From the above observations, it is confirmed that outcomes-based learning and accreditation is the future trend of higher education evaluation in Taiwan. The objective of this research is to collect information through interviews and analyze the opinions of reaching the ultimate goal of outcomes-based higher education.

Generally, the outcomes-based evaluation or accreditation is new to the higher education institutions in Taiwan. We have been accustomed to the traditional input-based teaching format. It is the main purpose of this research to investigate the opinions and criticisms of higher education professionals, teaching faculties, and policy makers about the outcomes-based evaluation and accreditation. This study will be conducted through interviews. During the interviews, many related issues will also be included. These issues include if the higher education evaluation could be conducted by government recognized professional organizations. From the viewpoint

of faculty members, their expectations for the outcomes-based evaluation will be collected and analyzed. The following Table 3.1 lists the proposed questions that will be delivered in the interviews. The Chinese version of Table 3.1 with detail subtitles is listed in Appendix A of this study.

Table 3.1   The proposed questions for the interviews

No.	Questions during interview	Proposed interviewees
1.	Do you agree that the outcomes-based evaluation/accreditation is appropriate for various fields of higher education programs in Taiwan?	Faculty members
2.	Do you agree that the evaluation of higher education programs by HEEACT can be conducted by individual professional organizations? What are the advantages and drawbacks of this change?	Faculty members, Government officers, Policy makers
3.	The government intends to recognize professional commissions in various fields to carry out higher education evaluation or accreditation. Do you think this will cause any arguments?	Faculty members, Government officers
4.	Do you think there should be a certain percentage of higher education programs failed in the evaluation/accreditation in order to maintain the education quality? What should be the penalty to the failed programs?	Faculty members, Government officers
5.	Do you agree that the higher education evaluation/accreditation is not a burden to the faculty members? Does it impair the free development of education programs?	Faculty members
6.	If the outcomes-based evaluation/accreditation is desirable, what are the best ways to help education programs to identify their graduate attributes and complete the continuous improvement?	Faculty members
7.	What are your opinions on the global connections through higher education evaluation/accreditation?	Faculty members, Government officers
8.	To your opinion, what are the benefits to the students through program evaluation/accreditation?	Faculty members, Government officers
9.	Do you agree that the program evaluation/accreditation is the exercise of civil right?	Faculty members, Government officers, Policy makers
10.	What are your suggestions about higher education evaluation/accreditation? Besides engineering programs, Should other fields be accredited by internationally recognized commissions?	Faculty members, Government officers

3.2-2   Quantitative questionnaire to the interviewees

In order to obtain some quantitative feedbacks from interviews, a questionnaire is designed that the interviewees will provide quick overall answers before the end of interviews. An example is shown in Table 3.2. In the following table, number 1 indicates no degree of consensus, while number 5 represents the highest degree of consent. The Chinese version of Table 3.2 with detail 27 questions delivered in the interviews is listed in Appendix B.

Table 3.2 An example of questionnaire in the interview

Questions	5	4	3	2	1
The outcomes-based evaluation or accreditation is applicable to all fields of higher education programs.					
The evaluation or accreditation commissions should maintain a certain percentage of disqualified programs.					
The conduct of higher education evaluation or accreditation is an execution of civil right.					
There should be penalty for the disqualified programs from the government in additional to the market driven mechanism.					
The evaluation or accreditation for technically oriented programs should be regionally or globally connected.					
The evaluation or accreditation for non-technically oriented programs should be regionally or globally connected.					
The evaluation or accreditation results should be involved in national examinations for degree recognition.					
There should be division of labor for program evaluation of various fields. Government should play the role of supervision.					
Mutual recognition of cross border higher education degrees and professional mobility should be a national policy.					
The results of evaluation or accreditation should be associated with national progress policy to modulate the route of disqualified higher education programs.					

3.2-3   *Proposed list of interviewees*

According to the proposed questions in the interviews listed in Table 3.1, the interviewees should include professional faculties, government officers, and policy makers. A list of interviewees in this study is shown in Table 3.3.

Table 3.3   The list of interviewees of this study

Field of Classification	Code of Names	Title and Professional Area
Academic	A	Professor, Engineering
	B	Professor, Education
	C	Professor, Education
	D	Professor and Dean, Business School
	E	Professor, Law School
	F	Professor, Liberal Art
Academic and Evaluation Agency	G	Professor, Education
	H	Professor, Engineering
	I	Professor, Education
Evaluation Agency	J	Professor, Medicine
	K	Professional, Education
	L	Professional, Education
Government	M	Official, Education
	N	Official, Education
People's Representative Body	O	People's Representative

The proposed interviewees include the administration officers of the government, and the executive officers of the evaluation/accreditation organizations

for professional areas of engineering, medical and business schools. The above members also include professors who are experts for educational administration or who have participated in the accreditation. There is a member from the Legislative Yuan who can express their opinions on the civil rights of evaluation/accreditation, as well as the legislation issue of HEEACT. This study interviews the departments that passed the evaluation by HEEACT or accreditation by IEET. The interviews also include department that was put into the pending list of HEEACT.   Their arguments about the evaluation results reflect the voices from the programs being evaluated.

3.2-4   Hypotheses of this study

The in-depth interview is a commonly used qualitative research method in social sciences. In this research, the aim is to collect and analyze the responses of higher education evaluation or accreditation from experts. The following items are the most important hypotheses in this study:

(1) The outcomes-based evaluation or accreditation will replace the traditional input-based method for all the academic fields in Taiwan.

(2) The Higher Education Evaluation & Accreditation Council (HEEACT) will soon change its role to a higher rank supervision position.

(3) The aim of higher education evaluation is to help the programs for continuous improvement. No specific percentage of elimination is required.

(4) The documentation works brought heavy burden to the programs being evaluated.

(5) Training of evaluators is the most important issue. This is the key point to the

success of higher education evaluation or accreditation.

(6) Global connection of higher education evaluation or accreditation results is an important reason to attract programs. It is important for professional mobility.

(7) The conduct of higher education evaluation or accreditation by non-governmental commissions is not a form of exercising civil rights.

(8) The higher education evaluation or accreditation results can be taken as a requirement for license examination, at least for engineering programs.

3.2-5   Restrictions of this method

There are some restrictions for this research using interview method, as listed below:

(1) The interviewees have various academic backgrounds including humanity, business, science and engineering. Since business management, medical and engineering institutions have international link for accreditation at the present time, it is expected that major interview comments will be focused on these professional area.

(2) This study intends to interview primarily the professionals of high ranks in universities, evaluation/accreditation commissions, or people's representative bodies. The responses from the authorities of programs (Deans of Colleges, Chairpersons of Departments) being evaluated or accredited may not be effectively collected.

(3) Similar to the above statement, the responses from the faculties and students of the programs being evaluated or accredited will not be collected in the present study. The higher education evaluation or accreditation has been lunched in Taiwan in the past 5 to 6 years. The purpose of this research is to collect and analyze the comments from high rank officials about the policy of higher education quality control. Extensive studies by questionnaires will be expected as future work.

3.3 Methods of analyses

3.3-1 *Characterization of responses*

According to the statement in section 3.2-1, the interview questions are design into the following categories :

Should the future higher education quality control be conducted in the outcomes based way? What are the criteria that HEEACT and other commissions emphasize for the outcomes based evaluation or accreditation? (Question No. 1, 2)

Will the higher education evaluation or accreditation be conducted by various professional organizations? What will be the possible impact or arguments? Do these organizations have the civil rights? (Questions 3, 9)

Should there be a certain percentage of programs failed in the evaluation or accreditation? Will this bring burden to the programs? (Question 4, 5)

How to maintain the mechanism of continuous improvement for higher education in Taiwan? (Question No. 6)

Is the global connection of accreditation a real advantage to the students? What will be the incentives for the faculty and student to participate in higher education quality control? (Question No. 7, 8)

What will be the other comments from the interviewees? (Question No. 10)

This study will apply the in-depth interview approach to collect the comments and arguments from interviewees. These responses will be recorded during the interviews, and any observations will be written down. After the interviews, the recorded materials will be typed word by word. Interview results from various participants will be divided into the 6 categories listed above. The responses from interviewees will be quoted, compared, and analyzed in the results and discussion section of this thesis.

Lin et al. （林金定，嚴嘉楓，陳美花，2005）had stated the qualitative research method. The authors described the data analysis methods as the content analysis, template analysis, editing analysis, and the immersion analysis. This research will apply the content analysis method. The steps after the interviews include: (1) preparation of raw file data, (2) close reading of the text, (3) creation of categories, (4) overlapping coding text, and (5) revision and refinement of category system. It is expected that effective conclusions will be extracted from the discussions and analyses of the 6 categories of responses.

3.3-2   Correlation with literature evidence

The interview results will also be compared with what had been published in literature for higher education evaluation and accreditation. For example, it has been

stated in the literature review section that market-related strategies between universities and business sectors are created during the higher education expansion. The responses from the interviewees for question numbers 6 and 7 will be analyzed and compared with literature findings.

Another example is the argument for the accreditation of business schools, as cited in the literature review section. Does the accreditation really bring too much documentation work to the higher educational program, and decrease its strategy on decision making? The western professionals showed contradictory opinions on the value of accreditation. Through the interviews of this study, it is intended to find if there is a correlation between the viewpoints of western countries and Taiwan.

Does the higher education evaluation or accreditation neglect the diversified development of universities in Taiwan, as state by the Editorial of Economic Daily News in 2009? Does this quality control mechanism create an overflowing of formalism? The responses from the interviewees in this research will be analyzed and compared with the statements in domestic literature.

3.4 The expected results of this research

The major motivation of this research is to obtain the direct comments from professional leaders in Taiwan on the issue of higher education evaluation or accreditation which has just been launched in Taiwan few years ago. The expected results of this study are summarized as follow:

1. The opinions and comments for the higher education evaluation and accreditation will be collected through the interviews.

2. Through the interviews of professionals, it is intended to find out whether the future higher education evaluation and accreditation should all be outcomes-based.

3. Through this study, it is intended to obtain the consensus whether the future higher education should be an approval system without grading.

4. The responses from interviewees will be collected and analyzed for the driving force on building the culture of higher education teaching excellence.

5. The comments of interviewees will be connected for whether the higher education evaluation or accreditation is a way of conducting civil rights.

6. The responses from interviewees will give a suggestion for the future professional licensing and accreditation of degrees.

7. The comments of interviewees will be collected on the connection of higher education evaluation and global professional mobility.
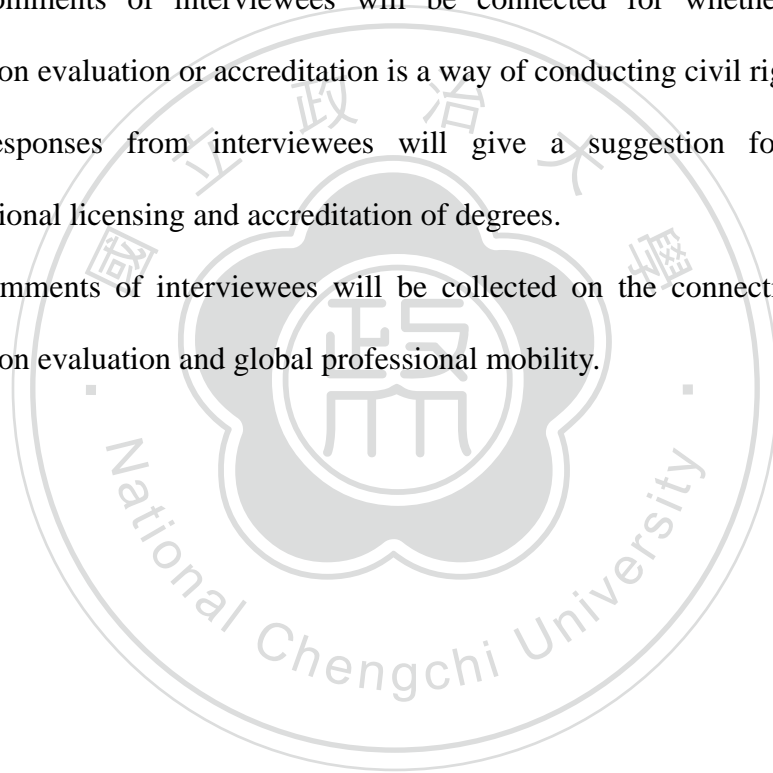
Chapter 4 The Interview Analysis and Discussion (A): Outcome-based Approach and the Role of HEEACT

This research adopted the in-depth research method and interviewed the domestic fifteen professors, research experts, and government officials who were very familiar with higher education evaluation or accreditation. The purpose of this study was aimed to improve our higher education quality control, to analyze and discuss, and to compare with literature. The analyses and discussions of the interviews of this study are divided into 3 chapters (Chapters 4 to 6) on three major topics. Chapter 4 focuses on the outcomes-based approach and the role of HEEACT. The interview results on the issues of passing ratio and exercises of civil rights are discussed in Chapter 5. Chapter 6 emphasizes on other topics of global connection and license examination. The Chinese version of the interview results and discussions are listed in Appendix C.

4.1 The suitability of the outcome-based evaluation or accreditation

Taiwanese former higher education evaluation adopted the input-basis, such as teacher-student ratio. The recent international higher education evaluation has suggested outcome-based approaches. IEET's work follows the outcomes-based spirit. HEEACT has also adjusted itself to the outcomes-basis. The outcomes-based evaluation or accreditation examined whether education was successful. Different from the traditional input-based evaluation, was the outcome-based approach a better one? This was the first problem of consulting the professors and the experts in the in-depth interview research. From the interview, the present domestic and international institutions participated in the outcomes-based accreditation deeply

agree on this method. One professor and high-ranking director who participated in the AACSB accreditation definitely agreed with the spirit of accreditation. He thought that if the input did not produce output products, it is a waste of the educational resources. However, he also pointed out that the outcomes-based accreditation needed the clear definition for the contents to be examined.

It was necessary for the state policy to upgrade the higher education and the international competitiveness. Running a school was to nurture personnel and ultimately to show the achievement. The outcomes-basis was completely right. If the "input" did not become the "output," the former was a waste. For the foreign AACSB accreditation, we emphasized KSA: knowledge, skill, and attitude. Now we teach more knowledge in universities than the skill and the attitude. The ability and the attitude were indispensable to the outcome basis. More difficult is that "outcome based" is not easy to define, for one has to know which profession he suits in advance (D).

The other two professors who joined the internal evaluation or accreditation also point out the outcomes-based evaluation or accreditation, including the teaching assessment and prolonged, improved mechanism helped improve the insufficiency of the input-based approach. Therefore, the outcomes-based approach was thought to be the superior quality control guarantee.

The outcomes-based educational accreditation was mainly to finish the course design, the teaching assessment, the loop mechanism, and to make every department exert their features. This kind of accreditation or the evaluation was certainly superior to the former input-based approach, because the outcomes-based approach emphasizes the examination of the teaching results

and makes sure of the best method of the quality control with the continuous

examinations according to the trend (H).

Now or in the future, the evaluation (will) emphasize the learning result. For

example, you know how students (will) learn and how to grasp his learning result.

When students face the difficulties or setbacks, will you have some counseling

mechanism to grasp the whole learning effect which fits your standard (I).

An interviewed policy leader can't agree on the outcomes-based evaluation approach more, and thinks that such an evaluation result can ensure that students have enough core abilities of employment and can have the ability of working abroad.

The idea "outcomes-based" is certainly right. We have to evaluate students

according to their applicable abilities. If students do not know what to do, have

their poor thinking ability, and write the composition and the Chinese character

poorly, they are of little or no use to the personnel competitiveness of the country.

So why to evaluate now is obviously right. I support this point highly. Our

education should develop students' core abilities. For example, they can find jobs,

want to go abroad for further studies or work abroad. Otherwise, higher

education is a waste of time, the resource, and the taxpayer's money (O).

In this interview, about one-fourth interviewees agreed that the outcomes-based evaluation was a better way. Nonetheless, they also thought that it could not replace the input-based approach or that time was insufficient from the traditional way to the outcomes-based approach. There are many assessment methods to establish. The following are to list their views.

I think that the outcomes-based way is better, but we can't wholly use this approach. In the past, the "input base" was in fact not very good because it became the formula. Universities could not develop their features. I think that adding the "output," all the educational quality can upgrade. Instead, we should not comment teaching only out-of-date KSA (knowledge, skill, and attitude), disconnected to the theory and the reality. In addition, the outcome assessment was indispensable. In this way, universities can adjust courses with the time progress. Consider the vocational school students who will join the work market after graduation, the "output" is in fact suitable.(N)

I think that the input basis and the outcomes basis are different aspects. The outcome basis is aimed to examine the function, the effect of teaching and the educational quality. Concerning these, the achievement plays a crucial role. For example, how did education persuade everyone that these resources I used indeed helped me get these output. We did not emphasize these before. However, now especially for the age in which universities become very competitive, we have to see if these students can become part of useful citizens in the future. Accordingly, under this circumstance, outcome basis makes sense.(L)

We find that no matter what they are evaluation or accreditation, they have become outcomes-based gradually. Outcomes basis is to assess universities through multi-evaluation, such as students' performance of "core competency," graduates' employment, and so on. "Outcomes basis" assesses four-year educational process and students' progresses—students' learning effect performance. Basically, I think that this approach is good. Possibly because people were used to the input-based approach, therefore, in the transformation,

the multi-evaluation, including the track of the alumni and their later developments, also becomes our future concern.(F)

About one-fourth interviewees did not favor the outcome-based evaluation. Several interviewed educational scholars found it hard to control direct information needed to be examined in the outcomes based approach.

In fact, up to now, everyone only "attempts" to see students' outcomes as one key point and the collected students' learning results are very limited, for there is no national training for assessment. Our so-called outcomes basis is to understand that upon graduating, students learned related knowledge, skill, and attitude. These actual results are very important. However, according to the present situation, we cannot fully grasp these "direct" results, but the "indirect" results, that is, his career development of the employment and the graduate school after graduation (G).

Interviewees, experts and scholars also mentioned that "outcomes basis" was an approach of evaluation, but at present, lacking the review and the improved mechanism was a fly in the ointment.

We cannot comment "outcomes basis." In fact, it is only part of the evaluation. Our present so-called educational evaluation should include formative evaluation and summative evaluation. Accordingly, outcome basis is originally part of it. However, HEEACT only conducts more "outcomes basis" than formative evaluation. Formative evaluation is mostly applied to "self." For example, in an organization, we keep on examining ourselves in the meetings. Another example was that the outward scholars and experts come to examine our

system. These are formative evaluation. Summative evaluation is the present adopted way for our higher education most of the time, that is the outcome basis. Consequently, we cannot comment it but express that in the future, adding formative evaluation, it will become more perfect (C).

Professors who received engineering education certificates also point out that not wholly the same, accreditations put emphasis on outcomes basis and included SOP (Standard Operation Procedure). But now many education units and their members cannot understand the differences between evaluation and accreditation. It is not totally clear which way is better.

There are some differences between evaluation and accreditation, including the basic spirit and start point. Some people can't make accreditation and evaluation clear at all. The key point for both of them is to improve the teaching environment. I cannot answer which is better.(A)

Of course, senior interviewees of the scholars also think that input-based achievement needs more examination. They can't completely decide the evaluation results according to outcome basis. A high-ranking official who actually conducted the evaluation also thinks that outcome basis needs time to make the public understand and that at present the effect can't be shown.

Outcome-based evaluation will be adopted in the next round evaluation. The future evaluation is mainly based on students' competency—the present core competency indicator for every department. I think that the evaluation may not emphasize outcomes basis so much. However, the outcomes will also be examined. The evaluation also needs to examine students' learning. Input-based

evaluation includes student-teacher ratio, the budget, and the library. However, the key point is in the outcomes of the students.(B)

It is very hard for you to evaluate according to outcomes basis. At first, committee members are not very easy to find. Industry committee members are not easy to arrange in pairs or groups. Everyone has his/her opinions and has difficulty in reaching an agreement. In 2004, the university evaluation started and up to now, I have thought that the outcome is very good. Of course, outcomes basis is a tendency and needs several years to make the public digest. At present, the effect cannot be shown. (K)

On the basis of the above-mentioned interview, more than half of the interviewees agreed on outcomes-based evaluation or accreditation. However, this new tendency cannot be familiar to the public yet. Quantity index in the traditional input-based evaluation still needs to be considered by evaluators and the people being evaluated. It needs time to fulfill outcomes-based evaluation or accreditation. Now the professional departments of engineering technology, the medicine, and MBA adopted outcomes-based evaluation or accreditation. Would other departments adopt this kind of evaluation later on? The following listed the interviewees' views. Concerning medical students who needed the professional accreditation, the outcome-based approach is highly recognized.

I agreed that the outcomes-based evaluation was a better way and more suitable for our medical field. We would have the definite core competency when we graduated. If colleges of Engineering and Science could list their standard, it would be very good. I did not know whether colleges of Liberal Arts and Law could lay down core competency very definitely. Consider our College of

Medicine, we can estimate what special knowledge students must have, their care of the sick according to their clinic ability, their communication with the sick, their ways of sympathy, ethics, and moral. Without satisfying these standards, students could not graduate. If other departments also could do so, outcomes-based evaluation could be adopted. (J)

The interviewees of the scholars and experts thought that outcomes-based evaluation or accreditation was applicable to all departments which had to draw their individual evaluation index. Every department should not adopt the same standard to evaluate. Engineering technology could draw evaluation index. The evaluation indexes of the departments of Liberal Arts and Law were obviously different from those of department of Engineering. At present time, formulation of these indicators is undergoing. The following lists comments of this question.

Different departments can have the outcomes-based evaluation which is more objective. Such an act is very few. Now everyone speak of many outcomes-based issues but do not develop this system. I think that it will be slowly developed. (G)

Do we really shoulder the responsibility of measuring the achievement duty and formulate some most suitable indexes for every field? We can't treat medicine in ways of Colleges of Liberal Arts and History. Neither can we evaluate art in terms of College of Medicine. Concerning the time and the process of developing professionals, every academic field is different. (L)

The traditional input-based approach includes the same quantified standard for different departments. The scholars and experts expect various programs to establish

their features in every field, examine the mechanism to compare themselves through the outcomes-based accreditation. The traditional evaluation includes the scores and ranking. Outcomes-based evaluation, however, adopted the recognition system. Ranking and recognition are very different. More than half of the interviewees think that the public do not understand outcomes-based approach yet. Therefore, if outcome-based evaluation and recognition are promoted to every field, there still needs time. The following list the interviewees' opinions.

Outcomes-based evaluation is applicable to every department or program, depending on their achievement performance and competency indexes for themselves. For instance, their competency index decides their musical hosting. After you draw up a core competency, you have to have an assessment mechanism. After formulating the assessment mechanism, you will not only see the academic performance as the only standard. Speaking of art, you may refer to the performance. (B)

No matter what they are evaluation or accreditation, you had better not use the same standard to measure everyone. Therefore, different standards instead of one standard are used to measure Colleges of Liberal Art, Law, Science, and Engineering. At present, it is hoped that everyone can compare with themselves. Then they evaluate themselves according to their own. It is also hoped toward such a direction, but some difficulty still exists. For instance, Taiwan Assessment and Evaluation Association evaluated the universities of science and technology using the ranking system. The ranking system and the recognition system are different. (K)

4.2 A brief summary of section 4.1

In this section, the interviewees' opinions and discussions are concluded as follows: (1) more than half of the interviewees agree on outcomes-based evaluation or accreditation to make sure of student employment core competency. This is advantageous to international professional mobility. (2) almost half of the interviewees still think that input-based evaluation index can't be wholly neglected. The domestic traditional evaluation can't be replaced by outcomes-based approach. If we wholly use outcomes-based approach, some problems are crucial. These include the directly assessment, analysis of the assessment results, committee members' recognition of the outcomes-based assessment spirit without individual preconceived ideas. (3) outcomes-based evaluation or accreditation can be applied to every field, but they must draw up evaluation or accreditation indexes for features of the different fields. This index needs to bear every department to develop their features, and then to compare, assess, and improve themselves. Based on this spirit, they will change the traditional ranking system to the prolonged, improved recognition system.

4.3 The issue of the HEEACT task transformation

The present Higher Education evaluation is executed by HEEACT. As the evaluated unit continuously questions the evaluation result and MOE announces the act that it will recognize that the domestic and foreign professional organizations to go on with Higher Education evaluation or recognition, whether the single organization goes on with all the department evaluations becomes the issue worth discussing. If the future evaluation or accreditation can be carried out by other professional organizations, HEEACT will adjust its mission. Through the interview, this study discusses scholars' viewpoints of HEEACT missions. The original

domestic evaluations are executed by the official organizations. In the future, if the non-government organizations carry out the evaluation or accreditation, whether different standards cause controversies of the evaluation results will be also worth discussing in this interview.

The interviewees of the fifteen scholars and experts unanimously agree that HEEACT should transform their mission and become the higher rank monitor institutes. The following are the opinions:

> *As a matter of fact, the domestic evaluation is not completely responsible by HEEACT. University evaluations are conducted by HEEACT. Other technical universities' evaluations are conducted by different units. I think that there should include more ways. HEEACT can give up the evaluation work and entrust according to the standards of the colleges and their professional and persuasive organizations. The standards of the evaluation of departments are too detailed. I think that the evaluations of colleges instead of programs are better. HEEACT should adopt their missions and play a more superior role, like CHEA of USA. HEEACT should adopt the mission to recognize other evaluation institutes, do some research, and make the evaluation become more professional. The ultimate purpose is to make our own evaluation institutes have a better quality and cooperate with the foreign ones as much as we can. Accordingly, our institutes also can apply for the oversea recognition. This diverse act will connect our evaluation with international evaluations. (G)*

Though most of us know that the domestic higher education evaluation is conducted by HEEACT, we do not necessarily understand that it is one of many professional evaluation units. The above interviewee mentions that HEEACT should

transform itself into the role of CHEA. In fact, this view has been suggested by many other interviewees, including the experts of HEEACT.

> *Our HEEACT do not do all of the evaluations. For example, vocational evaluation is conducted by National Yunlin University of Science and Technology. Besides, Taiwan Assessment and Evaluation Association is another corporation juridical organization. IEET proceeds to give the engineering accreditation, so we are one of many evaluation organizations. We may stand in the upper level organization of the evaluation, attest other evaluation organizations, and make the lower level evaluative organization actually operate the evaluation. We should slowly upgrade to become the intellectual warehouse unit. We are going to develop the evaluation research, including the evaluation method and the evaluation results. As CHEA does, we should transform ourselves rather than actually doing evaluation.(L)*

Many interviewees of scholars and experts think that the actual operation of the evaluation business is very heavy task. If a single unit evaluates all the fields, then they will have very heavy workloads. Therefore, changing itself to the research unit and leading all the professional commissions to actual operation, HEEACT can share most of its load.

> *Like HEEACT, a single evaluation unit does not have enough professional personnel and must rely on professors of universities. However, do professors want to receive trainings? It happened that evaluators did not do what they were good at in terms of their profession. Now no one wants to discuss true spirit and connotation of the evaluation. These are important issues of the evaluation or the accreditation. Even for the engineering education accreditation, evaluators do*

not understand the spirit of accreditation very well. This is not the problem of the evaluation or the accreditation agency, but because there are not enough people and what they do does not correspond to their position. (A)

How HEEACT changes its mission must go on with the domestic and overseas professional evaluation organizations' policies, and to go on step by step. An interviewee of the high-ranking university official, another expert of the evaluation organization, and a scholar of the evaluation field clearly express their opinions as follows:

AACSB recognized programs can waive the evaluation by the Ministry of Education, for the foreign standard can be referred to, and even more advanced than us. We entrust AACSB to evaluation and this act is like MOE admitting AACSB to be good. As it has a list for the recognition of overseas educational degree, MOE recognizes qualified oversea evaluation organization. HEEACT is responsible for the principle. We make a comparison of the Legislative Yuan of Republic of China, which does not need to perform the law, because law-making and the administration need to be separated.(D)

I think that HEEACT should not stand on the first line but be the one which draws up the evaluation index and establishes the evaluation method. That is, he should do researches including the index, the method, the procedure, and the mechanism. After formulating the related method, it entrusts the method to the professional organizations to conduct the evaluations. (K)

MOE expects HEEACT to transform and slowly manage the domestic evaluation organizations. When the oversea evaluation organizations enter

Taiwan, it may be a threshold. Transforming itself, it is very professional and international. In the future, HEEACT only evaluates the professional organizations which later evaluate universities. Then it falls back on the second line. At present, we have to wait. When there are more evaluation organizations, HEEACT will do so.(I)

Some interviewees of the experts and scholars thought that the original mission of HEEACT had been made clear. Even if it would transform itself, it still involved issues of the legal statuses of the foundations, board of directors, and public juridical persons. Though the consensus of the missions of HEEACT had been arrived at in the interviewees' opinions, MOE had to clearly draw the policy up, for professional organizations could carry out educational evaluations. However, the ultimate application of the evaluation still needed the consideration of civil right of the government. The following listed three interviewees' cautious opinions:

I thought that the original mission of HEEACT was very clear. If its major mission was replaced, it would be managed by a board of directors. I myself thought that its adjustment as either the monitoring unit or other units, should be decided by the board of directors. If it became a monitoring unit, what was the relationship between it and MOE? Did MOE have to monitor the domestic and oversea professional institutes or did HEEACT do, too? If they had different concepts, how to adjust was an issue. I thought that this should be proposed by the board of directors. This was very crucial, so I thought that it would be better if our foundation needed to communicate well with MOE. (J)

Our present HEEACT is in fact similar to public juridical persons, or public juridical persons to be. The government has part of the investment and some

business is given execution by them, for coercive power of the government should not involve and the organization can become the professional evaluation one of America. HEEACT should carry out the accreditations which other institutes cannot do or are not qualified to do. I think that the present role and the objective of HEEACT are not clear or definite. It spares no effort to exert the present mission, so I do not think that it should adjust itself. (C)

The transformation of HEEACT itself depends on whether MOE can admit the proceedings of domestic and overseas professional evaluation agencies. The evaluation committee has to tell MOE how many evaluation plans of mine have been done, my training of the evaluation committee members, my effect, my accreditation procedure, and the requirement of proving the quality. HEEACT wants to transform itself. They find that evaluation is very tiring, for there are too many details to do in evaluations. If these things are not done, this foundation has to dismiss—its original purpose being to carry out the evaluation. (B)

This research also involved a policy-making expert's opinion. From the response, I could understand that the country policy also supported HEEACT's transformation. According to the above-mentioned interviewees of the scholars and the experts, it was time when MOE recognized the domestic and overseas professional evaluation organizations.

Basically, I thought that HEEACT should have fallen behind rather than stand on the first line. Being unsuitable for the leading role of the evaluation, it should lead all of the evaluation system which makes the professional evaluation organization to carry out. Nowadays, the equal accreditation institutes should be established: those for Colleges of Law, Social Science, Medicine, Engineering,

and Business. After that, HEEAC falls behind and monitors these units. Basically, I am waiting for the proper time, changing HEEACT into research institutes to investigate how to conduct evaluation. (O)

MOE may recognize more domestic and overseas professional evaluation or accreditation institutes and does not let only HEEACT to do evaluation. When departments choose professional institutes to receive the interview, will they choose institutes easy to pass and make the evaluation results unfair because of the different standards in all of the institutes? Concerning this, most of the interviewees did not have too many doubts. A senior scholar pointed out that if the purpose of the evaluation or the accreditation was to improve itself rather than to be given penalties, there would be no controversy of fairness.

I don't think that there are problems of fairness in different professional institutes which were recognized to do higher education evaluation or accreditation. If the evaluation results were used to give penalties, there will be the problem of fairness. If the purpose of these evaluation results was to improve the quality of teaching, there was no problem of fairness. (G)

The diversified evaluations are also the developing tendencies. Different departments can look for the most suitable institutes to give their improvement opinions in professional developments. Credits of the different institutes certainly have to demand themselves and will receive the examination of the market mechanism. Low-standard institutes will be eliminated through competition by the market mechanism. The following listed two interviewees' opinions:

There should be no fairness in choosing different evaluation units. The

outside world will distinguish the evaluation unit's reputation. Non-governmental circles clearly understand which aspect an evaluative unit A has a great emphasis on and the relatively low standard of evaluation unit B. Unless it is a case of cheating, I don't think that there is a problem of fairness, for every evaluation has different key points, indexes, and social opinions. We welcome diversified evaluations. Different quality universities should adopt different standards or forms. For example, universities of Arts may not suit adopting the present HEEACT's standard. (C)

Japan has four evaluation organizations. The market mechanism will eliminate them in accordance with universities or the public. The government should give the market mechanism to decide. For example, if a higher education university or a university of technology wants to apply for this evaluation of the organization, it must have its consideration of the standards. If it is called on because of the looser standard, certainly, it can get a very good result. However, the nurtured students are not well-qualified and will be eliminated by the market. (K)

In this interview proves, almost half of the scholars and the experts doubt the fairness of the diversified evaluation or accreditation organizations. The domestic evaluation committee members might repeatedly act as ones of different professional evaluation organizations (like HEEACT and IEET), will they receive enough training and understand the spirits and standards of all the evaluation organizations? Do they play their good roles in carrying out their missions? A senior expert gave his opinions as follows:

As for the problem of many evaluation organizations domestically, I didn't know how many evaluation committee members are qualified. In the condition of the just and fair, committee members must avoid the conflict of interests. Otherwise, why did we have so many committee members and establish many different evaluation units? (J)

The same evaluative standards of evaluation committee members were very important to the fairness of the evaluation result. Even if they are in the same evaluation organization, they have different opinions. The evaluation unit had many complaints against HEEACT's evaluation results. An evaluated university director doubted the problem of fairness:

I thought that different evaluation organizations will lead to the problem of fairness. It likes when we examine the sanitation of the products, we are commenting which instrument was more precise than another one. In this way, I thought that there was a controversy. (F)

Because MOE recognized professional evaluation institutes, it admitted the overseas institutes, besides domestic ones, for carrying out evaluation or accreditation in Taiwan. There was an instance of AACSB accredited Colleges of Business. Did MOE actively recognize the act of the overseas institutes or ask their applications, like those of the domestic institutes. There problems of the overseas institutes which were not qualified, which did not understand or did not obey Taiwanese system were worries to us. An educational expert expressed his anxiety.

Another phenomenon is that in order to circumvent the domestic evaluative organization, universities look for organizations of other countries to evaluate.

As a result, the domestic institutions of higher education became completely independent, not subject to the control of any Taiwanese organizations. Basically, there is a little danger because the object of education in Taiwan is to help Taiwanese children after all. It is also the use of taxpayers' money. So I personally believe that you can accept the accreditation of the foreign organization, but you have to meet the standards of Taiwanese assessment body. You have also to correspond to the requirements of social duty and accountability. (L)

Even in the current system, there are national higher education evaluation inconsistencies. For example, as long as the recognition system of the University evaluation meets the accreditation requirements, universities can pass the evaluation and no longer get scores or ranking. But the vocational education systems of the technical universities and institutes of technology are using the ranking system in evaluation. The results show different ranks, as MOE's basis for awarding grants. Many controversies always exist in this inconsistency system. If more professional evaluation organizations have controversies in the recognition system and ranking system in the future, they will inevitably trouble the government and evaluation organization. One senior scholar stated the following views:

Now MOE also commissioned HEEACT to do the later higher education evaluation system plan. It will consider several questions. First, if the evaluation of the universities will combine with that of Universities of Technology. They used the same standards of the recognition and ranking. Universities of technology adopted the ranking system of the first, second, third or fourth class instead of the one of "pass or fail." So many people complained that because the university evaluation

plan was applicable to universities and vocational colleges. Then, when the plan was executed, this university adopted the ranking and that university adopted the recognition, leading universities of technology to rebound. (B)

4.4　A brief summary of section 4.3

After collecting and analyzing the opinion of this section, we can summarize: (1) most interviewees of the scholars and the experts, including policy makers, think HEEACT should transform and become the upper monitoring institute, responsible for policy research and formulation of evaluation. (2) HEEACT's transformation, involving the change of the corporate sector, can finish smoothly with the government's proposing the policy. (3) MOE has to recognize foreign professional accreditation bodies, and allow universities to choose the professional organizations to accept evaluation by their characteristics. These are the HEEACT transition prerequisites. (4) Government should make decision for accepting either the recognition or the ranking system. There should not be the policy of mixed cases in order to avoid the controversies between professional accreditation bodies and universities being evaluated.

Chapter 5   The Interview Analysis and Discussion (B):
Passing Ratio of Evaluation and the Exercise of Civil Right

This chapter continues to record the statements during interviews of this study, and the discussion of interview results. The major topics of this chapter are the passing ratio of evaluation and the exercise of civil rights.

5.1 The research on maintaining the failure ratio of evaluation

Students study and take exam at school hoping to pass basically, or they will restudy, delay graduation and even drop out of school seriously. The departments have the same mood when participating in higher education evaluation. They are thinking of passing the evaluation and hope to get better review comments. HEEACT takes the recognition system, but there are the evaluation results of "To be observed". The results of vocational evaluation system show the ranking, and are directly related to grant awards of MOE. In order to maintain accreditation standards, do evaluation results have to maintain a certain failure ratio? This is the subject that the programs being evaluated mostly worried about. It is also suggested that evaluation results should demonstrate the effectiveness of elimination. That is, educational performance of poor schools being given a certain degree of punishment. Departments which cannot meet the requirements of MOE, less than 13 full-time faculty of the department, or less than 7 faculty in a graduate institute, have been ordered by MOE to reduce enrollment. This action also causes a rebound of these departments. In the issues of passing ratio and the punishment, almost all respondents do not agree to set the failure percentage in evaluation or accreditation.

Evaluation does not have to maintain the failure ratio. If the programs being evaluated always keep improving, the passing ratio will become more and more. The question you mentioned "not pass by firm proportion" is not a problem. As for the question of penalty, this is not the penalty. For example, the school doesn't pass the evaluation owing to not enough faculty members. What penalties do you give him? Maybe he needs to be given the fund for development. From the evaluation perspective of assisting him, I think this is not a penalty, because evaluators are not judges. (G)

The above-mentioned opinions show the significance of evaluation of finding problems and making recommendations for improvement, rather than punish the programs. Another interviewed professor also proposes that the evaluation is a recognized threshold. The result doesn't need to make ranking table and no limit of passing. For example, the university professors can get away the self-assessment from 1 every 5 years, as long as they pass the setting step of school. The evaluation is not like quota restriction of the professor promotion.

There should be no problem on the passing ratio. We offer pass, failure and to be observed when we do evaluation. It should only be a threshold of a department or a university. If the basic requirement is not met, this is "not pass." If every university meets this basic standard, there is not a problem of no-pass. In the evaluation, we do not greatly emphasize the ranking table. There is no quota restriction for passing the evaluation, but the universities being evaluated must meet the basic conditions. (C)

No matter what the evaluation result is no-pass or to be observed, university directors bear a lot of pressure. One surveyed director mentioned that evaluation

should not cause the fear of the department. The respondents thought that evaluation results should focus several indexes to assessment separately, rather than make the after-ranked department fail through quantitative rating system.

The so-called no-pass rate is just like some teachers in the beginning of semester to intimidate students that they want to take away one-third. I think that there should not be such a ratio. Evaluation members should look at overall development of this school, rather than insist on a threshold, followed by thirty percent of no-pass. It's not fair for those universities who made great efforts. Evaluation is to make sure that students receive the most basic teaching quality education. The school may be given three evaluation indicators. If it does not pass the standard of an indicator, it will be given a warning to improve in this aspect. If the other two indicators are satisfied, it is hoped that it gets better and achieves the standard settled by MOE. (F)

The interviewed experts believe that the significance of evaluation is to assist the department to improve continuously. It is the self-review system, not for comparison between schools. Even the implemented respondents also hope those evaluated units can pass evaluation. Therefore, the units being evaluated only need to prepare for information carefully and achieve self-requirement effectively. In fact, they don't have to fear the assessment of evaluation agencies. The following listed the arguments of two respondents:

There is no need to set the ratio of no-pass. In fact, we are asking for a mechanism for self-improvement. If we cannot achieve our own goals, we have to further improve. So this is a self-challenge and does not stress that we're going to compare with others. (A)

I do not think that there is need to set the no-pass ratio in the evaluation. Such a regulation must not be set, for it will be malignant. Accreditation is based on the recognition system with the results of pass, to be observed, and no-pass. The result is determined through the evaluation report, including the scale and hierarchy. We hope that every university can pass, but the improvement is sustained, even if the university has passed the evaluation, not meaning that it is very perfect. (L)

Because the purpose of evaluation or accreditation is to complete educational goals, the results of evaluation and the set of reasonable goals of education are closely related. One interviewed university director obviously pointed out that the spirit of this outcomes-based evaluation, and explained that the evaluated units should be subject to continuous improvement. The government department with public authority was responsible for a reasonable evaluation of the threshold rather than giving the pressure of punishment to the university.

On the passing rate, in fact, there is not a fixed standard, but universities must reach their set goals. If they fail to reach the goals, how can they ask someone to give you accreditation? If MOE wants to train everyone to be president, education will not be what it is. In fact, it helps us to train management personnel at all levels and various fields. MOE and the public sector should maintain the most basic requisite for evaluated units to make efforts and succeed. Success depends on his position, and this is the so-called sufficient condition. I think that MOE should manage the necessary condition, which MOE just gets. MOE can't manage the sufficient condition. (D)

Interviewed experts also pointed out the importance of professional judgments of the evaluation committee members. They also accepted the various appraisal of departments. In the future, different professional evaluation agencies may carry out their missions, so evaluation committee members should not follow the same standard of assessment for different departments. The following comments echoed the importance of the characteristics of educational goals.

On the passing ratio of the evaluation, I do not agree to maintain a certain ratio of no-pass. I think it is handed over to evaluation committee members with professional judgments. The result is everything. For example, they can not confuse right and wrong. We scholars can very easily talk about SCI journals, but the other person cannot comment that he is not a good scholar only because his publication is not so good. How can apples be compared with tomatoes? They are different fruits. In the same way, we cannot treat the education evaluation in this way. Must National Chengchi University be worse than National Tsing Hua University? It depends. In the same way, must National Tsing Hua University be worse than National Taiwan University? It depends. The three universities are very good and have their own characteristics. We should not insist that what should be done. If so, it is a bad act. (K)

For government departments, although not endorsing the ratio of no-pass, the past quantitative evaluation results easily made the government sector refer to the effectiveness of education. From the following comments by the competent government, we can see that it is still difficult for the recognition system to replace the ranking system. The policy of the government subsidizing the university is in fact the major reason why the department feels the pressure.

Evaluation is never set by the rate of no-pass. Committee members can compare similar universities, so there will be high and low scores. In principle, there will be no limits of the passing rate. Unless the university is really inferior, it will be ranked third and fourth. We really need to improve ourselves if we are ranked third. The universities of science and technology are hardly ranked third. The subsidy is given to the university which performs better. How MOE subsidies is to calculate the points based on the ranking. (N)

In the interview results, there is an opinion noteworthy. Both domestic and international evaluation and accreditation are sub-annual implementation, not the evaluation of the implementation of all departments in the same year. So it does not provide the significance of the passing rate for evaluation.

I personally participated in the domestic evaluation or that in the United States. These evaluations did not require a certain percentage of no-pass. Like the United States, they put forward to Colleges of Medicine more than 100 standards. The committee members examined each standard separately. Not passing the standard of logic, this university will be likely assessed "to be observed" or "a warning." If there are some special financial problems or major losses in Colleges of Medicine, the university may have to face the accreditation result of non pass. We do not say that the whole nation receive the evaluation in the same year. Maybe 10 medical colleges attended the accreditation in one year. There is certainly no percentage of no-pass. (J)

According to scholars and experts, accreditation agencies just gave professional judgments. The penalty was just what the government should consider. Respondents also pointed out that the United States did not give their student loans if the

departments did not pass the evaluation. If the departments were voluntary to participate in evaluation or accreditation, the government policy could function well.

Department evaluation did not have the fixed passing ratio. MOE instead of HEEACT punished the programs of no-pass. If a university program in the United States is not accredited, it can't get the federal government grants and students can't apply for student loans. Taiwan has no such provisions. Student loans will not be cancelled, but departments at most cannot expand the enrollment or decrease the recruitment. Our conditions are different from those of foreign universities. (B)

Of course there are interviewees who thought that there should be punishment according to evaluation results. Unqualified programs should be closed. It is the national public authority, rather than the accreditation body, should give punishments to unqualified departments.

Educational administration within MOE should play his good part to close those unqualified departments rather than commit HEEACT to evaluate. Public interest groups of U.S. represent the State to carry out part of public authority. The division which Taiwan currently has this power is Department of Higher Education of MOE, not HEEACT. If Department of Higher Education of MOE does not carry out his mission, we can't do anything to impose sanction against the unqualified programs. (E)

The interviewed policy maker agreed to maintain the no-pass ratio of the accreditation. The interviewee thought that the deletion of the school endowment fund from MOE grant as a method of punishment may prompt the school principal to pay

attention to the quality control of the programs. The following comments are very different to those of other respondents. These also show that the lawmakers' different opinions of the punishments for the higher education accreditation.

Evaluation of course had to maintain a certain ratio of no-pass. To be observed did not make sense but just give a warning. But "to be observed" had to be reexamined. Currently there was no failure after reexamination. I thought the reduction of the student admission was the direction of a set penalty. It might not be a good way to decrease the recruitment. There was of course no development power if number of students decreased. Reducing subsidies might be a way, for reducing the endowment fund for school development made them feel more pain. To some extent the president might start to be more responsible, and had a sense of crisis to defend the evaluation of each program. It is also a good way, in my opinion, instead of the present act where evaluation is a matter of each department. As the accreditation results are involved with the school fund, there cannot be irresponsible for the president. (O)

Most of the respondents believed that the purposes of higher education evaluation included the self-review, self-evaluation and continuous improvement. Evaluation results do not need to set the passing rate. Accreditation body played a role of mentoring or reviewing. The interview results showed different views. A scholar thought that an academic evaluation agency, such as IEET, was a counselor, and showed that they met international standards and implemented the task of counseling.

Basically, the foreign professional evaluation institutes are like this and should be a counselor. There is no penalty. Consider IEET, who follows the international standards. This is a good act. Some people think that the passing

rate is too high. Now we, HEEACT, come to reflect that in fact, IEET is right, because IEET follows foreign professional development model. Nowadays, universities voluntarily improve and receive the counseling. Finally, it is normal for them to pass. On the contrary, universities which did not pass the evaluation may have to make more efforts. (G)

Another interviewee also thought that the professional evaluation institution played the role of a counselor proposing the suggestion to the evaluated unit. This relationship is similar to the relationship between patients and physicians. Patients improve their health by means of physicians' diagnosis of disease.

Of course, assessment body played the role of the counselors, who were not the police. Educational evaluation committee members served as consultants. Just as we went to the doctor, if a physician were like a policeman, punish me again after the interrogation enquiry. I would try my best to hide my illness for fear that I would be punished. But if the patient did not tell the doctor where he was hurt after seeing the doctor, then he just stayed at home, lying and seeing no doctor. Like the physical checkup, evaluation most importantly helped evaluation members improve themselves. If they hide the problems, the evaluation committee members could not give any advices at all. (I)

But another professor with different views exemplified the U.S. accreditation bodies and thought that they were evaluators. In need of other experts' counseling, the university had to pay additional fees.

Accreditation body played the role of evaluation. Counseling is not what HEEACT did but should be done by MOE. HEEACT was of course responsible

for only evaluation. How to ensure the quality of the evaluated unit should also be urged by MOE instead of HEEACT. Like the accreditations in the United States, they would not be counseling but just telling universities problems. If universities need professional help, they had to pay extra money and request that other professionals offer help. (C)

Another evaluation agency respondent believed that the evaluation agency was evaluating and strictly carrying out tasks, as a teacher was a counselor in class and an examiner in giving students exams.

The evaluation agencies of the United States have two roles. Before they evaluated, their secretary-general could go to universities to give them guidance and advice. Actually paying a visit, that person could not go. As for the penalty problem, HEEACT was not the unit who superintended university rights, but MOE had the right of giving punishments. HEEACT and foreign evaluation units could only give oral warnings, hoping that the program could improve. (J)

A university director participated in the AACSB accreditation gave foreign accreditation units as examples, and explained that they played roles of both counseling and reviewing.

Evaluation agencies played two roles of the counselor and evaluator. AACSB, for example, did not require the universities to meet the standards of the evaluation committee members but their own standards. The evaluation committee members came to see your achievements. The goals of universities were legitimate and reachable. For example, they could prove what they could achieve or would strive to achieve in a few years. In this condition, the program

passes the AACSB accreditation. It did not coerce universities into becoming like Harvard University. If universities ran like Harvard University around the world, which units cared small and medium-sized enterprises? (D)

From the point of view of the domestic academic programs, the interviewed professors agreed that the role of counselor was to assist the department to identify problems, counseling the latter to improve the weakness rather than hope that evaluation agencies would bring fears to subjects. The following listed the views of the two interviewed professors.

The entire accreditation process was a consulting system, because the agency had to do according to the standard operating procedure (SOP). Just as we are applying for ISO9000, basically the whole process was consultation. It is the same of the accreditation process. The whole process is consultation, which was that universities created a mechanism for self-improvement. (A)

I thought that it should be better for the evaluation institutions to be counselors, because the former evaluation (possibly like the teacher or a judge) gave us the feelings of scary and fear. So I thought that it would be better to be a counselor. Consultants should help universities establish a mechanism for self-improvement instead of mentioning that they determined the penalty. These two roles brought quite different feelings to the programs being evaluated. (F)

There were different views of the respondents who received the interviews of the domestic evaluation agency. Some people thought that evaluation agency is a counseling one. Other people thought that the two roles should not be confused but be clearly distinguished. This argument also explained that the accreditation body has the

role of evaluator. From the interviews, the role of the evaluation or accreditation body is still vague. Further study is required to avoid evaluators' differences in the recognition, misunderstanding, and controversy. The comments from two interviewees are listed below.

We played supporting role, telling the university insufficiency and hoping that they could make efforts in these aspects. Our goal was to make everyone better, because a university needed a lot of manpower and material resources. We always hoped that they successfully developed their own features and had their own markets. We always took a supporting role rather than a role of punishment. (L)

On the evaluation institution roles, counselors should not be evaluators and vice versa. In fact, the roles should be very clear and cannot be confused.(K)

Respondents of the academic or professional evaluation agency had divided views on its role. Then what perspective did MOE take? From the interview results, MOE tended to define the evaluation organizations as counselors and external observers. Perhaps MOE thought that the government had the civil right. Non-governmental agencies only needed to finish educational diagnosis of the departments and give them suggestions for improvement.

We should define evaluation agencies as auxiliary body. We went to universities to evaluate rather than be picky. We hoped that in the whole implementation process, it would be better done in certain aspects and that universities would get some advice and improvements. So basically in terms of the purpose of evaluation, evaluation agencies should be counseling. (N)

To the school, evaluation agencies should be an external oversight role. Like an audit, evaluation agencies see from the outside whether universities played their own healthy role. In fact, I would rather use the word "audit," which was usually assisting the counseling. The evaluation agencies provide some suggestions from the perspective of an outsider. The use the word "oversight" is more appropriate because even MOE had no supervision relationship with universities. (M)

Finally, policy makers' views were shown. Respondents believed that agencies should be counselors, because elected representative assemblies received many cases of expressing disapproval and understood the respondents' difficulties. If the evaluation committee members took the role as only the evaluator, they might subjectively proposed many of their own suggestions. The programs being evaluated might not necessarily accept them or find it difficult to directly rebut. Thus, there might deepen the misunderstanding between evaluators and programs.

I thought that the accreditation agencies should be consulting. Their views should be very fair and justified. Some evaluation committee members wrote a lot of papers which made no sense. Because of this, universities became "to be observed" and decreased the enrollment. That was why they hated the evaluation. Living for about a half life and devoting for the department development, they were subjected to humiliation in the first year of this evaluation. Did you think he felt comfortable in his mind? I just did not want such a thing to happen every year. (O)

5.2 A brief summary of section 5.1

The above interview results and analysis summarized as follows: (1) The higher education evaluation aimed to discover the problem in teaching and to propose suggestions for continuous improvement. Accordingly, the evaluation results did not need to set the passing rate. (2) Most of the respondents considered the significance of the evaluation lay not in penalizing departments but in mainly hoping that departments recognized their own weaknesses, improved, and ultimately passed the evaluation. (3) Although the evaluation needs not to set penalty, the current evaluation results were related to funding schools by MOE. Only government policy for evaluation and awarding grants would be dealt with separately, the objectives of the recognition system can effectively be achieved. (4) There were divided opinions in evaluation agencies as counselors or reviewers. There were also inconsistencies in the interpretation of understanding the role of foreign accreditation agencies. This problem was worthy of the study of the education experts and evaluation policy-makers. Concerning the interviews in this study, institutions being evaluated and education authorities were more supportive of the professional evaluation agencies as counselors.

5.3 Discussions on the exercising of civil rights in conducting evaluation

It is necessary for universities to be evaluated in every aspect, which is based on Article 5 of University Law. The Ministry of Education is required to compose the Accreditation Council or to commission a professional organization to conduct the evaluation. The Ministry of Education possesses the civil right authorized by national laws. Whether the professional organizations commissioned by the Ministry of Education, such as HEEACT, possess the similar power is an issue worthy of discussion. According to Article 5 of University Law, universities that are approved

by the professional accreditation organizations commissioned by the Ministry of Education are eligible for applying being free from evaluation by the Ministry of Education. For example, the departments that are approved by IEET or AACSB can waive the evaluation by the Ministry of Education. In the future, there will be more professional organizations getting commissioned by the Ministry of Education. If those non-governmental organizations or international organizations have the civil rights when operating evaluation, it may cause lots of controversy. The higher education accreditation in Taiwan has just developed not long ago, the relevant legal status must be clarified so that the effect and the disciplinary power of evaluation results can be established. The results of the interviews in this study show that scholars and experts have different points of views. Among them, one scholar who studies on the accreditation system indicates that accreditation agencies simply perform their profession and do not possess the mandatory of civil right.

I think accreditation agencies do not have the civil right, and only government authorities have it. Accreditation organization simply uses its expertise to evaluate with objective views. Whether the universities should be forced to receive the evaluation is governmental decision. I do not see how the accreditation organization exercises the civil right. Accreditation agencies only provide the evaluation service, but civil right is a sort of mandatory force. Such forceful power belongs to the government and not to the accreditation agencies. Therefore, I argue evaluation procedure does not involve the exercise of civil right but the exercise of its expertise. To put it clearly, it is not a question of civil right. Accreditation agencies do not perform any disciplines which are the responsibility of educational bureau. The accreditation organizations hand results into governmental department who can then make decisions of giving

awards or disciplines based on the evaluation results. That is called civil right.

(G)

However, one university professor reckons that HEEACT is an organization with indirect public power, because it receives the commission from government for conducting the task while the professional organizations that are not commissioned by government do not have the public power.

HEEACT won the bid of the accreditation project from the Ministry of Education and they perform the accreditation process. Basically, you may think it represents the civil right. The Ministry of Education issues the official letter to notify universities for receiving evaluation. The process is an exercise of civil right which is not directly performed by the Ministry of Education but indirectly. Other accreditation agencies, both local and overseas, are not exercising the civil right because their responsibilities do not have mandatory force to university departments. (C)

One of the scholars being interviewed in this study also indicates that the higher education evaluation is mandatory, hence the practice of evaluation certainly has the civil right. The purpose of the exercise of civil right is to improve educational quality.

The higher education evaluation in Taiwan is not voluntary; according to the law, I can evaluate your system. Such involuntary is the exercise of civil right. Although American universities accept the evaluation voluntarily, they have no choice not to do so. If the universities do not get any accreditation approvals, their students will not be able to receive the student loans provided by the

government. Of course, government should bring the awareness to universities,
whether voluntary or involuntary is not the point, quality assurance is the most
important requirement. (I)

Another interviewee think HEEACT and other professional organizations that
are recognized by the Ministry of Education have civil right because their evaluation
or accreditation results are the references for governmental decision-making of
disciplines. However, non-governmental organizations are skeptical about the attitude
of and courage of the Ministry of Education. They think that the MOE is constrained
by governmental and legal authorities and has no courage to do it.

HEEACT is established with governmental support, so it represents civil
right. If the foreign accreditation unit is recognized worldwide, it certainly
represents broader civil right. I think the accreditation results released by
accreditation organizations can be the basis for the discipline decision made by
the Ministry of Education towards university departments. However, I don't know
if the Ministry of Education has the courage to do so. There are many things that
the Ministry of Education cannot achieve. (J)

Nonetheless, some evaluation or accreditation agencies think civil right belongs
to the government and not to the agencies. Professional accreditation agencies only
perform tasks based on guidelines, the units that receive evaluation or accreditation
are voluntary so the professional accreditation agencies certainly do not have civil
right. This point of view is coherent with previous interview results. The purpose of
evaluation or accreditation results is not to discipline university departments. To those
universities who do not want to take part in the accreditation system voluntarily can
be evaluated by the civil right exercised by the Ministry of Education. In terms of the

evaluation results from professional organizations, the Ministry of Education should exercise its civil right and set up the disciplinary actions. Professional organizations exercise the authority independently. Although they are supervised by the government, they are not controlled by government. This attitude can remain the justice of evaluation and accreditation.

I think accreditation should not be the exercise of civil right, but at the moment it indeed an exercise of such power, which is contradictory. However, accreditation system has just started in Taiwan, it requires civil right to get it on track. But in the long term, I think evaluation should be spontaneous. That is to be inspired by market mechanism so that it will have better efficiency. (K)

Domestic professional evaluation or accreditation agencies just perform the task by their expertise, and the departments being evaluated are also voluntary. The evaluation or accreditation results can provide departments for improvement, and those are not the exercise of civil right. This power still belongs to the government, which is the Ministry of Education. The Ministry of Education has the power to discipline by the evaluation or accreditation results, such as releasing the subsidy award, approval of the increase or decrease of enrollment quota, etc. Those are the civil right exercised by government authorities. The evaluation or accreditation results of non-governmental authorities only act as the diagnosis suggestions for departments, and those do not substitute the governmental civil right. (H)

In terms of the evaluated departments, department heads have different point of views on this issue. One of the senior professors being interviewed thinks that HEEACT does not have the civil right, neither do other non-governmental

professional agencies. Another professor at the executive level took America for example to illustrate that the accreditation abroad are mostly done by non-governmental agencies, and American government does not consider that it loses its civil right. Observing from the interview results, government and professional accreditation agencies should have good mutual trust, and they do not argue which side has the civil right but to take the purpose of improving higher education quality. With regard to the matters that involve the citizen right and obligation, such as academic degree identification and license application, are the responsibility of government that exercises its civil right. That has nothing to do with professional accreditation agencies. The opinions of these two professors are listed below.

Evaluation and accreditation have nothing to do with civil right. HEEACT do not have civil right, the accreditation unit certainly do not either. Therefore, they do not present the exercise of such power, even if the Ministry of Education dares not to exercise this power by using the results. (A)

Does the Ministry of Education really need to exercise the civil right for managing national and private universities? In America, many accreditations are done by non-governmental agencies, and many licenses are issued by non-governmental agencies. Unlike in Taiwan, nearly all the licenses are issued through national examinations. However, if individuals want to practice which involves citizen right and obligation, they have to be evaluated in terms of their ability and qualification, hence they have to register with the government. Do you think conducting evaluation must be the exercise of civil right? Without accreditation conducted by the government, does it mean the loss of power of government? I think I answered your question! (D)

However, there are some department heads who are also professors think accreditation agencies have civil right. In the past few years, the accreditation results released by HEEACT have resulted that some departments were listed as "to be observed", and the Ministry of Education placed the order of reducing the number of classes and enrollment. Therefore, many departments worried about HEEACT and think it is an agency with great power. This thought may not be true, but it represents the opinions of many university professors. The opinions collected through interviews are listed below.

I think evaluation or accreditation agencies are practicing the civil right because during the evaluation, everyone worried about the results. That is a sort of exercise of civil right, because if it did not have such power, we wouldn't be so worried. The accreditation results will impact on the development of a university with disciplines, if the university does not meet its criteria. It will be asked to reduce the classes or the reduction of tuition fees. It has such strong power so that I think it has civil right. (F)

Of course, the views of executives in governmental departments are very crucial. The interview results of this study present various points of views. One interviewed official executive think the Ministry of Education commissioned the civil right to HEEACT, but other professional agencies are not commissioned by such power from the Ministry of Education. In the future, if the Ministry of Education would like to commission any of accreditation projects to other professional agencies, it will be limited in the commission of transactional work. From the interview, we learn that the Ministry of Education has administrative civil right, and HEEACT has some official color and also this kind of power. This echoes the fact that evaluated universities are

afraid of HEEACT. Other accreditation agencies do not have civil right which echoes the views of some interviewed scholars and experts. University departments are voluntarily accepting the evaluation or accreditation of other professional agencies, but whether accreditation results are acceptable to the government is totally the decision of the Ministry of Education. Currently, the Ministry of Education does not completely accept the evaluation or accreditation results from the professional agencies. The opinions collected through interviews are listed below.

Taiwan Assessment and Evaluation Association is appointed by HEEACT, which is the commission by civil right. It is conducting the business that is the responsibility of the Ministry of the Education. However, the Ministry of Education and professional accreditation agencies do not have any commission relationship. Unless when it contracts one of the business projects, say if I have an accreditation project and I commission it to an agency, it is a commission of administrative contract without the commission of civil right. All the accreditation projects are appointed to HEEACT, which is the commission relationship, also a commissioned relationship of civil right. However, other professional accreditation agencies conduct the evaluation process on their own. Basically, its attribute is different from HEEACT. (M)

Another expert, an executive of governmental department claims that the entire accreditation project is dominantly managed by the Ministry of Education. HEEACT only accepts the governmental funding grants. When it performs the business operation, it does not exercise the civil right. To infer from what was said above, other domestic or international professional accreditation agencies are required to apply to and gain approval from the Ministry of Education for conducting the accreditation

business. Even if they obtain approval on their expertise, it does not mean their evaluation or accreditation results (i.e. award approval to a department) are completely accepted by the Ministry of Education. The following is the collected information in interviews.

The evaluations that Taiwan Assessment and Evaluation Association conduct in Technology Universities are administrative part. The entire authorities still belong to the Ministry of Education. We do not authorize it the civil right. To HEEACT, it seems to be authorized by the Ministry of Education directly. In fact, I think it does not exercise the civil right because it receives the funding grant from the Ministry of Education. We, the Ministry of Education, do not authorize any civil right, and we still lead the entire evaluation work. (N)

5.4 A brief summary of section 5.3

In terms of the philosophy of higher education accreditation or evaluation, accreditation results aim to improve teaching quality and reach domestic demand and international standard. Thus, whether the accreditation agencies have the civil right, or which professional accreditation agency has higher status should not be the issue. However, for a long time, people have considered that evaluation means the government is exercising civil right with the function of giving awards or disciplines to university departments. The evaluation results conducted by HEEACT in the past few years make the universities worry about it. This further extends some controversies as well as the asking for help from public authority. In addition to HEEACT which is funded by the government, other non-governmental professional accreditation agencies are also approved by the Ministry of Education, such as Institute of Engineering Education Taiwan (IEET), and American accreditation

association AACSB. With regard to the legal status of those agencies, whether they are commissioned by the Ministry of Education and exercise the civil right, or simply conduct the accreditation or provide evaluation suggestions by its expertise, government should have a consistent policy. Only by having the consistent policy, it can avoid the chaos of controversy over the legal appropriateness of the accreditation results. This is important when the professional accreditation agencies approved by the Ministry of Education gradually increase as well as the increase of accreditation choices for universities. Comparing to the discussion of 4.2 about the transformation of HEEACT, the Ministry of Education keeps the national public power, trust and respect the professional judgment of evaluators in professional accreditation organizations through the supervision of HEEACT. It will be more appropriate to separate the evaluation results and the funding grants awarded by the Ministry of Education. This can maintain the independence of evaluation process and professional justice.

I summarize the interview contents discussed in this section. (1) In general, interviewed experts and scholars think professional accreditation agencies do not have civil right, but to perform higher education accreditation task by their expertise. (2) The Ministry of Education has great civil right on disciplines based on the evaluation and accreditation results, such as the funding grant awarding to the universities, and the control of enrollment quota. (3) According to University accreditation regulations, the Ministry of Education approves domestic and international professional accreditation agencies. The legal status of those professional agencies should be in response to the transformation of HEEACT. This should be clearly defined by the government to avoid the dispute of the legal appropriateness of the accreditation results released by professional accreditation agencies.

Chapter 6 The Interview Analysis and Discussion (C): Global Connection, Issuing License and Related Topics

This chapter continues to discuss the final part of the interview results. The major topics of this chapter concern the global connection of higher education accreditation, relationship between accreditation and licensing, as well as other related topics.

6.1 The discussion on the importance of global connection

In the era of knowledge-based economy and globalization, higher education aims to gear graduates to international connection, which is an important goal. The professional mobility for graduate to enter international job market becomes an inevitable trend. Due to the principle of international reciprocity and equality, there are more and more organizations of evaluating International Education Agreement. Institute of Engineering Education Taiwan (IEET) also joined some International Accreditation Agreements, Washington Accord and Seoul Accord. In the future, whether all fields of higher education in Taiwan should be brought in line with international practice to perform evaluation or accreditation? Whether this action is to pursue the superficial pride? We should develop our own professional accreditation agencies and take part in international organizations, or inviting internationally well-known agencies to perform evaluation or accreditation for us in Taiwan? Whether international connection will be the incentives for university departments to receive evaluation or accreditation? This study discovers different point of views among different fields, both in academic and governmental, through in-depth interviews. Observed from interviews, we learned that everyone thinks meeting the

international standard for the evaluation and accreditation is a good direction. However, not all interviewees agreed to fully promote such development. The opinion of one senior professor who is open to and in favor of meeting international standards is given here.

It is very important to be geared to international connections because students are not limited in working in domestic job market. If we want to be recognized in international job market, we cannot close our doors. Only by bringing in line with international norm, can professional talents mobilize internationally. The more mobilized, the more beneficial it is. The impact is the challenge, and such impact is positive, so we should take a more open-minded attitude. (G)

On the contrary, some interviewed senior scholars think taking part in international accreditation requires large amount of expenses. University departments need to identify their own attributes before making the decision whether to take part or not. In the free economy, professional mobility is an inevitable trend.

Regarding to international connections, it depends on departments' attitude over international accreditation. Some departments think it may not bring any benefit for the department, and it costs too much. I don't think it is an incentive, and the decision is highly relied on university departments. Some departments think it is sufficient by just being evaluated locally without international accreditation. For instance, it is more appropriate for catering departments to receive some international accreditation or license, but it does not apply to every department. International connection can definitely be beneficial for professional mobility. If you can receive international license, you certainly meet international

standards. Moreover, the professional mobility does not impact on domestic job market for local graduates. Those who are more talented will leave if they want to. In this free market, everyone has to show one's own ability. (C)

The departments that have already received international evaluation or accreditation are certainly in favor of promoting international standards. The professions that require license more concern about international accreditation of education qualification, as it facilitates the professional mobility. I listed the opinions of three interviewees below.

International connection certainly has incentives for departments joining the accreditation or evaluation process. In fact, many of the engineers are brought into Taiwan due to the international mobility. Professional mobility should not cause the objection from domestic labor market as those who have expertise are not worried about competition. (A)

To equip with international ability is to equip with the ability of international mobility, do we need it? Enterprises often ask us that, and I also ask them what the main reason and consideration you think when hiring graduate. I often get the answer "mobility", without the mobility, we dare not to hire you. What is Mobility? Say, I need you to attend a meeting abroad, can you go? International connections are certainly beneficial to professional mobility because transnational enterprises need international talents for transnational economic activities in Taiwan. Taiwan economy needs these talents to create values in domestic industries. The stronger their abilities are, the better the national economy is. (D)

Higher education accreditation or evaluation in Taiwan must develop towards gearing to international connection, which is the definite trend. With the incentives of knowledge-based economy, integration of international regions, and transnational professional mobility, the education certificate of graduates need to be recognized internationally. This will increase the intention of university departments for taking part in evaluation and accreditation. (H)

Some interviewed experts indicate that although accreditation and evaluation match well with international standards, we can invite some accreditation experts from other countries to take part in domestic accreditation team. Through the reputation of international organization, it can increase the effect of accreditation results done by domestic organizations.

It would be better to gear to international connections. If we want to reach that, I think we can imitate the medical school accreditation process in Japan, as they invite well-known scholars abroad to be evaluators. We can do like them in future Taiwan. We can invite accreditation experts from overseas to join our accreditation team, such as from Australian medical association or worldwide medical association. Their endorsement will be more effective than it is of only local evaluators. (J)

The advantage of this point is to adopt the experiences of advanced organizations abroad, but the disadvantage is that method is not suitable for domestic environment and culture. After being accredited, the graduate certificate becomes acceptable by foreign countries. This can be used to apply international license which is the purpose of gearing into the international connections. Another interviewed professor mentioned two ways of gearing into international connections: one is to invite foreign

association to conduct evaluations in Taiwan universities, and the other is that domestic professional agencies should take part in international evaluation or accreditation organizations. This scholar indicated that getting recognized internationally for the certificates is the biggest incentive. University departments with different attributes are not necessarily receiving the Western accreditation systems, and they should consider the appropriateness of bringing in international norms.

With regard to the matter of international connections, I know some universities introduce international accreditation. The Business Schools take part in American accreditation system, AACSB, which has been popular in many business schools to assure their teaching qualities matching international standards. It is different in engineering field in which domestic organizations participate in international organizations. Through it, the domestic accreditation can be geared to international connections. For example, students in Japanese department, Engineering department or medical school need to be equipped with various basic abilities. With the international accreditation, the graduates can be recognized by other member countries. This can be the incentives for university departments to attend evaluation from the Ministry of Education. To take a compromise approach, for example, the accreditation method in Japan takes into consideration of the environment in Taiwan. If we try to gear with it, I think it has some incentives for department accreditation. I will be willing to receive such accreditation system. (F)

To what we discussed above about international connections, some interviewed experts remain conservative attitude. One interviewed expert think domestic

accreditation needs to have autonomy and social responsibilities, and should not be bound by international organizations for their reputation or to be geared into international standards.

We should not only say that we want to be geared into international connections because "international" is a vague term. What country do you mean? Which department do you mean? Which accreditation organization do you mean? Which international standards should we try to meet? After all, we need to examine ourselves, what do we want to receive from it? What we usually mean is "America", but in fact, America is very protective to its national market. We should be careful and not fall in their trap. We want to be globalized, but we forgot why the education system in Taiwan needs to bind with the standards of international accreditation organizations? We can receive their evaluation, which is another qualification we can offer our students as well as opening another window for our university. But don't forget, that is not originated from Taiwan, and you are facing Taiwan, accepting the accreditation that is issued by Taiwan is a responsible performance and social responsibility. (L)

A senior professor interviewed also mentioned that some universities in Taiwan apply for the recognition of American associations. The foreign organizations do not understand the situation of Taiwanese universities. Instead, they recommend that Taiwan universities search for the accreditation in Taiwan. This interviewed scholar also indicates that government does not commission foreign organizations to evaluate Taiwan universities. This interviewed scholar worried about the fact that Taiwan universities excessively pursue international accreditation.

Not many university departments invite foreign evaluators to conduct evaluation. IEET itself can only receive the accreditation procedure and follow the rules. International evaluation or accreditation agencies are never commissioned by our government, only domestic accreditation association, such as Taiwan Assessment and Evaluation Association, will be commissioned. IEET is not commissioned, either, but itself process the accreditation. Then IEET requested the Ministry of Education to approve its accreditation results. The programs that passed the IEET accreditation might waive the evaluation by HEEACT. International accreditation associations can decide whether to receive application from Taiwan universities. Most America agencies do not do international accreditation, but some universities still apply to it. For example, one Taiwanese university applied for the accreditation in Mid-west American regional association, but that American association was concerned because they do not know anything about this university. Nor do they know about the situation in Taiwan universities. They suggested the university to get approval from domestic accreditation system. That is, if you pass the accreditation in your own country, then you can come and apply for ours. (B)

To university being evaluated, due to the popular belief of comparison and competitiveness in Taiwan, universities gradually turn to pursue international evaluation or accreditation. One evaluator being interviewed pointed out that the goal of gearing to international accreditation or evaluation is beneficial for students who would like to study or work abroad. However, the percentage of those students is not high among the whole student population. The interview conversation showed that department heads in some low-quality universities are under lots of pressure due to the contemporary trends. Nevertheless, they cannot question the university policies

for some reason.

With regard to the international connections for university department, the first question is how many students require the certificate of international connections. Is that the minority? Certainly, if we want to be globalized, we need to bring in the international norms. How effective it will be, I don't know. How much will it be helpful for our entire student population? But it's a popular thought at the present time, and everyone thinks it's better to do so. (K)

I agree to be geared to international connection, but not for the reason of just get it. There are two-thirds of our students who may not need to use English at work at all. But gradually, they may feel that English is also important. We don't request everyone to meet international standard, nor do we mean that those who do are greater, or those who publish their work abroad are more outstanding. (E)

In terms of the opinion of local professors, not all of them are enthusiastic about the international connection. It is especially evident towards the point that international accreditation associations might evaluate Taiwan universities. Due to the lack of mutual understanding on culture perspectives, one senior professor strongly criticizes that it damages our national right. The interview conversation shows suggestions to the Ministry of Education for the recognition of foreign accreditation agencies. The interview results indicate many hidden considerations.

Accreditation is gearing to International connection, but international does not understand the demand in our market. There is no boundary between universities, nor is there a boundary between the mobility of talents. But it does

not mean any international association can evaluate your university. For example, some schools have been accredited, but in fact, some departments of that school do not have teachers or any qualified conditions, but they managed to get accredited. The primary objects universities in Taiwan serve are people in Taiwan. International organization evaluates your teaching performance, but do they know how much or how well your service is to Taiwan market? You can say that's my opinion, I think it's the transfer of consular jurisdiction. (E)

Government has already begun to approve the international accreditation agencies. One scholar interviewed mentioned when pursuing international connection, it is necessary to be careful about the acceptable extent. After all, the cultural perspective and the mission of education are different. Government should guard its jurisdiction.

This is a question whether educational jurisdiction should be open. It's like the question that whether farm product should be open in the free market. It is a commercial behavior, controlled by the government jurisdiction. How open it should be is the concern of national policies. The same applies to accreditation, because accreditation involves the cultivation of professional mobility. If jurisdiction is not guarded, all the different international accreditation agencies come in to Taiwan, and accredit your universities. Then your universities become those established according to foreign standards. Does it conflict with your original purpose of establishing the university? The primary question is to consider whether it should open to international accreditation associations. Before opening it, the Ministry of Education should set up a clear goal. Actually, foreign scholars think it is fine to open the qualified accreditation, but the

national right of jurisdiction should not be opened. (I)

 Government authorities certainly hope the domestic accreditation or evaluation can be geared to international connection. It has positive impact on governmental performance. With the encouragement of governmental policies, domestic professional agencies, such as IEET, can indeed be geared to international connection successfully as well as participating into international accreditation agreements. Domestic universities being led by this policy pay a lot to take part in the accreditation process. It echoes what the interviewed experts said that international standard becomes a popular thought at the present time. The followings are the opinions of governmental department head interviewed in this study.

It costs about three hundred thousand NT dollars to take part in IEET accreditation procedure, but university department are willing to spend this money. This is one incentive because IEET accreditation is geared to international connection. The policy change of Malaysia is one example. Recently, Malaysia announced that these departments that are approved by IEET are recognized in Malaysia. You can see how influential it is to universities. Therefore, universities hope to meet international standards so that their reputation will be increased as well. For example, National Chengchi University has adopted dual-accreditation, which reinforces its influence power in international business field as well as increasing its visibility. It is good to a university. That's why we encouraged universities to get approved by IEET, and those get approved can be waived from the evaluation process by the Ministry of Education. (M)

Universities would participate in domestic accreditation process and achieve international connection. They may participate in international accreditation systems and will be evaluated by foreign agencies directly. The decisions are entirely the university's choice and are not forced by government. Viewing from the well-known universities in neighbor-countries, such as Japan or Korea, they have already received international reputation. They do not participate in any international accreditation process. The opinions of one expert of national legislative authority are listed below.

The establishment of accreditation agency is to develop toward international connection. It is an international organization and everyone receives my accreditation as international acceptance. It is a brand guarantee and is a big attraction for recruitment. Even if it is an accreditation, I don't force every university to participate in it. Because if you want to invest largely in internationalizing your university, this is one way you can attract students. But we don't say that you must or must not participate in the accreditation system. That is your own decision. (O)

Higher education evaluation in Taiwan is performed with governmental budget, so universities do not need to pay any evaluation fee. However, if you would like to take part in international accreditation systems, such as IEET or AACSB, you are required to pay the expenses on your own. The fee costs as much as few hundred thousand NT dollars for accreditation to each department. After being approved internationally, you can apply for waiving domestic accreditation evaluation by the Ministry of Education. The question is if the government should reimburse universities from the evaluation budget? When universities attempt to bring in international norms, they are actually helping government on diplomatic activities.

Should government provide financial subsidy to universities for this case? Moreover, domestic accreditation agencies are non-governmental, if more professional associations are approved by the Ministry of Education, can government be able to afford the financial load? The interview of this study received various opinions. The opinions of two senior scholars, who are in favor of the idea, are listed below who are in favor of the idea.

> *We need to do things step-by-step, and avoid the jumping-style open policies. Government should encourage universities or accreditation agencies to be geared into international connection. This is very important. Seeking for accreditation from international institutes will be very costly. We should encourage them to do so, and reimburse them as the incentive, as well as some rewards. (G)*

> *Government should provide some budget or reimbursement for domestic accreditation associations to conduct business for gearing to international connection, as encouragement or incentives. For example, when minority of organizations starts doing it, government can give some rewards. After more organizations follow up to do so, there is no need for the rewards. (C)*

There are also some opposite opinions that do not support the idea. Some professors think professional organization should be self-financing. There is no need for governmental reimbursement.

> *Domestic accreditation agencies have their profits, and we need to pay them for accreditation. There is no need from governmental funding for their international activities. (A)*

One scholar being interviewed also indicates that professional accreditation associations must have the ability of financial independence. They will hence not be interfered by government when performing expertise tasks. Therefore, this scholar is not in favor of the idea that government provides funding to professional accreditation agencies.

Professional accreditation agencies should not receive any governmental funding. If your money comes from the Ministry of Education, your evaluation result must be interfered by the Ministry of Education. Ministry of Education will use the results to make some relevant policies. Those matters are inter-related. International accreditation agencies are financially independent. Government has no power of interferences to those agencies. (I)

Universities may be beneficial in recruitment and reputation from voluntarily receiving accreditation or evaluation process by internationally connected agencies. Therefore, another interviewed expert also thinks universities should be responsible for their own expenses.

Universities should spend their own money on accreditation process. We need to find a qualified accreditation organization to accredit us, not only through the organizations commissioned by the Ministry of Education. Food Safety and Inspection Service need to inspect whether the food is qualified. Then consumers are willing to buy it. If the university is not accredited, why students pay tuition to study in a university without quality assurance? I think universities should gradually realize that investing in accreditation is reasonable. (L)

With regard to the question about the reimbursement for domestic accreditation

or evaluation agencies, one government departmental head interviewed in this study expresses that it is not suitable for government to provide fixed funding for Consortium, or Juridical associations. However, the interviewee thinks government should provide financial support for educational foreign affairs which are relevant to gear with international connection.

> *Government provided funding to IEET. That is why IEET could be founded because the Ministry of Education supported it with policies. Other organizations, like Taiwan Assessment and Evaluation Association, are juridical associations after all. Our Ministry of Education is not the authority of evaluation. It is less likely to provide them funding grants. On the other hand, organizations like IEET were guided by policies, and with a bit of diplomatic indication. (M)*

Another interviewed expert worries that if governmental authorities widely provide funding to professional accreditation organizations in all fields, it will cause the insufficient government funding. Therefore, they should support selectively depending on the importance and urgency.

> *I think governmental funding support should first consider if the budget is sufficient. If engineering, and management departments, as well as humanity, and medical school need funding, does government have enough budgets to support them? Do we consider the priorities? I tend to be a bit reserved in this issue. (K)*

From the perspective of legislature, participating in non-governmental accreditation system is voluntarily. Government needs not provide funding grants. But after the transform of HEEACT, the commission budget of evaluation that was marshaled annually should be used to support the department that is waived from

evaluation. The department can participate in non-government accreditation.

Some university departments have been accredited by IEET or AACSB. The degree of graduates can be international recognized which is beneficial for universities. Therefore, government may consider that the action is to benefit to the university. From governmental perspective, they certainly will think you should pay and invest the money in accreditation. I think in this aspect, government need not to reimburse it and leave it to universities. However, if HEEACT becomes a higher ranking organization, it may not be necessary to make the budget of NT$200 million annually for accreditation. This amount of money can be used to reimburse agencies that conduct the accreditation process. The agencies will then charge less accreditation fees to the programs being accredited. (O)

6.2 A brief summary of section 6.1

Universities do not need to pay for evaluation regulated by the Ministry of Education. Currently many departments participate in IEET or AACSB accreditation system, the load is indeed a bit heavy and cause pressure for university executives. Government is not suitable to provide funding to various accreditations or evaluations due to the limitation set by law or the fairness discipline. The legislative authority also has its conservative consideration of auditing budget. The interview results can be the reference for governmental policy-making in the future. Even if HEEACT can transform its tasks, the Ministry of Education should still support evaluation to those programs that cannot afford to participate in non-governmental or international accreditation systems. Moreover, MOE should be responsible for supervising universities on self-evaluation regulated by University Accreditation Act, in order to

reach the goal of continuously improving education quality.

After analyzing the interview questions and contents of this section, the summarization is organized here. (1) Higher education accreditation or evaluation gearing to international connections is the direction accepted by most interviewed experts. It is beneficial for enrolment in Taiwan universities and professional mobility. (2) To gear into international connection, academic programs and accreditation agencies should identify aims first. Then, appropriate international organizations can be selected for collaboration. It requires taking into account of the cultural differences from country to country, rather than considering the effectiveness of gearing into international connections as the only index of judging the university performance. (3) Government can provide reimbursement to domestic professional agencies engaging in academic diplomatic activities that attempt to gear into international connection. However, with the increasing number of professional agencies approved by the Ministry of Education, government needs to make the granting regulations as soon as possible based on the disciplines of justice and importance. (4) Domestic universities voluntarily attend the accreditation or evaluation systems of non-governmental professional agencies. Therefore, it is not suitable for government to provide funding to them. After HEEACT transforms its task, the accreditation budget set up by the Ministry of Education can be given to support departments for participating international accreditation systems. To those universities that lack of financial ability, government needs to set up a commissioned accreditation mechanism or to supervise universities to conduct self-evaluation regulated by the legislative body.

6.3 The discussion between evaluation results and professional certification examinations

One of the purposes of higher education accreditation is to gear with international connection and obtain international certification. Take professional technicians in Australia as example, the qualification examinations include three stages: first is education review, applicants must have qualified degree along with working experiences for review. Then, they will attend the professional interview. Other British colonies, such as New Zealand or Hong Kong, adopt the same model in which applying technician qualification must first get education and experience reviews and recognition. Recently, the Ministry of Examination in our country has been discussing the adoption of two-stage examination of technician qualification. Firstly, applicants need to get education recognition. That is, applicants' graduation degrees must be approved by accreditation or evaluation by professional agencies that are recognized by the Ministry of Education. After this, the applicants are qualified for the next stage of working experience review and examinations. Regarding to the education qualification review at the first stage, whether it is suitable to take higher education accreditation or evaluation as the recognition standard will influence university's intention of participating in accreditation or evaluation process. It also involves the question of legality and fairness. This issue was also included in the discussion of the interviews with experts and scholars. The results show that most experts do not agree with the idea. The results, however, can provide government to make policies as references. The following first list some opinions of experts who are in favor of this idea and think it will encourage universities to participate in higher education accreditation process.

I think it is necessary to take into account of the accreditation results when applying certificate qualification. Some professional fields require certificates to present that one has such expertise. Certainly, I think it will gradually and

naturally become a trend. If everyone thinks it is a need to receive recognition, university departments will certainly develop to the direction of participating in the accreditation and evaluation. (F)

Another executive in the university thinks evaluation result acts as the accredited qualification of professional certification examinations is a developing trend in the era. Government should have confidence on professional accreditation agency and allow the market inspection mechanism to replace the exercise of civil right.

Accreditation results acting as qualification of professional certification examinations will be the fact sooner or later. Unqualified university graduates will not be eligible for certificate examinations because the certificate has its quality. If the education quality is insufficient and even if students study in the supplementary center for preparing the certificate examinations, how can we are sure that you are able to do it? In Europe, the education is very practical in which the practice is integrated in the curriculum. There are interactions in the lectures. It also includes internship to allow students to show their talents, and preparing for the career step-by-step. The question that whether the non-government professional accreditation or evaluation agencies have over-large power is not a question of authority. I just mentioned it that it is not what should be control by civil right. Most of the disputes come from the governmental control because government thinks itself has the civil rights. Government should have open attitude towards it and allow market inspection. (D)

Because the domestic certificate examination system has been implementing by the authorities in the Ministry of Examination for years, it may not be changed easily.

Therefore, an interviewed scholar is in favor of the two-stage certificate examination system, but thinks it should be developed gradually. For example, it can start from engineering technician certificate as a try-out. Professional accreditation agencies should adopt the recognition system, instead of giving ratings. In this case, there will be free of the question of over-large authority.

The graduate degree qualification recognized by professional accreditation or evaluation agencies, approved by government, should be the first-stage criteria of degree qualification review in the two-stage certificate examination. The second stage is the examination of expertise, such as the current model of medical practice certificate. Professional accreditation or evaluation should adopt the recognition system. In this way, the power of professional accreditation or evaluation agencies is not too strong. However, the domestic cultural level is lacking the basis of mutual trust, it won't be fully implemented. It will be worthy of trying out in some professional fields, such as the few of engineering technician certificate, and promoting to other fields later. It is a necessary measure for gearing to international connections and international recognition in the future. (H)

The experts who are opposed to the two-stage certificate examination system think the university departments fail in passing the accreditation do not mean their students are not competent enough. One interview scholar proposed there should be alternative ways for students to attending technician examination.

The evaluation result of university department can be the reference for certificate examination. For example, one student studies in one higher education institution and although his/her department does not get accreditation approval,

this student cannot follow the two-stage system and receive the recognition. However, he/she can seek other means. The institution not accredited does not mean the student's ability cannot be recognized. Only by doing this, it can be diversified. (G)

Many interviewed scholars think accreditation results should not influence students' right of attending professional certificate examination. This is because accreditation is based on the performance of university department and taking professional certificate examination is individual's right. These two points should not be confused. The opinions of interviewed experts are listed below.

I think if the employment market requires the certificates, everyone should take the examinations. If your department is not accredited, it does not mean all your students are incompetent. If you don't allow them to take the exam, it is not reasonable. Examination should be based on the unit of student rather than the unit of department. I think it is a serious problem if it is based on the unit of department. (C)

If certificate system needs to take into account of accreditation results, the prior of this policy is that accreditation and evaluation must be absolutely justified. Accreditation is to assess the entire department instead of individual students. There may be a couple of students who are not hard-working but are qualified for taking certificate examination just because their university department passes the accreditation. I agree the direction of the policy is good because it can encourage universities to take part in accreditation. We need to prevent the situation mentioned early. After all, it is a question of fairness. (O)

Interviewed scholars also think education recognition and certification examination are managed by two different authorities currently. They are two different matters in principle. Also certificate examinations have their civil rights. The professional certificate system in Taiwan is different from the certificate registration system used in foreign countries.

Accreditation or evaluation results should not be the criteria of certificate examination because it damages other's rights. The accreditation organizations abroad have the ability of performing tasks, but in Taiwan, one needs to take the examination to get the certificate. Therefore, these are two different things in Taiwan and abroad. Certificate has its issuing department. Education has different purpose, which is to cultivate your ability. Whether the ability meets the requirement of certificate is another criterion. There is uniqueness of every field, but the final issuing department for license is still the Ministry of Examination. The recognition of certificate relied on government authority which has civil rights. It cannot be recognized by professional agencies. The inspection of ship is an example. If the ship needs inspection to enter Taiwan, the inspector needs to be qualified through examination. This is a special question in Taiwan because in other countries, it can be recognized by professional organizations. (A)

In America, if the medical school does not pass the accreditation system, it is impossible for its graduates to get the license. If it is the case in Taiwan that universities do not pass the accreditation system, their graduates cannot take national examinations, then every university in Taiwan will invest in taking part in accreditation. I think the recognition of education qualification cannot be confused with the ability of practice in Taiwan. It is like driving that we have

driving license and vehicle registration. The driving license means you can drive while vehicle registration means you have a car that can run on the street. I think there is difference between the two. When you graduate from universities and are awarded diploma, it does not mean you can be a doctor, and you need to get the practice license. Every country has its regulation. When our graduates go to America, they are required to take their national examinations. (J)

Our higher education authority holds different views against the idea of taking accreditation or evaluation results into certificate examination. Their views are because of the different natures of education accreditation and certificate examination. Moreover, as interviewed scholars said, we need to maintain the civil rights of taking the examinations fairly. The opinions of two governmental officers are listed below.

The purpose of accreditation is to guide the universities in which we aim at the university development. However, to receive professional certificate, such as getting a computer license, I need to have sufficient computer expertise. To get the catering certificate, I need to know how to cook. Therefore, accreditation and getting certificates are based on different natures, and it is difficult to connect the two for a discussion. (N)

From the perspectives of our Ministry of Education, we may not agree such suggestion because it is the question of fairness of examinations. Especially, in the environment in Taiwan, the thought is not changed yet, and doing so will cause parents' protest against fairness. Parents thought the examinations are fair. When the system becomes two stages, perhaps you think you pass the accreditation and your quality is approved. You don't need to take exams on professional subjects. On the contrary, students do not stand on the equal

foundation. I think the influence of cultural perspective in Taiwan is very significant. We suggest it is not suitable for implementation, because we can foresee the problem it may cause. That is, it may interfere in the evaluation. The department heads, who are under the accreditation pressure, will plea to our evaluators and it will cause the unfairness of the evaluation system. (M)

6.4 A brief summary of section 6.3

To summarize the interview results, the conclusion is as follows. (1) Taking education accreditation or evaluation as the pre-qualification of certificate examination is the British system, as their certificates are issued by professional association. It is different from our national examination system. The approaches abroad are not suitable to use in Taiwan. (2) Many scholars and experts think education accreditation or evaluation is on the department basis while professional certification examination is on the individual test-taker basis. Due to the principle of fairness, the fact that university departments fail to pass accreditation does not mean every student of the department is not qualified. Therefore, the accreditation results cannot be used to constrain their eligibility of taking national examinations. (3) Our education authorities also against the application of taking accreditation results to be the criterion of education qualification review for certification examinations. It will mislead the independent fairness of accreditation, and bring the pressure to evaluators and the departments being evaluated. (4) In Taiwan, it is lacking of mutual belief of implementing two-stage examinations currently. It is not yet suitable to promote widely. If we follow the approaches used abroad because of the desire of gearing into international connection, we can try out from the less controversy examination of small number of engineering technician examinations.

6.5 The analysis and discussion of other interview opinions

In addition to the discussion of the six interview questions, this study also ask scholars and experts the relevant and extended questions and obtain many valuable opinions. This section focuses on those relevant issues and the analyses of them. First of all, we discuss whether it is too much load for accredited departments due to higher education accreditation or evaluation promoted by the government. Currently, the accreditation or evaluation does not involve in the entire faculty members of the department. Instead, it involves only minority of teaching faculty and is lead by the department head. Thus, most faculty members do not understand the meaning of teaching assessment and feel bothered by busy filling out the evaluation documents. Department heads worried about the accreditation results, thus, they ponder around about the best way of reporting the information as well as inviting alumni and enterprises representatives to attend the meetings. Therefore, the administrative work really brings lots of pressure. The results of the interview show that some scholars and experts think accreditation need the investment of resources. The purpose is to understand problem and self-improvement, thus, it should be an ordinary work and release the unnecessary load.

Many resources are required for accreditation, and you always think what the results will be? Therefore, it must be moderate. Accreditation should be performed regularly to lessen the unnecessary load. Accreditation should provide information and allow those being evaluated to know how to improve. Accreditation is like a health examination to find out the problems for improvement for our own benefits. Do we get recovered naturally after getting the health examination? Accreditation itself will not bring the improvement, it is

impossible. Department being evaluated will need to follow up some actions to

improve it. This requires lots of resources. (G)

A senior educators interviewed in this study also agrees that accreditation is like regular health examination, which does not cause any trouble. Enterprises regularly examine their performance for improvement, so the universities should certainly conduct similar work.

In fact, accreditation is not trying to trouble anyone. Rather, it attempts to

filter out the bad ones. This is a good opportunity to examine oneself, and private

company does this often. Why university doesn't do it? We think accreditation is

a regular health examination. If the accreditation result is not good but one does

not try to improve it, we may request the universities or programs to reduce the

classes. (C)

Of course, there are some opposed opinions that interviewees think accreditation indeed gives load to departments. This study interviewed one department head, who brought up the issue of pressure that caused by many practical operation perspectives. The interviewee thinks department is busy meeting accreditation requirements. Accreditation organizations should initiate to inform the required information.

I think evaluation will bring load to departments. Every university does

many improvements for evaluation, and many measures are taken for the purpose

of evaluation. When collecting information, if you can tell us beforehand, it will

be less burdened for us to prepare. However, if you request suddenly, we need to

date back to two or three years and search for the information. If we can't find it,

it will be very troublesome. I mean evaluation is better not to submit the sudden

request. For example, if they say from a certain year, we need to commence the accreditation work. It will make everyone panic. It would be better to give us some buffer time. I personally think the department will be influenced by evaluation to meet the evaluators' requirement and devotes many efforts in some aspects. It may seem like the universities are led and constrained by the evaluation. (F)

The accreditation agencies understands that department heads and departments being evaluated have been working hard. The opinions of interviewed experts are listed here.

Taking part in accreditation will certainly bring extra load. In fact, I often feel that department heads are very hard working as well as the departments being evaluated. They need to collect a lot of information as well as filling out and organizing the documents. Those burdens fall on the shoulders of different faculties. But I believe due to this organizing work, they self-examine the department itself and finds out the problems for integration. Although it is a hard work, the outcomes are helpful for universities and departments. It is more appropriate to define accreditation as self health examination. (K)

Another critique on higher education evaluation is that it should not only concern about the number of articles that teachers published in SCI or SSCI journals. Interviewed scholars and experts think the purpose of accreditation is to improve teaching quality and curriculum design. The large amount of paperwork needed filling out for accreditation is the burden to the department being evaluated. The operation method should be improved. The followings are the opinions of two scholars or experts.

I think faculty in the university need to balance the work of teaching, research and service. A university professor needs to do research, but his research performance should not be measured by SSCI publications. SSCI is a small, profit-oriented, and money-making company in America. Their collection of journals and periodicals is very limited. For example, there are thousands of law-related journals in America and SSCI only collects over a hundred of them. (E)

Some educators think the teacher's performance should not be included in evaluation, and it should be included in the students' performance. The better the student perform, the better the teachers' performance it means. No matter how many more TSSCI articles the teachers write, their students are not guaranteed to find jobs. We suggest that the Ministry of Education should concern more about curriculum design and the preparation for students' core competencies in the evaluation system. An evaluator once mentioned that evaluation should include students' employment rate. In theory, we hope "the right man in right place". What you learn is where you should go for development. Too much paper work is heavy load for university. I know they spend nearly half a year busy with evaluation work and wait nervously for the evaluation results. Evaluators may write that many students saying that English class hours are not enough when filling out the interview opinions, which may over expand the opinions of minority. I think this system has room for improvement. (O)

The performance of evaluation work relies on the experts' judgment. The employment and training of evaluators are questions worthy of consideration. In this issue, all interviewed scholars and experts reach consensus that evaluators need to be

trained. The professional accreditation institute must be careful and consider the professionalism of evaluators when appointing evaluators. The followings are the opinions of interviewed scholars.

Having the appropriate evaluators can then understand and help universities rather than doing evaluation with far distance. Evaluation agencies are at the equal position of universities. You are assisting them but not to stand above them. Evaluators are the same as university professors, aren't they? I, myself, am an evaluator and I also work in the university. There is no point to say that because you evaluate them and you are superior to them. Such views should be given at the training program. We should be trained, we then have objective evaluation. The promotion of evaluators' qualities is through professional training. (G)

HEEACT indeed concerns about the training of evaluators. One interviewed expert mentioned that accreditation is a qualitative work. The worry is the inconsistent criteria among different evaluators, which may cause the dispute of evaluation results. Therefore, it needs the training workshop for evaluators to form the mutual viewpoint among all evaluators.

We, HEEACT, start promoting the training program for evaluators. For example, writing the report and evaluation ethics. The purpose is to set up a standardized procedure for evaluation, for fairness. Evaluators should only evaluate the same field as his/her profession. For instance, it is meaningless if he specializes in art but evaluates the business school. Why people have many puzzles about accreditation? In fact, it is a qualitative performance but you want to quantify it. Everyone has one's perception of something, and his professional

is built differently. What we worried is perhaps it is a good thing, but because of your high standard, it becomes bad. It may require more observation or evaluation, but you are too generous and let it pass. Therefore, we can make the potential extreme opinions to the middle through the evaluator workshops and enable everyone to reach a consensus. (L)

The interviewed scholars or experts who have been invited in international accreditation agencies said the employment and training of evaluators abroad is very strict. Evaluators need to go through the stage of observer before becoming the official evaluators. Currently, there are too many evaluators in Taiwan and the interview results obtained can act as the reference for professional agencies to train evaluators. The followings are the opinions of three interviewed scholars.

The training of evaluators is very important. I was invited by American accreditation unit last year. I attended the training workshop in May, then being the observer in the accreditation committee in November. After that, I became the evaluator. American evaluators themselves are also trained this way. (J)

Evaluators need experiences. AACSB now only invites the present or former deans as mentors. That is the first stage. Europe emphasizes on the cooperation of industry and academy. It employs industrial experts, such as former executives, general managers or presidents. The second stage is the review team. Review means the visiting of the universities and examining the paperwork, and see whether they perform well or whether they meet the requirement as well as their goal of strategies. (D)

The key of evaluation relies on the quality of evaluators and the training

process. Accreditation is a profession and evaluators need to be trained. We know that currently, Hong Kong requires their evaluators to take twelve courses, both core courses and electives. After completing the courses, they will be official evaluators. Of course, they are orientation meeting for evaluation. Every evaluation has different rules and procedures. There is a need for relevant orientation. (I)

The departments being evaluated have some complaints about evaluators in Taiwan, and they think the current training for evaluators need to be strengthened. Professional agencies need to follow the procedure of selecting evaluators. The critiques of some interviewed scholars in this study also present the opinions of department being evaluated.

Higher education evaluators must be very strict. They may not need training because the evaluators in Nobel Prize are not trained either. Those evaluators have their long-term status in academic field as an outstanding scholar. They are not strangers to the matter of evaluation because they concern about education as well as concerning about academy. I think these are requirements. We provide some training to evaluators, but one hour or one morning does not make any differences. I think they appoint the higher education evaluators without such consideration of requirements. You can write this down, it's okay. (E)

At present, the Ministry of Education starts to recognize more domestic and international professional accreditation or evaluation organizations. IEET and Taiwan Assessment and Evaluation Association have already been approved. In the future, it is expected that more organization will submit their applications. Should government set up guidelines for professional accreditation association? What is the performance

effectiveness of professional accreditation association? The interview of this study includes the opinions of experts and scholars. The following is the viewpoint of a senior scholar. He is in favor of that government setting up the criteria and allowing professional accreditation association to run its function, so as to self improve under governmental supervision.

I think there is a need to set up a set of criteria in terms of the development of evaluation associations in Taiwan. The criteria are used to examine whether the institutions that take part in the evaluation system include the consideration of fairness, objectiveness, transparency, and professional. If every organization can develop in this way, their professional field evaluation will be worthy of encouragement because they will demonstrate great effectiveness. It is hoped that the criteria may enable professional evaluation associations obtain recognition and allow them to establish the self improvement mechanism. (G)

Some scholars propose different viewpoints. They think that professional evaluation associations abroad are independently operated, they will not adopt the regulations set by our government. If HEEACT do not have governmental support, it cannot operate continuously. The viewpoints are indeed the challenges encountered by the Ministry of education when approves foreign associations. The following is the opinion of an interviewed scholar.

Many accreditation or evaluation group abroad have their different requirement. I think they may not adopt the guidelines that you established. Currently, we have only HEEACT, and of course, we hope to see the emergence of another organization. However, Taiwan market is very small, and other organizations may not operate well. This is a big puzzle. If HEEACT is not

commissioned by the Ministry of Education, it may not exist now because it is very costly to operate such an organization. (C)

The Ministry of Education once supported the establishment of IEET, and for becoming the professional accreditation agency that gears into international connections. However, the Ministry of Education cannot possibly make the budget to establish professional accreditation association for each academic field. One interviewed officials in this study indicates that professional accreditation association must be financially independent. They can then perform the task fairly. The opinion of this official is shown below.

Should the Ministry of Education support the establishment of professional accreditation group? IEET has clear linkage to engineering education, thus, it was being supported. Regarding to other fields, such as Architecture Association, Chinese Chemical Society, and Chinese Physical Society, if they conduct their own accreditation or evaluation process, they can charge the accreditation fee and they need to be responsible for their own expenses of survival. The concept of self-financing should be emphasized. Otherwise, government cannot afford to support each of them. If the association meets our funding criteria or regulations for gearing into international conferences or organizations, we certainly consider offering funding. However, the funding percentage is very low. The accreditation association should be financially independent in addition to receiving governmental funding grants. They can then have positive attitude of fairness and objectiveness. Otherwise, they will easily be led by governmental guidelines. (M)

An interviewed senior executive as well as senior professor also thinks higher accreditation in the future is an open market and allows the fair competition of

professional accreditation association both local and international. University departments can freely choose which one to take part in.

Taiwan has developed its accreditation agencies, such as IEET in Engineering, and Medical Evaluation Board in Medical field. The question is they cannot establish for the purpose of protecting themselves. Instead, they need to open and receive inspection by others. For instance, the judges of U.S. Federal Courts are required to be questioned in the Congress, and they are willing to receive the external inspection. On the contrary, our system is nearly a close one and we do not receive external inspection. Open means the permit of competition, and then obtain the external recognition. (D)

Another executive expert of the Ministry of Education indicates in the interview that government will approve the domestic professional evaluation agencies that have public credibility. They can take initial move of recognizing international organization. The interview result is given below.

Professional evaluation agency must have a set of procedures and compositions. We need to inspect your outcomes since the establishment, whether your process is strict and has public credibility. Domestic professional evaluation agency can apply for the approval by the Ministry of Education while we take initiative move to recognize international associations. International recognition is not limited in certain areas. As long as it is international, we will recognize it. Those professional agencies include IEET in Taiwan, and AACSB in American. We hope HEEACT in Taiwan can reach to the same ranking as CHEA in American. (N)

Because globalization is developed rapidly, international advanced countries have great ambitions in the education market in emerging countries in Asia and South America. Following the law, our government recognizes domestic and international professional accreditation and evaluation agencies. Although it does not protect domestic association, it cannot loosen the requirement of international association. Domestic professors being interviewed in this study provides the following opinion over the issue that the Ministry of Education initiates the move of recognizing international association.

In the future, government will need to conduct recognition process for various and emerging domestic and international professional accreditation and evaluation associations. Therefore, government must establish a clear set of criteria. However, government cannot take strict criteria to treat domestic associations but loose requirements for international agencies. The recognition criteria must be the same. That is, when government makes guidelines, it requires global views. Government will need to face the market of international professional accreditation and evaluation associations in the future. (H)

One elected official interviewed in this study has some questions about the effectiveness of current higher education evaluation. The official thinks that the Ministry of Education need to supervise the professional evaluation agency more specifically. Moreover, the Ministry of Education not only can reach the aim of improving educational quality through higher education evaluation, but can adopt alternative funding grant project to enable university to improve. The interview content is given here.

Every of the meetings before commencing evaluation is called by the official

of the Ministry of Education. The Minister *and Secretary of the Ministry of Education are there. They will brief with the evaluators about the main direction and things that need to avoid. Even if they do so, there are still many controversies. It means that the mechanism needs improvement. Currently, the Ministry of Education supervises HEEACT in form but not in practical. How to avoid the over large power of evaluators is also what we need to consider. In recent years, there have been some scholars telling us, there should not be the evaluation system. What is the purpose of the evaluation system? Does it means to eliminate the unqualified universities? But there isn't any result of elimination. Is it in hopes of the better development of universities? Universities should be developed better. If they don't, the Ministry of Education can deduct their endowment fund and funding grants. The government indeed has already had competitive rewards to encourage university to develop better, such as 5-year 50-billion NTD project and Teaching Excellence Project. (O)*

The higher education evaluation and operation structures are in the process of construction. Although it shows the effectiveness of quality control, the departments being evaluated still have lots of critiques and complaints. The goal of higher education evaluation agency is to educate useful talents, instead of the ranking competition in the department field. In addition to improve teaching quality, the opinions of participating enterprises are also necessary. The enterprises inspect teaching outcomes by graduates' competences. The opinion of a senior professor interviewed in this study reflects the objectives of departments being evaluated toward higher education evaluation. It can be the reference for government to set up the higher education evaluation policies and guidelines. The opinion of the senior professor is as follow.

I think the most important mission is teaching and educating the outstanding students for serving the society. Why is our higher education evaluation such a mess? We don't evaluate from whether a faculty teaches a good student who obtains a PhD degree. We don't examine if he/she makes contributions to the industry, economy or legal system in Taiwan that appraising the teacher or approving this department and university. Evaluation should monitor the minimum qualification of teaching faculty and facilities for students' eligibility of receiving education. The Ministry of Education set up HEEACT and leaves a bunch of people slaughtering each other, but saying that I am only doing the higher education evaluation. When I become an evaluator under this situation, I can only try to decrease the harm, but the entire system needs to change. (E)

6.6   A brief summary of section 6.5

The points based on the interview contents discussed in this section are concluded as follows. (1) The university departments that take part in accreditation or evaluation think it is a burden. The reasons may be the involved department staff or faculty is not popularized. Nearly all the work is done by department head and minority of staff or faculty who do not know how to fill the documentation well. (2) Professional evaluation agency should clearly instruct the departments being evaluated the required information and documents. The agency should guide departments to establish database to effectively collect and analyze educational assessment results. (3) Evaluators must receive regular training, and the professional evaluation agency should clearly inform the disciplines to avoid the over subjective opinions of individual evaluators. Through the training, evaluators may reach consensus of consistent evaluation criteria. (4) Higher education market will face the

situation of open to international. Government can set up a set of guideline for the recognition of professional associations. It should avoid the protest of domestic association towards the unequal mechanism for foreign associations. (5) Government will not provide funding grants to non-governmental professional accreditation or evaluation agency. Those agency need to be financially independent by taking charges of conducting accreditation or evaluation. They can then remain natural status of accreditation and evaluation. Facing that the education evaluation market is open to international, professional accreditation agencies must establish their own characteristics to continuously run their operation.

Chapter 7   Quantitative Analysis of Interview Results and Comparison with Literature Evidences

7.1   Quantitative Analysis of Interview Results

7.1.-1   Quantitative results from questionnaires

Upon interviewing process of this study, the interviewees have also been invited to express their opinions in a quantitative way. Eleven interviewees gave their rating of importance for each item in the questionnaire. The results are presented in Table 7.1. Rank 5 represents the highest degree of agreement to the question. Rank 1, on the other hand, denotes no degree of consensus. The numbers in Table 7.1 indicate the number of interviewees who gave a certain rank to each specific question. Take question number 1 as an example, 2 interviewees gave rank 5, 7 interviewees gave rank 4. This result means 9 out of 11 interviewees had the similar view that the outcomes-based accreditation is better than the traditional input-based method. Two interviewees, however, had different opinion that they thought the input-based accreditation was more desirable.

Examining the distribution of rankings for each question listed in Table 7.1, it is reasonable to state that interviewees had consensus about a question if the numbers of (rank 5 + rank 4) or (rank 1 + rank 2) are greater than 8 (more than 70% of the total interviewees who expressed their opinion for this questionnaire). Following this definition, it is observed that interviewees had consensus for question numbers 1, 8, 12, 14, 15, 17, 21, 22, 23 and 27. Generally speaking, all interviewees had consensus for one third of the questions.

Table 7.1 Quantitative results for the questionnaires from the in-depth interviews.

No.	Question	Rank 5	Rank 4	Rank 3	Rank 2	Rank 1
1	Is outcomes-based accreditation a better method than traditional input-based method?	2	7	1	1	0
2	Is the outcomes-based accreditation appropriate to various academic fields?	3	4	2	1	1
3	Will there be difficulties for the Ministry of Education to conduct the recognition of domestic and international accreditation agencies?	1	0	3	5	2
4	Should the HEEACT transform his role as a higher rank supervision?	3	4	1	2	1
5	Would there be argument on the fairness of accreditation results from various agencies?	2	0	5	1	3
6	Should there be a specific percentage of programs that fail in the accreditation?	1	0	1	2	7
7	Should there be punishment rules for the programs that fail in the accreditation?	2	2	0	2	5
8	The domestic and international accreditation agencies play both roles of evaluator as well as counselor.	5	3	2	0	1
9	Accreditation always brings burden to the programs been accredited.	2	2	2	4	1
10	There is increase in financial burden for the programs to participate the accreditation.	1	2	5	2	1

Table 7.1 (continued)

No.	Question	Rank 5	Rank 4	Rank 3	Rank 2	Rank 1
11	Accreditation will limit the freedom of progress of programs.	1	1	0	4	5
12	Diversified assessment methods are important to the program accreditation.	3	5	3	0	0
13	Core competencies should be the most important item for program accreditation.	2	5	3	0	0
14	Continuous improvement should be an important index in the program accreditation.	7	4	0	0	0
15	Training of evaluators should be an important mission in program accreditation.	8	3	0	0	0
16	International connection of program accreditation is a main incentive for participation.	3	5	1	1	1
17	International connection of program accreditation is important for professional mobility.	5	5	0	0	1
18	Professional mobility will bring negative effect for the job market of domestic students.	1	0	1	4	5
19	The government should provide financial support to the international activities of domestic accreditation agencies.	2	4	1	4	0
20	Domestic or international accreditation agencies are entrusted by the government to exercise civil rights.	1	2	1	4	2

Table 7.1 (continued)

No.	Question	Rank 5	Rank 4	Rank 3	Rank 2	Rank 1
21	The accreditation results can be used as the criteria for taking actions on the programs by the government.	1	2	0	2	6
22	The government should establish the guidelines for the professional accreditation agencies.	5	4	0	0	2
23	It is appropriate for Taiwan to initiate a society of professional accreditation agencies.	4	5	1	1	0
24	The accreditation results are suitable for the recognition of academic degrees in professional license application.	1	4	2	1	3
25	Program accreditation should adopt the approval system instead of the ranking system.	5	0	4	0	2
26	The government should support the accreditation fees for the programs.	4	1	2	1	3
27	There should be the participation of enterprises in the program accreditation.	7	4	0	0	0

7.1-2   Discussions on the consensus of questionnaire results

Among the 27 questions, the highest consensus of interviewees is that training of evaluators should be an important mission in program accreditation (question number 15). This is really true because the evaluators have to understand the spirit and

process of accreditation. He or she has to conduct the accreditation according to the criteria without personal bias. A graphical presentation for the distribution of opinions for question number 15 of Table 7.1 is shown in Fig. 7.1.
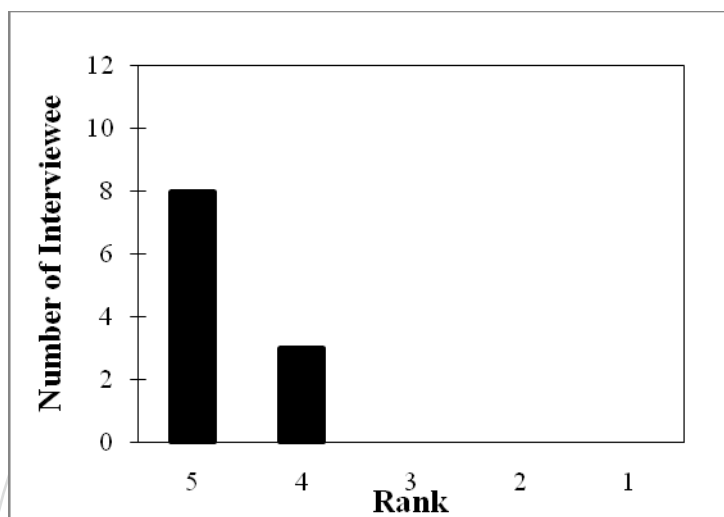
Fig. 7.1   Distribution of opinions from interviewees for question number 15 of Table 7.1: Training of evaluators should be an important mission in program accreditation.
(Rank 5: highest degree of agreement; Rank 1: no degree of consensus)

The interview results for question number 14 also indicated that most interviewees agreed with the importance of continuous improvement. The higher education accreditation has recently been implemented in Taiwan. If this policy is carried out for longer time, say 10 years, most programs will be directed into a correct track to satisfy all the accreditation criteria. Faculty members will be expected to continuously think of new ideas of teaching or assessment, rather than routinely filling up the statements in self evaluation reports. This will be a major driving force to maintain the enthusiasm of faculty members to participate the accreditation process.

They will always find out better ways of teaching to meet the requirements of the changing world. The up-to-date teaching methods and materials will be essential for educating the professionals in the future.

Similar to the results of question number 14, all interviewees agreed that there should be enterprises participation in the program accreditation (question number 27). As it is recorded in Chapter 4, major part of university graduates will join companies or industries. Programs being accredited should provide evidences that core competencies, approved by the related enterprises to this program, have successfully been obtained by the graduates. Invitation of enterprises to join the program accreditation is not easy because of the busy schedules of their high rank leaders. They should be persuaded that without their participation, there could never be supply of qualified employees to their business.

Most interviewees also agreed that the international connection of program accreditation is important for professional mobility (question number 17). According to my personal discussions with interviewees and academic faculties, Mutual recognition of higher education degrees by foreign countries is a main reason for universities in Taiwan to participate program accreditation. Accreditation of engineering programs is a good example due to the international connection through Washington Accord. Graduates from Taiwanese universities are recognized by other signatories in the Accord such as Japan, Singapore and Malaysia. This international recognition is valuable for Taiwanese graduates to apply for licenses in foreign countries where they desire to engage in a profession in those countries. There was only one interviewee who took a completely opposite viewpoint. Overall, all interviewees had very good consensus on the above four questions (question numbers

15, 14, 27 and 17).

There are scattering viewpoints from interviewees for many questions shown in Table 7.1. Take question 4 as an example, interviewees had no consensus at all if the HEEACT should change its role to a higher rank supervisor. The quantitative results for question 4 in Table 7.1 reflect the interview results presented in section 4.2 of Chapter 4. Although many interviewees agreed that HEEACT should change its role as a higher rank supervisor like CHEA in the United States, there are still problems to be solved concerning the legal status of HEEACT. The graphical illustration for the distribution of opinions on question number 4 of Table 7.1 is shown in Fig. 7.2
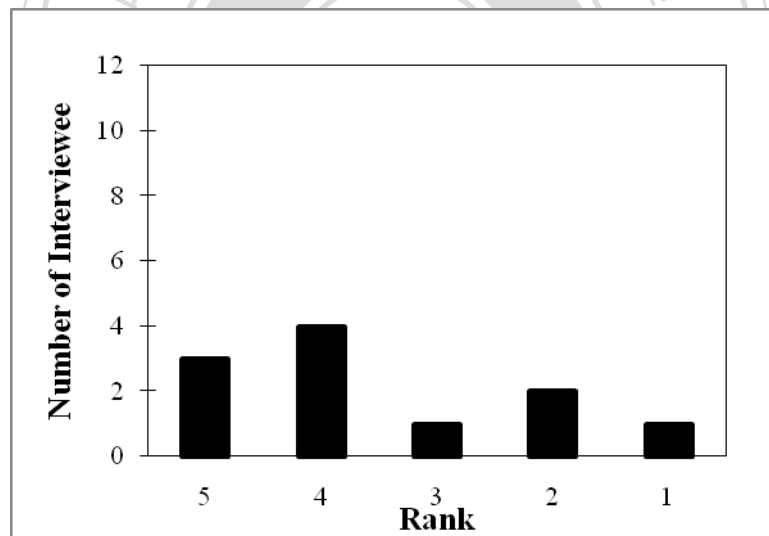

Fig. 7.2   Distribution of opinions from interviewees for question number 4 of Table 7.1: Should the HEEACT transit his role as a higher rank supervision? (Rank 5: highest degree of agreement; Rank 1: no degree of consensus)

Interviewees showed scattering opinions about question 20, whether government should entrust the accreditation agencies to exercise civil rights. The scattering results

again are consistent with the interview statements shown in section 4.4 of Chapter 4. Generally, more than 50% of interviewees did not agree that the accreditation or evaluation agencies were entrusted by the government to exercise civil rights. There would be no dispute that The Ministry of Education in Taiwan is the only authority to take actions on higher education programs. The graphical presentation for the distribution of opinions on question number 20 of Table 7.1 is shown in Fig. 7.3.
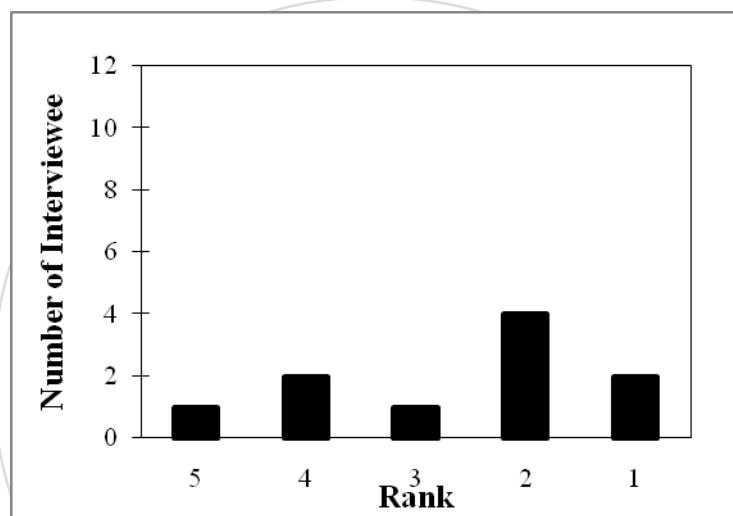
Fig. 7.3   Distribution of opinions from interviewees for question number 20 of Table 7.1: Domestic or international accreditation agencies are entrusted by the government to exercise civil rights.

(Rank 5: highest degree of agreement; Rank 1: no degree of consensus)

Finally, the results for question 24 in Table 7.1 present scattering ideas of interviewees that are also consistent with the interview statement shown in section 4.6 of Chapter 4. Half of the interviewees showed positive opinion on the issue that the accreditation results can be used for the recognition of academic degree in professional license application. The other half provided negative viewpoint. Since no

consensus is observed in this study, the accreditation results have very low possibility to be used by the Ministry of Examination in revising the present law of approving licenses.

7.1-3   Comparison between in-depth interview and quantitative analysis results

The major efforts of this study have been put into the qualitative in-depth interviews. The supplementary quantitative questionnaire analyses, however, also yielded certain direct recognition for the degree of agreement from interviewees on various topics. It is interesting to make a general comparison between these qualitative and quantitative interview results.

The comparison of in-depth interviews and questionnaires has been generally examined on topics listed in Chapters 4 to 6 and Table 7.1. Generally speaking, the similarity between the results from these two approaches is greater than 80%. This means, although the interviewees spent little time to answer the 27 questions in the questionnaire, their comments are consistent with those from the in-depth interviews usually more than one hour for each interviewee. Five typical topics are selected for comparison in this section. Owing to that the questionnaires had been completed by only 11 interviewees (out of the total number of 15), the comparison is not on a strictly accurate basis. The other reason is that the qualitative in-depth interviews are not easy to quantify. The aim of such a comparison intends only to demonstrate the general consistency of interview comments.

Take the outcomes-based evaluation or accreditation as an example, approximately 55-60% of the in-depth interview results agreed it is a better method than the traditional input-based approach. The quantitative results from the

questionnaire showed a similar trend of 60-70% agreement. This comparison indicates that although more than half of the interviewees favored the outcomes-based method, they still did not agree that the input-based method can be completed replaced. The other example is about the importance of training evaluators. Both the qualitative and quantitative results showed the same degree of agreement of 90-100%. The comparison results are shown in Table 7.2.

Table 7.2   Comparison between in-depth interviews and quantitative analyses on 5 selective topics

Selected topics	Percentage of agreement from qualitative in-depth interviews	Percentage of agreement from quantitative analyses
1. The outcomes-based evaluation or accreditation is a better method than the traditional approach?	55 - 60%	60-70%
2. Should HEEACT transform his role to a higher rank supervision?	60-65%	55-60%
3. Is it important for international connection of evaluation or accreditation?	70-80%	80-90%
4. Is it important for training the evaluators?	90-100%	90-100%
5. Should there not be a passing ratio of evaluation or accreditation?	80-90%	80-90%

7.2 Comparison of interview results with literature evidences

The feedbacks from interviews in this study are compared with literature evidences shown in Chapter 2. The aim of comparison is to certify that the opinions from interviewees about higher education accreditation are consistent are consistent with what have been discussed in domestic or foreign literature. The following items are selected as typical examples for comparison.

7.2-1   The importance of quality assurance through accreditation

Mok (2003) has stated that owing to the inevitable trend of globalization, Asian universities functioned as supply of manpower to market demand. The traditional university role as critics to society became less emphasized. The Bologna Process discussed in section 2.1 also demonstrated that higher education is facing a world of globalization. Accreditation provides an effective way for quality control of higher education and mutual recognition of degrees. The accreditation process is beneficial to enterprises for recruiting qualified employees, and also profitable to graduates for transnational job opportunities.

The interviewees in this study showed very good consensus about the importance of global connection through accreditation (question number 17 of Table 7.1). One interviewee emphasized especially about the word of mobility. Our higher education outputs, the university graduates, have to be accepted by international job market. Otherwise, our higher education will lose its compatibility and waste the limited national resources. The interview results of this study agree well with literature that higher education accreditation is essential for quality control, and global connection of accreditation results provides a motive for universities to attend accreditation.

Contractor (2009) has discussed the factors that would be the obstacles to the success of Bologna Process. These factors include the immigration laws, financial incentives, etc. When we consider the globalization of our higher education accreditation in Taiwan, the interviewees of this study also have similar concerns. One interviewee mentioned that our education aims and environment might be different from those of foreign countries. We should not seek after globalization reluctantly. At the present time, most engineering programs and several business schools have joint international accreditation organizations. Although our graduates have broader job market due to mutual recognition of degrees by foreign signatories, Taiwan has to open our own market to foreign graduates for reciprocity treatment. The administration and legal departments of our government have to work together with the education sector for the issue of accreditation and globalization. The critical factors raised by Contractor (2009) should be resolved before we can successfully reach the goal of globalization of educational accreditation.

7.2-2   Advantages and disadvantages of higher education accreditation

It has been stated in section 2.2 that previous literature has shown opposite opinions about the advantages of education accreditation. Julian and Ofori-Dankwa (2006) argued that accreditation to business school has disadvantages to the strategic decision making. They stated that the modern world is a discontinuous environment. The required documentation and hard data for accreditation are not suitable for professional development. They even expressed doubt about the feedbacks from enterprises because that the latent need might be ignored. Remeo (2008) and Zammuto (2008) rebutted the opinions of Julian and Ofori-Dankwa (2006) by saying that accreditation is similar to the diffusion of ISO quality standards. They believed

that the verifiable evidences, that are the collected data in the self evaluation report, are essential to show the accomplishment of performance.

Examining the interview results of this study, many interviewees did agree that program accreditation brought burden to department chairpersons and faculty members. Preparation of the self evaluation report was generally taken as a time-consuming task. Data collection was very difficult for a program in its beginning state to participate accreditation. Analyses of the collected data together with expressions of the results by soft words are other complains from the programs been accredited. These negative feelings corresponded to the previous literature statement that the accreditation agency was accreditocracy. Many of our interviewees, however, expressed positive opinions about accreditation. They stated that the data collection was difficult in the beginning stage, but will be smoothly accomplished once the collecting system has been established. Many interviewees agreed that accreditation is similar to a physical examination. The data shown in the self evaluation report are useful as the basis of continuous improvement. Diversified opinions from the interviewees are observed from the data shown in question numbers 9 and 10 of Table 7.1.

Many interviewees of this study expressed that the indices or criteria of accreditation should be seriously considered. For example, the number of publications of SCI or SSCI research papers is a controversial index due to very different characteristics of various programs. Most interviewees have consensus that training of program evaluators is very important. Accreditation is a qualitative work, and all program evaluators should have homogeneity in their standards. Feedbacks from enterprises or industries are highly respected in Taiwanese accreditation. To my

understanding, professional societies have participated in the educational accreditation not only in Taiwan, but also in many other countries. The opinion from Julian and Ofori-Dankwa (2006) might be a special personal comment.

7.2-3   Arguments on the evaluation results from HEEACT in Taiwan

It has been expressed in section 2.3 of Chapter 2 that many scholars in Taiwan have negative opinions about the evaluation results from HEEACT. For example, the HEEACT insisted that an independent graduate institute must have at least 7 full time faculty members. This policy brought strong opposition from celebrated institutes such as the Nuclear Engineering Science of National Tsing Hua University. The counting of SCI or SSCI publications in the evaluation by HEEACT was also opposed by scholar （郭明政，2009b）. The Editorial of Economics Daily News（經濟日報社論，2009）even concluded that the evaluation by HEEACT was formulism and it decreased the competitive potential of higher education in Taiwan.

It is observed from the interview results of this study that input-based criteria are still emphasized in the present higher education evaluation. Many interviewees agreed that the future trend is toward outcomes-based evaluation (question numbers 1 and 2 in Table 7.1), but it needs time to make promotion. One interviewee has stated that each evaluator has his self preferred standard and it is difficult to homogenize their viewpoints in program evaluation. Many interviewees pointed out that it is more appropriate to evaluate higher education programs by their special fields. The standards for natural science and engineering programs would not be the same as those for liberal arts and humanity programs. Majority of interviewees stated that the evaluator should play their roles as counselors, rather than acting as policemen (question number 8 in Table 7.1). Most interviewees agreed that the evaluation or

accreditation encourage the programs to establish a continuous improvement mechanism. The spirit of evaluation is not intended to guide the program development by the personal standards of evaluators, nor to terminate a specific percentage of programs being evaluated.

Comparing the interview results with the arguments shown in domestic publications about the higher education evaluation conducted by HEEACT, we observe common and opposite viewpoints from interview results of this study:

(1) The evaluation executed by HEEACT has a short history about 5 years. It is difficult for HEEACT to formulate general evaluation criteria or standards that are applicable to all academic fields. It would be much better if each special field, like medicine, engineering and business school, to have their own evaluation or accreditation agency. The progress of IEET for engineering education accreditation is a good example. The government has to implement the de-centralization policy of higher education quality control, and to recognize the evaluation or accreditation agencies in various academic fields. Examining the quantitative results of question number 3 of Table 7.1, most interviewees agreed that there is no major difficulty for the Ministry of Education to recognize professional accreditation agencies. The specialized agencies can establish the evaluation criteria that are acceptable to programs for specific academic field. International connection can also easily be accomplished by non-governmental agencies. The Ministry of Education has proceeded toward this direction, but the mutual trust between the government and privately operated organizations is still inadequate.

(2) In the literature review, the former CEO of HEEACT has stated the division of labor of higher education evaluation (陳振遠，2009). The future role of HEEACT

will be responsible for the planning and feedback control part. It is observed from the interview results that the opinions from interviewees are diversified. The quantitative results shown in question number 4 of Table 7.1 indicate that only one third of interviewees strongly supported the transition of roles of HEEACT. From the statements presented in Section 4.2 of Chapter 4, it is also recognized that some legal issues have to be resolved first concerning the status of HEEACT. The higher education evaluation by HEEACT and the accreditation by non-governmental agencies will coexist for at least 3 to 5 years. The introduction of foreign accreditation agency like AACSB into the market in Taiwan may speed up the transition process of HEEACT to a higher rank supervision position.

(3) It was stated by the Economic Daily News (經濟日報社論，2009) that the evaluation by HEEACT resulted in the profound harm to the development of human resources. Upon inspecting the result shown in question number 11 of Table 7.1, most interviewees didn't agree with the editorial viewpoint. The interviewees had consensus that higher education evaluation or accreditation is helpful for the continuous improvement of education (question number 14 of Table 7.1). Almost all of the interviewees supported that higher education evaluation or accreditation is important to professional mobility (question number 17 of Table 7.1). The negative opinion about HEEACT shown in domestic publications may come from the insufficient training of evaluators. This is reflected from the result of question number 15 of Table 7.1 that most interviewees emphasized the importance of training process.

7.3 Summary and suggestions

This chapter presents the quantitative results from interview of this study. Although Table 7.1 only includes the opinions of 11 interviewees, the numbers shown

there indicate whether consensus had been reached. The quantitative results are also employed to compare with the evidences collected from previous literature.

Comparing the findings from the interviews of this study and the literature evidences, obvious consistency has been found for the typical topics:

- Higher education quality control is definitely required

- Outcomes-based evaluation or accreditation is better than the tradition input-based method.

- Diversified opinions were presented that evaluation or accreditation might bring burden to education programs.

- Evaluation or accreditation is useful for continuous improvement of higher education

- Training process of evaluators is important

There are, however, several items that the interview results do not comply with the literature statements. The following are two typical examples:

- Domestic literature suggested that the HEEACT should change its role to higher rank supervision. The interview results indicated legislation issues should firstly be resolved.

- Most interviewees did not agree that there should be a specific percentage of programs failed in evaluation. The domestic literature indicated that the passing percentage was the most concerned issue to participate the evaluation or accreditation.

The higher education accreditation evaluation conducted by HEEACT, and the accreditation by other agencies have been emerging in the recent 6 years. There is a long way to go as stated by Contractor (2009) for the Bologna process in European

countries. Based on the interview results and the literature evidences, the following points are suggested for the future evaluation and accreditation process:

(1) According to the higher education evaluation law in Taiwan, more professional evaluation or accreditation agencies will seek for the recognition by the Ministry of Education. The government would better design a complete plan for these domestic and international agencies to function their work.

(2) The role of the HEEACT would be better at a supervision level. The government has to consider the associated legislation problems accordingly.

(3) The culture of higher education evaluation or accreditation has to be cultivated in Taiwan. It should focus on the teaching quality, although the achievement of research can surely facilitate teaching effect. The evidence of continuous improvement, not only the number of academic publications should be examined through evaluation or accreditation.

(4) The professional evaluation or accreditation agencies should provide enough training to their evaluators. The government should monitor these agencies for their healthy administrational, professional and financial conditions. The government would better support these agencies on international affairs for the purpose of mobility of graduates.

(5) The enterprises and government would better initiate incentives for the higher education programs to participate in the evaluation or accreditation. Favorable treatment on the starting salary or application of professional licenses would encourage the programs to input more effort for passing the evaluation or accreditation. Comments from enterprises are useful driving forces for improving quality of teaching.

Chapter 8   Conclusion

This study employed the in-depth interview method to investigate the comments on the improvements for higher education evaluation and accreditation in Taiwan. Fifteen interviewees have been invited to participate in the interviews of this study. Their professions include academic faculty, experts in evaluation or accreditation agencies, governmental officials, and people's representative. Their specialty fields include education, engineering, medical science, business school, liberal arts and law school. The opinions from these interviewees reflect the general feelings and expectations about higher education quality control in Taiwan. Besides the personal in-depth interviews, the interviewees also gave quantitative ratings for the importance of 27 items in a questionnaire. The conclusion of this study is listed by the following points:

(1) More than 50-60% of the interviewees agreed that the outcomes-based evaluation is a better method than the traditional input-based approach. The spirit of the outcomes-based evaluation is yet not clear to all academic programs. Although the outcome-based evaluation is appropriate to various academic fields, the features and indices to be assessed have to be clearly defined by each program.

(2) The HEEACT is now conducting evaluation for various academic fields. More non-governmental evaluation or accreditation agencies, including those from foreign states will be recognized by our Ministry of Education. Many interviewees (about 55-60%) agreed that HEEACT should transform itself to a higher rank monitoring organization. The government has to propose policy to resolve the associated legislation problems during the transformation of HEEACT.

(3) The spirit of higher education evaluation or accreditation is to help programs on

continuous improvement. This is almost 100% consensus of all interviewees. A recognition system without ranking or a specific no-pass ratio is more desirable. This agreement was reached by 80-90% of all interviewees. The governmental policy for awarding grants must consistently match with the recognition system.

(4) There are diversified opinions on the issue of exercising civil rights by the evaluation agencies. More interviewees (almost 55%) agreed that only the government, the Ministry of Education, has the civil right to perform disciplines to university programs based on the evaluation results. The evaluation agencies are just conducting work by their expertise.

(5) Global connection gives great incentives for academic programs to participate in evaluation or accreditation. About 80-90% of all interviewees have the consensus. It is not, however, the only index to judge the university performance. We have to respect the culture and requirement of human resources of our own country.

(6) At the present time, it is not mature to apply the evaluation or accreditation results as the qualification for professional certificate examination. No consensus at all was observed from the interview results of this study.

(7) There shows very diversified opinions if the documentation work brought burden to academic programs being evaluated. The interview results demonstrated that evaluation agency should guide the program to establish the database, and to collect all the information required. More faculty members should share the loading of evaluation.

(8) All interviewees have the greatest consensus (90-100%) on the regular training of evaluators. The over subjective opinions of individual evaluators should be avoided. Evaluations should be conducted according to its pronounced criteria.

(9) It is necessary to upgrade the reliability and validity of higher education evaluation or accreditation in Taiwan. The consistency check of the evaluation

results must be carried out in a systematic way. The hierarchy consistency check structure of IEET, that follows the international standards, should be a good example for other professional evaluation agencies in Taiwan. The evaluation criteria should be clear and applicable. Evaluation results according to the criteria are inevitable to maintain the validity.

(10) Training of evaluators is highly emphasized by Ministry of Education to recognize the professional evaluation agencies. It is believed that evaluators should fully understand the criteria. They should effectively apply the triangulation method to find out problems and supply suggestions. Evaluators should attend the training workshops periodically in order to take good command of the up-to-date international standards.

(11) The higher education evaluation or accreditation should lay stress on teaching instead of research. The objectives of a program, its curriculum design and assessments will be the foundation for successful education. Too much awards and promotion indexes are focused on the number of publications. The higher education evaluation or accreditation will be endangered if universities put excessive encouragement on research publications.

(12) At the present time, too many kinds of evaluation are executed by Ministry of Education. These bring too much load to universities and programs. Faculty and staff are busy in filling repeated documents without having enough time to consider the strategy for progress and continuous improvement. It is worthy for Ministry of Education to simplify various kind of evaluation.

References

AACSB 2004, Eligibility procedures and accreditation standards for business accreditation. http://www.accsb.edu/accred.html

AACSB DataDirect, http://www.aacsb.edu/knowledgeservices/datadirect/dd-intro.asp

AEF website, http://www.apecef.org

APEC website, http://www.apec.org

Barr, P. S., Stimpert, J. L., Huff, A. S., Cognitive change strategic action, and organizational renewal. Strategic Management Journal., 13, 15-36 (1992)

Bologna with Student Eyes, the official Bologna Process website (2007-2010) (http://www.ond.vlaanderen.be/hogeronderwijs/bologna/documents/)

Bologna Process Stocktaking Report 2009, the official Bologna Process website (2007-2010),

http://www.ond.vlaanderen.be/hogeronderwijs/bologna/documents/

Chu, J. Y., Research report to the Public Construction Commission of the Executive Yuan, No. 950029 (in Chinese), December (2006).

Contractor A., The Long Road to Bologna, The Australian (online newspaper of the year), January 29 (2009) (http://www.theaustralian.news.com.au)

Department of Statistics, Ministry of Education, http//:www.edu.tw/statistics

Dreyfack, M., Sony Walkman off to a running start. Marketing and Media Decision, 16 (10), 70-72 (1981)

Guler, I., Guillen, M. F., MacPherson, J. M., Global competition, institutions, and the diffusion of organizational practices: The international spread of ISO 9000 quality certificates. Administrative Science Quarterly, 47, 207-232 (2002)

HEEACT, http://www.heeact.edu.tw/

HEEACT, Proceedings of the 2006 International Conference on Higher Education Evaluation, Taipei, Taiwan (2006)

Hill, R. C., When the going gets tough: A Baldridge Award Winner on the line. Academy of Management Executive, 7 (3), 75-79 (1993).

Hsu, L. A. and Lin, M. Y., Lessons of the implementation of outcomes-based education reform in the US (in Chinese), 教育政策論壇，8(2), 55-74 (2005).

IEET website, http://www.ieet.org.tw

ieet.org.tw/download/2009 年 IEET 受認證系所研習會

Information Note, Policy Forum on Accreditation and the Global Higher Education

Market. International Institute for Educational Planning (IIEP), Paris, June 13-14 (2005)

JABEE website, http://www.jabee.org (2008).

Julian, S. D. and Ofori-Dankwa, J. C., Is accreditation good for strategic decision making of traditional business schools? Academy of Management Learning & Education, 5, 225-233 (2006).

Kells, H. R., The universities in a time of increased regulations: responsibilities, opportunities and dangers. Proc. 2006 International Conference on Higher Education Evaluation, HEEACT, Taipei, Taiwan (2006).

Kells, H. R., Self-study process: A guide for post-secondary institution, New-York, MacMillian Publishing, 1983.

Kerby, D., Weber, S., Linking mission objectives to an assessment plan. J. Education for Business, 75 (4) 202-209 (2000)

Konjic, T. and Sarajlic, N., Higher education structure at the faculty of electrical engineering, University of Tuzla: Influence of the Bologna agreement

International J. of Electrical Engineering Education, 44 (2), 166-174 (2007).

Lieven, M. and Martin, G., Higher education in a global market: the case of British overseas provision in Israel. Higher Education, 52, 41-68 (2006).

Lin, C. H., Education expansion, educational inequality, and income inequality: edidence from Taiwan. Social Indicators Research, 80, 601-615 (2007).

Lin, W. C., Discours de la méthode（方法論）: Research method in Social Sciences (in Chinese), 工作坊寫真, Center for China Studies, National Cheng Chi University, p. 23-27, November (2005).

Mok, K. H., Globalization and higher education reconstructing in Hong Kong, Taiwan and Mainland China. Higher Education Research, 22, 117-129 (2003).

NCCU, Proceedings of Public Policy Forum: Evaluation and Accreditation of Professional Schools, Taipei, Taiwan (2007).

Roller, R. H., Andrew, B. K., Bovee, S. L., Specialized accreditation of business schools: A comparison of costs, benefits, and motivations. Journal of Education of Business, 78 (4), 197-204 (2003)

Romeo, E. I., AACSB accreditation: Addressing faculty concerns, Academy of Management Learning & Education, 7 (2) 245-255 (2008)

Shearman, R., Bologna: Engineering the right outcomes. International Journal of Electrical Engineering Education, 44, 97-100 (2007).

Spady, W. G., Choosing outcomes of significance, Educational Leadership, 51, 18-22 (1994).

The Future Projects: Policy for Higher Education in a Changing World. The universal impact of competition and globalization in higher education. Brown University, http://www.futureproject.org, (2000).

Van Damme, D., Quality issues in the internationalism of higher education. Higher Education, 41, 415-441 (2001).

Wang, R. J., From elitism to mass higher education in Taiwan: the problems faced. Higher Education, 46, 261-287 (2003).

White Paper of University Education Policy, Ministry of Education, Taiwan (2001).

Wikipedia Bologna Process,　http://en.wikipedia/wiki/Bologna_process

Yang, Y., Report on the Effect of the Bologna Process (in Chinese), Evaluation Bimonthly, No. 8, 55-59 (2007a).

Yang, Y., The London Communiqué in the Bologna Process (in Chinese), Evaluation Bimonthly, No. 10, 57-60 (2007b).

Zaheer, A. and Zaheer, S., Riding the wave: Alertness, responsiveness, and performance in global electronic networks. Best Paper Proceedings, National Academy of Management Conferences, 72 (2005)

Zammuto, R. F., Accreditation and the globalization of business. Academy of Management Learning & Education, 7, 256-268 (2008).

王順民，關於大學評鑑與退廠機制，國政研究報告，財團法人國家政策研究基金會 (National Policy Foundation)，December 28 (2007).

王保進，大學自我評鑑，台北，正中書局，2002.

大學自我評鑑結果及國內外專業評鑑機構認可要點，評鑑雙月刊，19, 56-57 (2009)

方嘉麟，大學評鑑不瞭解科技整合，中國時報，時論廣場，一月九日，2009.

牟宗燦，CHEA 監督力強，國內可借鏡，評鑑雙月刊，7, 61 (2007).

邱于貞，亞太地區高等教育評鑑與學生學習成果研討會，國立台灣大學教學發展中心電子報，6 月 30 日 (2009).

林尚平，評鑑取向的觀點，評鑑雙月刊，14, 23-28 (2008).

林金定，嚴嘉楓，陳美花，質性研究方法：訪談模式與實施步驟分析，身心障礙研究，3, No. 2, 122-136 (2005).

高教評鑑中心，系所評鑑回應，評鑑雙月刊，14, 28 (2008).

郭明政，資源共享，還是分割，高教評鑑譴責教部政策？聯合報，民意論壇，一月十二日，2009a.

郭明政，戕害學術，高教哀哀叫，聯合報，民意論壇，五月十三日，2009b.

陳振遠，從規劃、執行與回饋面看高教評鑑的專業分工，評鑑雙月刊，18, 17-19 (2009).

陳曼玲，結合評鑑制度，再造大學新局，專訪教育部政務次長呂木琳，評鑑雙月刊，10, 1-3 (2007).

經濟日報社論，消滅競爭力從亂整高教起，經濟日報，一月二十一日，2009.

楊朝祥，徐明珠，台灣高等教育指標國際化之比較研究，國政研究報告，財團法人國家政策研究基金會 (National Policy Foundation)，August, 28 (2008).

劉維琪，管制干預或市場機制？從認可評鑑談大學招生政策，評鑑雙月刊，14, 4-5 (2008).

劉曼君，「成果導向」認證檢視畢業生核心能力，評鑑雙月刊，6, 30-31 (2007).

劉曼君，界定核心能力標準展現自我特色，評鑑雙月刊，11, 38-39 (2008).

潘慧玲，方案評鑑的緣起與概念，教師天地，117, 26-31 (2002).

盧增緒，論教育評鑑觀念之形成，中國教育學會主編，教育評鑑，台北，師大書苑，pp. 3-59 (1995).

戴曉霞，大學評鑑的興起、模式與問題，反思台灣的高等學術評鑑研討會，9 月 25-26 日，台北 (2004).

嚴昆陽，再哀大學以及一些期待與建議，當前高教學術評鑑的並癥與解咒的可能，反思台灣的高等學術評鑑研討會，9 月 25-26 日，台北 (2004).

Appendix A: Questionnaire for the in-depth interview of this study
(Chinese version)

本研究之深度訪談問卷

各位教授及專家先進　鈞安：

非常感謝各位接受訪談，使學生之論文研究得以進行，謹此深致十二萬分的感激。學生針對本研究之動機，向各位簡要報告，並表列訪談問題，敬請指正。

近十年來，我國高等教育有急速的膨脹，品質管制也成為重要的議題。高等教育評鑑或認證，教育部已經委託高教評鑑中心進行各領域的系所評鑑。關於工程及科技領域之系所認證，中華工程教育學會(IEET)已經進行 6 年的認證工作，教育部也公告經過中華工程教育學會認證通過之系所可以免評鑑。中華工程教育學會已經於 2006 年成為國際工程教育認證機構 Washington Accord(WA)之正式會員，其認證結果也受到 WA 會員國之承認。國內商管院系近年也接受國際認證機構AACSB 認證，認證通過之系所也可以免評鑑。教育部在民國 98 年也公告未來高等教育評鑑可以經由自我評鑑，或參加國內外專業機構之評鑑而完成之。我國專業證照之考試，也擬採認通過認證單位所頒發之證書為學歷門檻。高等教育評鑑近年來施行之結果，受到許多討論及批評，本研究之目的，在於透過深度訪談，匯集專家學者的意見，整理分析並與國內外文獻相互比較，完成對於我國高等教育評鑑或認證的建議，做為未來評鑑或認證機構之參考，以及政府公共政策訂定之依據。

1. 國內高等教育評鑑或認證已經是國家政策，請問您對於目前進行的評鑑或認證方式有何綜合性的看法？	
1(a)	成果導向(outcomes-based)的評鑑或認證是經由學生學習成果來檢視教育成效，不同於傳統的 input-based 評鑑，您認爲成果導向是否是較佳的方式？
1(b)	您認爲成果導向的評鑑或認證是否適用於高等教育的各領域？例如：文法、理工、醫學、管理等領域。
2. 目前國內高等教育的評鑑，大都由高教評鑑中心執行，請問您認爲由單一組織進行所有系所評鑑之優點與缺點分別爲何？	
2(a)	教育部已經公布法令，將認可國內外專業機構進行高教評鑑或認證，您認爲此政策的執行會有如何的困難？
2(b)	如果高教評鑑或認證經由國內外專業機構進行，您認爲高教評鑑中心的任務將做如何的調整？
2(c)	如果有多個國內外專業機構被認可進行高教評鑑或認證，您認爲受評單位的選擇，以及所衍生之公平性是否會產生爭議？
3. 您認爲國內高等教育評鑑或認證結果，是否有必要維持一定的不通過比率？	
3(a)	如果需要，不同國內外專業機構所決定的比率如何維持一致性？
3(b)	如果需要，對於不通過的單位如何訂定罰則？
3(c)	如果不需訂定，如何確保受評單位之品質？
3(d)	如果不需訂定，國內外專業機構是否居於輔導者而非審查者的角色？
4. 您認爲高等教育評鑑或認證是否帶給受評單位過多的負擔？	
4(a)	一般而言教師研究壓力偏高，獎勵制度也偏重研究成果，是否影響教師

	檢討教學成效的意願？
4(b)	評鑑或認證資料之收集、填寫、整合，是否造成受評單位主管過大負擔？
4(c)	受認證單位因為參加評鑑或認證是否增加財務負擔？
4(d)	受認證單位是否投入過多時間參加評鑑或認證，因而影響系所的自由發展？

5. 國內的高等教育評鑑或認證具有朝向成果導向發展的趨勢，請問您認為如何確保核心能力提升及持續改進的成效？	
5(a)	多元化評量的方法是否具重要性？如何促使系所瞭解多元化評量的方法？
5(b)	核心能力是否應為評鑑或認證最重要的項目？如何合理的針對學生程度訂定各單位應具備的核心能力？
5(c)	系所持續改進成效是否應列為評鑑或認證重要指標？訪視委員應如何檢視？
5(d)	培訓評鑑或認證委員是否極為重要？評鑑或認證機構應該如何培養訪視委員具備一致性的評鑑或認證標準？

6. 請問您對於評鑑或認證結果與國際接軌的看法如何？	
6(a)	評鑑或認證結果完成國際接軌，學生畢業學歷或國際認可，是否對系所參與評鑑或認證具有誘因？
6(b)	國際接軌對於專業人才流動是否具有極大助益？
6(c)	專業人才流動對於本國畢業生國內就業是否具有衝擊？政府如果開放此政策是否會引起反彈？
6(d)	政府對於國內評鑑或認證機構之國際接軌事務是否應給予經費支援？

7. 您認為國內外評鑑或認證機構執行工作是否代表公權力之行	

	使？
7(a)	您認為國內外評鑑或認證機構是否受政府之委託行使公權力？
7(b)	您認為評鑑或認證機構所公布之結果，是否直接作為教育部對系所處分之依據？
7(c)	政府對於國內外專業評鑑或認證機構是否應有一致性的審查標準？針對其評鑑或認證結果應該做如何的採用？
8. 您對於台灣發展專業評鑑或認證機構的看法如何？	
8(a)	您是否認為我國政府應該訂定評鑑機構專業標準與指導原則？
8(b)	請問您對於中華工程教育學會（工程及科技）、醫學評鑑委員會（醫學系）等機構之專業評鑑或認證成效是否認同？有何建議改進方向？
8(c)	台灣是否適合建立專業的高教評鑑或認證社群？與教育部擬認可的大學自我評鑑制度是否會產生競爭或衝突？
9. 請問您對於高等教育評鑑或認證結果作為專業證照學歷認定標準的政策規劃看法如何？	
9(a)	國外專業技師證照申請有此規定，您是否認為台灣也適合引用？若不適合引用，主要顧慮為何？
9(b)	如果適合引用，是否可鼓勵系所參加專業機構評鑑及認證而改善教育品質？
9(c)	如果適合引用，非政府機構之專業評鑑或認證機構的權限是否過大？應該如何受政府監督而避免爭議產生？
9(d)	對於國際接軌之專業機構而言，基於相互承認學歷的準則，我國政府是否也應該承認外國學歷作為專業證照學歷認定標準？
10. 請問您對於高等教育評鑑或認證有何其他建議？	

10(a)	您是否同意各領域之系所評鑑或認證都應該採取認可制而非等第制？
10(b)	您是否同意政府補助各受評單位參加專業評鑑或認證機構之費用？
10(c)	您是否同意產業界應積極參與系所評鑑或認證，提供意見培養所需人力？

Appendix B: Questionnaire for the quantitative interview

(Chinese Version)

深度訪談之量化問卷

訪談問題	同意程度（5 為同意度最高，1 為無認同度）				
1. 成果導向是較佳的高教評鑑與認證方式	5	4	3	2	1
2. 成果導向的評鑑或認證適用於高等教育的各領域					
3. 教育部認可國內外專業機構進行高教評鑑或認證，此政策的執行會有困難					
4. 高教評鑑中心的任務應該進行調整為監督角色					
5. 不同專業評鑑機構之評鑑結果會有公平性爭議					
6. 國內高等教育評鑑或認證結果需要維持一定的不通過比率					
7. 針對評鑑或認證結果不通過的單位需要訂定罰則					
8. 國內外專業評鑑或認證機構兼具輔導者及審查者角色					

訪談問題	同意程度（5 為同意度最高，1 為同意度最低）				
9. 評鑑或認證會帶給受評單位過多的行政作業負擔					
10. 受認證單位因為參加評鑑或認證會增加財務負擔					
11. 受認證單位參加評鑑或認證，會影響系所的自由發展					
12. 多元化評量的方法對於評鑑或認證非常具有重要性					
13. 核心能力應為評鑑或認證最重要的項目					
14. 系所持續改進成效應列為評鑑或認證重要指標					
15. 培訓評鑑或認證委員極為重要					
16. 評鑑或認證完成國際接軌，才能吸引系所參與					
17. 國際接軌對於專業人才流動具有極大助益					
18. 專業人才流動對於本國畢業生國內就業具有負面衝擊					
19. 國內評鑑或認證機構之國際接軌事務政府應給予經費支援					
20. 國內外評鑑或認證機構是受政府之委託行使公權力					

訪談問題	同意程度（5 為同意度最高，1 為同意度最低）				
21. 評鑑或認證機構之結果可作為教育部對系所處分依據					
22. 政府應該訂定評鑑機構專業標準與指導原則					
23. 台灣適合建立專業的高教評鑑或認證社群					
24. 教育評鑑或認證結果適合作為專業證照學歷認定標準					
25. 系所評鑑或認證都應該採取認可制而非等第制					
26. 政府應補助各受評單位參加專業評鑑或認證機構之費用					
27. 產業界應積極參與系所評鑑或認證					

訪談結果分析與討論（第 4、5、6 章內容）

本研究採用深度訪談的研究方法,訪問國內十五位對於高等教育評鑑或認證非常熟悉之教授、研究專家、及政府官員,目的在於針對我國高等教育品質管制之制度改進,進行分析討論,並與文獻資料比對。以下針對各訪談問題,分別進行訪談結果分析與討論。

4.1 成果導向評鑑或認證方式的適用性

台灣以往的高等教育評鑑,採取 input-based 的方式,例如對於生師比的數據,就是一個明顯的例證。最近國際的高等教育評鑑,倡議成果導向 (outcomes-based) 的方式,國內工程科技教育認證機構 IEET 也基於成果導向的精神執行其工作,高教評鑑中心的作法,也朝向成果導向調整。成果導向的評鑑或認證是經由學生學習成果來檢視教育成效,不同於傳統的 input-based 評鑑,成果導向是否是較佳的方式?這是本研究深度訪談中第一個請教學者專家們的問題。由訪談結果分析,目前參與國內外成果導向的單位,深度贊成這種評鑑或認證的方式。一位參加國際商管認證的教授兼高階主管,明確贊同成果導向的認證精神,他認為 input 的資源如果沒有產出 output 的成果,就是教育資源的浪費,但是他也指出,成果導向的認證方式需要對於檢視的內容有明確的定義。

國家政策要推動高等教育的品質提昇,還有國際競爭力,所以這個是勢在必

行。辦學要培養人才,最後呈現在所表現出來的績效。成果導向絕對是對的,
input 沒有變成 output,input 就是浪費的。國外商管領域,我們注重 KSA,
K 是 knowledge,S 是 skill,A 是 attitude。我們現在學校只有教知識,在
技能跟態度上都是有點缺乏的。Outcome based 當然要,不止只有能力而已,
outcome 還包括態度。使用 outcome based 是對的,不能用 input based,
比較困難的就是 outcome based 不容易定義,因為要先知道他要做什麼工
作。(D)

另二位參與國內評鑑或認證的教授,也指出成果導向評鑑或認證,包含教學
評量與持續改進的機制,是以往 input-based 方式所缺乏的內容,因此認為成果導
向的方式是優良的品質管制保證。

成果導向的教育認證,主要的意義在於完成課程設計、教學評量、持續改善
的迴圈機制,並且使得各系所發揮特色,這種認證或評鑑的結果,當然優於
以往 input-based 的方式。因為成果導向的方式注重教學成果的檢視,並且
隨著時代潮流的改變做不停的檢討,是確保品質管制的最佳方法。(H)

現在或未來評鑑會強調學習成果,比方說你知道學生怎樣學習,還知道怎麼
樣去掌握他學習的成果。學習遇到困難遇到挫折的時候,你是不是有一些什
麼輔導的機制,如何去掌握整個學習成效達到你的標準。(I)

本研究訪談的一位政策主導者,也高度贊同成果導向的評鑑方式,並且認為
如此的評鑑結果,可以確保學生具有充足的就業所需核心能力,並且有利於跨國
執業。

成果導向這個 idea 絕對是對的,我們一定是要以學生帶的走的能力作為評

169

鑑檢視的標準，如果學生畢業之後，不知道能做什麼，思考的能力很差，他even 連作文都不太會寫，中文字都寫不太好，那對於國家的人才競爭力沒有幫助，所以為什麼現在評鑑把這個部份放進去，這一定是對的，而且我非常非常支持這一點。如果我們的教育應該培養學生的核心能力，他不管在台灣找工作也好，或者是他想要出國繼續深造，到國外去工作，就可以具備基本的能力，不然高等教育就等於是浪費時間，也浪費資源，浪費納稅人的錢。（O）

在本研究訪談中，大約有四分之一的受訪者贊同成果導向的評鑑是較佳的方式，但是他們也認為不能完全取代 input-based 的方法，或者認為由傳統方式轉變到成果導向方式時間還不充足，有許多評量的方法待建立，以下列出他們的看法。

我覺得成果導向的方式當然比較好，只是也不能完全使用成果導向，以往都著重在input base其實也不是很好，因為變成制式化，學校就沒有辦法朝著他自己的特色去發展，我是覺得要把output的部份加進去，整個教育品質才有辦法提昇，而不會說只是教導一個過時的東西，理論跟實際脫節的樣子。就是一定要加上成果的評量，我覺得這樣子才能夠讓學校跟著時代的進步來調整他的課程。因為技職教育出來就是要就業，所以output的部份在技職的領域其實都是適合的。（N）

我覺得input導向與成果導向是不同的，是兩個完全不同的階段，不同的面向。成果為導向（outcome-based），是來檢視學校他對於學生的教學、教育品質，有沒有達到他應有的重視。最重要的就是績效，怎麼樣去說服大家，我用了這些資源，我的確有得到這些產出。以前在我們不看這個，現在尤其是面對這種大學非常膨脹的時代，我們要來看看，教育出來的這些學生，是不是能夠為社會所用，所以變成為這種outcome-based也是有道理的。（L）

170

我們發現不管是評鑑或認證，他們已經由傳統的input，慢慢的成為成果導向outcomes base。成果導向就是經過多元評量來看學校，其中會看學生的表現，譬如說看核心能力，看畢業生就業狀況之類。成果導向看四年教育過程，學生增進了多少能力，這樣子看他們的學習成效的一個表現，我是覺得基本上這樣子來講是不錯。因為可能都是習慣對於以前的那個input方式，所以在這個轉換之間，我們可能這個方面做得不夠，譬如多元化評量裡面，包括校友的追蹤，他之後的發展，這也是我們今後要做的課題。(F)

大約有四分之一的受訪者對於成果導向的評鑑並沒有偏好，幾位受訪的資深教育學者認為成果導向方法中所需要檢視的直接資料，目前難以掌握。

其實到目前為止，大家只是「試圖」去以學生的學習成果來當作一個重點。大家能夠收集到的學生的學習成果其實還是很有限，因為現在目前並沒有全國性的這種學習評量。我們所謂的成果導向，是想要瞭解學生究竟在畢業的時候，他學習到有關知能、態度等各方面的成果，這些實際的結果很重要，但是以現在的情況來看，目前並還沒有辦法充分去掌握這些「直接」結果，現在通常掌握的是「間接」的結果，就是他畢業了以後出去生涯發展、就業升學。（G）

接受訪談的專家學者，也提到成果導向是評鑑方法的一種方式，但是目前缺乏檢討改善機制的展現，是美中不足之處。

成果導向本身沒有什麼好或不好，它其實只是評鑑當中的一部分而已，我們現教育當中所講的教育評鑑，它其實是應該要包括形成性的評鑑跟總結性的評鑑，所以成果導向本來就是它其中的一部分。只不過現在高教評鑑中心所

做的是以成果導向為主，它比較沒有碰觸到形成性評鑑的這一塊。形成性的評鑑多半都是用在自我，譬如說一個機構裡面，我們自我不斷的開檢討會議，或者是請外面的人來檢視我們的體制，那是比較形成性的評鑑，總結性的評鑑就是我們現在高教幾乎都在採用的方式，就是成果導向。所以它沒有什麼好或不好，只是說未來如果能夠更多做一些形成性評鑑的話，可以更加的完美。（C）

接受工程教育認證的教授也指出，認證注重成果導向，有標準作業程序，與傳統評鑑不完全相同，但是現在很多教育單位及其成員並不能瞭解評鑑與認證的差異，所以也無法判定哪一種方式比較好。

評鑑跟認證真的還是有一點距離，基本精神跟出發點不太一樣，有些人根本搞不清楚認證跟評鑑到底是怎麼一回事，認證跟評鑑的重點都在於改善教學環境，至於哪一個比較好 我沒有辦法回答。（A）

當然也有接受訪談的資深學者認為 input-based 的績效還是要檢視，並不宜完全由成果導向來決定評鑑結果。一位實際執行評鑑工作的高階主管也認為成果導向需要時間讓大眾瞭解，目前看不出成效。

Outcome based 的評鑑是下一輪評鑑的時候才會採取的方向，將來評鑑的方向是以學生的能力表現為主，就是現在每個系所在訂的核心能力指標。我覺得評鑑可能沒有那麼重視 outcome based，可是 outcome 也會被拿來檢視。評鑑也要檢視學生學習的這部份，並不是說整個就轉到那方面去，input 部分還是看，就是說整個師生比，還有經費、圖書館，只不過是重點放在 outcome，就是學生為主。（B）

你要依據成果導向進行評鑑是很難做到的，首先不太容易找到委員，業界委員也不容易搭配。每一個人都有本位主義，沒有辦法站在一定的角度去看，93 年開始做大學評鑑真正只有五六年的時間，到目前我已經覺得很不錯。當然成果導向是一個趨勢，還是要花幾年的時間去消化，目前是看不到成效。（K）

根據以上訪談結果的整理，可以瞭解超過半數的受訪專家學者都贊同成果導向的評鑑或認證，但是這個新的趨勢目前還未能獲得大眾的熟悉。傳統 input-based 評鑑方法中的量化指標，仍然存在於評鑑者與受評者的考量之中，需要時間逐漸融合於成果導向的評鑑或認證檢視內容。目前工程科技、醫學、商管等專業領域，採用成果導向的評鑑或認證，其他領域是否也可以適用？在本研究訪談中也請教學者專家，以下列出他們的看法，首先對於需求專業證照的醫學領域而言，成果導向的方式是被高度肯定的。

我同意成果導向的評鑑是個較佳的方式，比較適合的像我們醫學領域。我們會有很明確的畢業時候基本的核心能力，如果理工領域也能訂出來就很好，我不曉得像文法領域能不能有很明確的訂定核心能力。像我們醫學我們會評出來他在知識上要達到什麼層級，他的臨床的能力要怎麼樣去照顧病人，和病人怎麼樣去溝通，怎麼樣表現出他的這種同情心或是他的倫理觀念道德觀念，這些核心能力，學生一定要達到才可以畢業，如果其他領域也能如此做的話，成果導向的評鑑就可以採用。（J）

受訪的學者專家都認為成果導向的評鑑或認證適用於各領域，但是必須訂出個別的評量指標，各領域不應該採用一樣的標準進行評鑑。工程科技可以訂出評鑑指標，文法系所的評鑑指標必然不同於工程領域，這些指標的訂定，目前正開始發展，以下列出關於此問題所獲得的回應意見。

不同的系所單位，可以做這種相同領域的成果評量，結果就比較客觀，這樣的作法目前還非常少。現在大家談很多成果導向的議題，卻又沒有發展出這個制度，我不是說不會發展出來，慢慢的會發展出來的。（G）

我們每一個領域在衡量是不是能夠真的負得起績效責任的時候，應該制定最適合衡量每個領域的一些指標。不能用文史科的方式來看醫學，不能用醫學的、醫學院的衡量指標來看藝術。因為每個學術領域的產出時間，培養人才的過程，時間的長短、方式不會一樣。(L)

傳統 input-based 的評鑑方式，對於不同系所採取相同的量化標準，受訪學者專家們對於成果導向的方式都期望藉此建立各領域的特色，進行檢核機制進行自我比較。傳統的評鑑結果要評分、分出等第，成果導向的評鑑則是採取認可制度，等第制度與認可制度兩者的精神有很大不同，既然過半數的受訪者都認為大眾對於成果導向的方法尚未瞭解清楚，因此成果導向的評鑑與認證要推廣於各領域，勢必還需要一段時間的推廣，以下列出受訪者的意見。

成果導向的評鑑對於各領域、學程都可以適用，就看他的成就表現，他的能力指標要自己訂，譬如他有音樂發表會，就看能力指標怎麼訂。你訂了一個核心能力之後，要有一個檢核機制，檢核機制訂定之後，就不會用到學業成績，所以說藝術那部份，可能看他的 performance。（B）

不管是評鑑或認證，最忌諱是用同樣一個標準去衡量所有的人。所以文、法、理、工他應該要有不同的標準去衡量，不是拿一套標準硬套在每一個人身上。目前是希望大家自己跟自己比，然後自己用自己的標準來看，目前還希望朝這樣的方向走，但是現階段是有事實上的一些困難點。譬如以台評會來

174

講他是做科技大學評鑑，科技大學評鑑他就是用等第制，等第制跟認可制就不一樣。（K）

關於本節的受訪意見分析與討論，可以做一些結論：（一）超過半數的受訪者認同成果導向的評鑑或認證方向，可以確保學生建立就業核心能力，並且可以有利於國際專業人才流動。（二）仍然有將近半數的受訪者認為 input-based 的評鑑指標無法完全忽略，國內習慣的傳統評鑑方式無法在短期內全部由成果導向方式取代。如果要發展成果導向的方式，直接評量結果的收集，評量結果的分析，以及評鑑委員對於成果導向精神的認知，拋棄個人本位主義的成見，都是關鍵性的問題。（三）成果導向的評鑑或認證可以適用於各學科領域，但是必須針對不同領域的特性，訂出評鑑或認證指標。這種指標要容許系所發展特色，進行自我評比與改進，依此精神將傳統評分的等第制度，轉換為具備持續改進要求的認可制度。

4.2 高等教育評鑑中心任務調整的議題

目前國內高等教育的評鑑，大都由高教評鑑中心執行，隨著受評單位對於評鑑結果不斷的提出爭議，以及教育部已經公布法令，將認可國內外專業機構進行高教評鑑或認證，由單一組織進行所有系所評鑑是否為最佳的方式，成為值得討論的議題。如果未來的評鑑或認證可以經由其他專業機構進行，高教評鑑中心的任務勢必將調整。本研究經由訪談分析，探討學者專家對於高教評鑑中心任務轉型的看法。原來國內評鑑都是經由具有官方地位的機構執行，未來許多民間機構若執行評鑑或認證，是否因為各自標準嚴格或寬鬆程度不同，引發更多評鑑結果的爭議，也藉由訪談結果進行探討。

在本研究訪問的十餘位學者專家中，大家一致的認為高教評鑑中心應該進行任務轉型，成為上位監督機構，下列訪談結果就是一個代表形式的意見。

國內評鑑，其實也不是完全由高等教育評鑑中心來負責，一般大學評鑑是由高教評鑑中心執行，其他的技專校院由不同的單位執行。我覺得應該更多元化，甚至高等教育評鑑中心可以不要來直接做評鑑工作，我覺得應該依照學門，委託具有專業與公信力的團體來做。系所就是分的太細了，我覺得領域以院為單位來進行評鑑會好一些。高等教育評鑑中心的任務應該要調整內容，成為一個比較上位的角色，比如說負責審查與監督哪些機構是適合執行評鑑工作的。就像美國 CHEA，這樣比較好。他應該把任務調整為認可其他評鑑機構，並且進行一些研究，提升評鑑工作更加專業。我們最終的目的是要我們自己評鑑機構品質有保證，更要儘量跨越國界進行合作，所以我們機構也可以申請國外的來認可，這種多元化的作法會越來越讓評鑑與國際接軌。（G）

雖然大部分的國人都知道國內的高等教育評鑑，是由教育部委託高教評鑑中心執行，但是卻不一定瞭解，他只是許多專業評鑑機構之一，上面一位受訪學者提到高教評鑑中心應該轉型為類同於美國的 CHEA 機構，其實也是許多受訪者，包括高教評鑑中心聘請專家相同的看法。

我們高教評鑑中心並不做所有的評鑑，譬如說技職評鑑其實是雲林科大辦理，然後還有那個台灣評鑑協會也是另外一個社團法人組織，還有中華工程教育學會他們進行工程領域的認證，所以我們是諸多評鑑組織當中的一個。我們可能是站在評鑑最上層的機構，然後去認證其他的評鑑組織，由下層的評鑑組織實際去操作評鑑的實務。我們應該慢慢提昇，走向智庫的

176

單位，發展評鑑方面的研究，包括評鑑方法本身，包括評鑑研究，評鑑的結果。我們應該開始走向一個角色的轉型，而不只是在實際做評鑑，就像美國那個 CHEA 那個樣子的做法。(L)

許多受訪的學者專家都認為實際執行評鑑業務是一件非常繁重的工作，由單一機構進行所有領域的評鑑，人力負擔極為沈重，因此高教評鑑中心可以把專業的評鑑交由專業機構分擔執行，自己轉型研究評鑑的意義，引導各專業評鑑機構的評鑑委員實務執行。

單一的評鑑機構像高教評鑑中心，他們沒有那麼多專業的人力，一定要借重學校裡的教授，可是教授們想接受訓練嗎？就發生過評鑑者不大符合評鑑專業應該做的事情，對於評鑑真正的精神跟內涵，現在大家都不太談，所以無論在評鑑或認證這都是重要的問題。包括工程教育認證，認證委員不見得那麼了解整個認證的精神，這些不是評鑑或認證機構單位的問題，而是因為他們沒有那麼龐大的人力跟專業來做這個事情。(A)

高教評鑑中心任務轉型的機會，必須伴隨著教育部認可國內外專業評鑑機構的政策而逐步進行，一位受訪的學校高階主管，另一位評鑑機構的專家，以及一位評鑑領域的學者，明白的表示以下的意見。

參加 AACSB 認證是被認可的，教育部就不需要來評鑑，因為國外的標準是可以參考的，人家還比我們做得先進。我們就交由 AACSB 評鑑，等於教育部間接承認 AACSB 是不錯的。教育部認可國外評鑑機構，就像教育部也有一個國外學歷承認的名單。高教評鑑中心它管原則就好了。我們打個比喻，立法院需要執行法令嗎？立法是立法，行政是行政。(D)

我認為高教評鑑中心不適宜站在第一線，他應該是評鑑指標的研擬者，評鑑辦法的設定者。就是他比較偏研究，研究指標怎麼做？辦法怎麼做？流程怎麼做？他的機制怎麼研擬？他應該做研究這一塊。把相關的辦法弄出來交給專業評鑑機構再去評鑑。(K)

教育部有期待高教評鑑中心轉型，然後慢慢來管理國內的評鑑機構，國外評鑑機構要進來台灣的時候，他可能是一個把關者。高等教育評鑑中心要做這樣的角色轉換，第一個他要有足夠的專業度，然後要有足夠的國際化。高教評鑑中心未來只是去評鑑專業的評鑑機構，然後這些評鑑機構再去評鑑學校，高教評鑑中心就是退到第二線了，目前的時機還不夠成熟，更多的評鑑機構出來的時候，勢必是要往這方面走。（I）

有些受訪的專家學者認為高教評鑑中心原來的任務已經確立，即使將來要轉型，仍然牽涉到基金會、董事會、公法人等法律地位改變的問題。雖然高教評鑑中心轉型的共識，在受訪者的意見中已經形成，但是實際的運作必須要教育部明白的訂定政策，因為教育評鑑的執行可以由專業機構執行，但是最終評鑑結果的應用，仍然要回歸到公權力的處分，以下分別列出三位受訪者在此方面的回應，他們對於高教評鑑中心轉型的過程，提出比較審慎保留的意見。

我想原來高教評鑑中心的任務很清楚，將來它的主要任務被取代了以後，它的走向就是一個董事會的組織架構，由董事會在管控。我個人認為它要怎麼調整應該由董事會來檢定，把它變成一個監督單位，或是其他的形式。如果把它變成一個監督單位，它和教育部之間又有什麼樣的關係？教育部要來監督這個國內外的專業機構，或者高教評鑑中心也要來監督？如果兩個單位的理念有不一樣的時候，怎麼去調整？我想應該是董事會他們要提出來，這是很大的調整，我們這基金會跟教育部要好好的溝通，我想這樣會比較好。(J)

我們現在的高教評鑑中心，其實它是類似公法人，就是準公法人的型態，政府本身有部分的投資，也把一些業務交由他們去執行，主要的原因就是不希望由公權力來介入，希望能夠成為在美國那種專業評鑑的團體。高教評鑑中心應該要做其他機構沒有辦法做認證的，或者是說比較不適合做認證的一些領域。我覺得高教評鑑中心現在的角色，跟它的目標都已經不確立了，執行現在的角色跟任務就已經很辛苦了，我看不出來有強烈的需求它要做什麼調整。（C）

關於高教評鑑中心的轉型，就要看教育部可不可以認可國內外專業評鑑進行，評鑑團體必須要告訴教育部，我的評鑑的計畫做了幾次，我怎麼訓練評鑑委員，我做的成效怎麼樣，我認證的程序怎麼樣，然後證明品質的要求。高教評鑑中心想要轉型，他們是覺得作評鑑很累，因為評鑑的工作量太大，可是不做的時候，等於這個基金會要解散才行，他原來設置的目的就是執行評鑑。（B）

本研究也訪問一位政策制訂專家的意見，由這位訪談專家的回應中，可以瞭解國家政策也支持高教評鑑中心的轉型，而所謂時機成熟的意思，就以上受訪學者專家們提到，就是教育部認可國內外專業評鑑機構之時。

基本上，我認為高等教育評鑑中心應該要退到後面的位置，他本來就不應該站在第一線。評鑑中心他不適合來扮演一個評鑑主導者的角色，他其實是應該去主導這整個評鑑制度，而經由這個制度讓專業評鑑機構來執行。今天應該建立的是公平的機構，法學院的、社科院的、醫學院的、工學院的、商學院的，大家都各自建立好，高教評鑑中心就退到後面，監督這些人有沒有做好就好了。我基本上就在等待時機成熟，然後把高等教育評鑑中心改成研究

179

機構，你可以去研究怎麼樣做評鑑。（O）

　　如果將來教育部認可國內外更多專業評鑑或認證機構，不再由高教評鑑中心單一的公法人機構進行評鑑，系所選擇專業機構接受訪評時，會不會因為各機構的標準不一致，選擇容易通過的機構，而使得評鑑結果的公平性受到質疑。在這方面，大部分的受訪者並沒有太大的疑慮，一位受訪資深學者就指出，如果評鑑或認證的目的是為了完成自我改進，不是為了做為懲罰的依據，就不至於為了公平性的問題而爭議。

　　我不認為不同專業機構被認可進行高教評鑑或認證會有公平性的問題，如果拿評鑑結果要懲罰人的時候才會有公平性的問題，如果其目的是要讓受評單位改進就沒有什麼公平性的問題。（G）

　　多元化的評鑑，也是未來發展的趨勢，不同領域的系所，也可以尋求最適合的機構給予他們專業發展上的改進意見。專業機構的信譽，當然要靠他們自我的要求而建立，並且受到市場機制的檢驗，標準低落的機構，應該會受到市場機制的淘汰，以下列出兩位受訪者的意見。

　　選擇不同的評鑑單位，應該沒有所謂的公平性的問題，外界對於評鑑單位的聲譽會有判斷。民間就很清楚評鑑單位 A 比較偏重於哪一方面，評鑑單位 B 也許標準比較低，除非是產生作弊的現象，我不覺得會有公平性的問題。因為你每一次評鑑的重點不一樣，指標也不一樣，社會對它的觀感其實也是不一樣，我們歡迎多元的評鑑。不同性質的學校，本來就應該要採用不同的標準或形式，像藝術學校，他們可能就不適合現在高教評鑑中心的標準。（C）

　　日本有四個評鑑機構，至於學校或者社會大眾覺得怎麼樣，市場機制自然會

去淘汰，政府應該交給市場機制去決定。譬如某一所高教大學、或者科技大學要去申請這樣的機構評鑑，他一定有他的考量。是因為標準比較鬆他才找他，還是因為比較嚴才找他，如果因為標準比較鬆他才找他，當然可以獲得很漂亮的結果，可是培育出來的學生一定品質不好，市場就會淘汰。(K)

在本研究訪談過程中，也發現有將近半數的學者專家，對多元評鑑或認證機構的公平性仍然持有疑慮。首先因為國內評鑑委員可能重複的擔任不同專業評鑑機構（例如：HEEACT 及 IEET）的委員，委員是否接受足夠的訓練，瞭解各機構評鑑的精神與標準，在執行任務的時候能夠掌握好自身的角色，一位資深專家就提出下列意見。

至於國內有多個評鑑機構的問題，我不曉得國內有多少位評鑑委員是合於資格的？就是委員都很公正、公平，而且都能夠避開利益衝突，如果沒有這麼多委員的話，成立不同的評鑑單位，有什麼樣的意義呢？（J）

評鑑委員一致性的評鑑標準，對於評鑑結果的公平性是十分重要的。即使在同一個評鑑機構中，不同委員的看法也不盡然一致，受評單位以往對於高教評鑑中心的評鑑結果有很多的抱怨，在本研究訪談中，一位受評鑑學校的主管，就針對公平性的問題提出質疑。

我覺得不同的評鑑機構會產生公平性的問題，就好像我們在檢查產品衛生的時候，可能說那個儀器是精密的，這個儀器比較沒有那麼精密，這樣子公平性我覺得會產生爭議。(F)

因為教育部對於專業評鑑機構的認可，除了國內機構可以申請之外，也允許國外機構執行台灣學校的評鑑或認證，台灣商管類別的學院參加美國 AACSB 的

認證就是一個例子。教育部對於國外機構的認可，是採取主動認可的方式，或者是要求國外機構比照國內機構自行申請，國外機構的水準也許良莠不齊，或者不瞭解、甚至不遵守台灣制度的要求，這些都可能是令人擔心的問題。本研究受訪的教育專家，也提出這方面的疑慮。

另外一個現象，會不會造成學校為了規避國內的評鑑組織，他找其他國家的評鑑組織來評鑑。這樣一來，國內的高等教育的機構，反而變成化外之地，完全不受任何台灣的組織的制衡，基本上有一點危險，因為畢竟台灣教育的對象是台灣的子弟，用的還是台灣的納稅人的錢。所以我個人認為，你可以接受國外組織的認證，但是你對台灣的評鑑機構標準，也要符合社會責任、責任績效的要求。(L)

即使在現在的制度下，國內高等教育的評鑑也存在矛盾之處，例如一般大學的評鑑採取認可制度，只要滿足評鑑規範的要求，就可以通過評鑑，不再評分數或排名次。但是科技大學、技術學院所屬的技職體系，卻採用等第制度的評鑑，受評單位的成績分為不同等第，作為教育部給予獎補助經費的依據。這種不一致的制度，一直存在許多爭議，如果將來有更多專業評鑑機構，又在認可制度、等第制度的議題上產生爭議，勢必造成政府、受評單位的極大困擾，所以受訪的資深學者提出以下的見解。

現在教育部也委託高教評鑑中心做以後的高等教育評鑑制度的規劃，考慮幾個問題，第一個，一般院校跟科技大學的評鑑要不要整合，他們用同一個標準，一個採取認可，一個卻是等第。科技大學是分等第，一等二等三等四等的，他不是分成通過、不通過。所以就很多人就complain，因為大學評鑑辦法是兩個都適用，一般院校與技職都適用，那為什麼同樣適用這個辦法的時候，我要用等第，他可以用認可，所以科技大學反彈。（B）

對於本節訪談意見的整理與分析，可以做以下的結論。（一）多數受訪學者專家，包含政策制訂者的看法，都認為高教評鑑中心應該轉型，成為上位監督單位，並負責評鑑政策的研究與制訂。（二）高教評鑑中心的轉型，牽涉到基金會、董事會法律組織的更動，政府必須提出決策才可以順利完成。（三）教育部必須進行國內外專業評鑑機構的認可，並且允許學校依照自己的特色選擇專業機構接受評鑑，這是高教評鑑中心轉型的先決條件。（四）政府應該對於評鑑採用認可或等第制度做出決策，不應該有政策混雜情形存在，以免造成專業評鑑或認證機構與受評學校之間的爭論。

4.3 高等教育評鑑是否需要維持一定不通過比率之探討

學生在學校修課及參加考試，最基本的願望就是希望成績及格，否則就要重修、延後畢業，甚至嚴重到退學。系所參加高教評鑑也有類似的情形，就是希過通過評鑑，並且得到較佳的評語。高教評鑑中心採取認可制度，但是還有「待觀察」的評鑑結果，至於技職體系的評鑑結果就分出等第，並且直接與教育部的獎補助金額有關。為了維持評鑑的水準，評鑑結果是否要維持一定的不通過比率？這是受評單位最擔心的事情，也有人主張評鑑結果應該彰顯淘汰成效，或者給予辦學績效較差的學校一定程度的處罰。對於不能符合教育部規定的高等教育系所，教育部已經進行處分，例如教育部對於專任教師人數不滿 13 位的學系，或者是不滿 7 位的獨立研究所，都已經命令減少招生，這種處分也引起這些系所的反彈。在評鑑通過率與罰則的問題上，幾乎所有本次受訪的專家都不同意設定評鑑不通過的比率。

評鑑不是一定要維持一個不通過的比例，受評單位一直在改進，通過的比例

就越來越多。妳所提到的「一個固定的不通過比例」就不是問題，從來就沒有如此的說法。至於罰則問題，這不是罰則，而是說比如國內學校沒有辦法通過評鑑，可能他師資不夠，那你給他什麼罰則？可能需要給他的是發展所需的經費。從評鑑角度是要協助他，所以我認為不是罰則，評鑑者又不是法官。（G）

以上資深學者的意見，展現出評鑑的意義在於發現問題，提出建議並使得受評單位可以改進，而不在於處罰學校。另一位受訪教授也提出評鑑是一個認可的門檻，評鑑結果不做排行表，也沒有通過名額的限制。這就像是大學教授是否可以免受每五年一次的自我評估，只要通過學校設定的門檻即可，不像教授升等有名額的限制。

應該是不需要有通過比率的問題，我們現在去做評鑑的時候，給它的通過、不通過或待觀察，應該只是一個門檻，就是說，作為這樣一個系所，或作為一個學校，如果基本的條件不符合，這就是不通過，所以如果說大家都符合這個基本的標準，就沒有不通過的問題，我們評鑑不是在做所謂的排行表，也不是做所謂錄取與否，沒有名額限制，但是受評者一定要通過基本條件的限制。（C）

接受評鑑的單位主管對於評鑑結果不通過或被列為待觀察名單，都承受很多的壓力，一位受訪的單位主管就提到評鑑不應該造成對系所的恐懼感，受訪者認為評鑑結果應該針對幾個指標分別評量，而不是經由量化評比而讓排名在後的系所不通過評鑑。

所謂的不通過率，就好像有些老師學期一開始就恐嚇學生說我要當掉三分之一這樣子，我覺得應該不需要有這樣的比率。我覺得應該看這個學校整體的

發展狀況，而不是堅持要有一個門檻，後面百分之三十我就不讓他通過，這樣對那些很努力的學校不是很公平。評鑑就是想要確定學生得到最基本的教學品質，可能將整個學校分成三大項，也許你是 A 項目沒有達到，那就給予一個警告，學校可朝這個方面去發展改善。其它的二個項目也許都有達到，就希望你可以更加強達到教育部所定的標準。（F）

接受訪談的教授及專家都認爲評鑑的意義在於協助系所持續改善，是自我檢視的機制，不是爲了學校之間的比較。即使是執行評鑑單位的專家，也表示盼望受評單位可以通過。因此，受評鑑單位只需要認真的準備資料，切實達成自我要求，實在不必恐懼評鑑機構的訪評，以下列出兩位受訪專家的論點。

不需要定不通過的比例，其實我們要求的就是一個自我改善機制，如果不能達到自己訂的目標，就再改善。所以這是一種自我挑戰，也不強調你要跟別人比較。（A）

我不認為評鑑需要訂定不通過的比例，不能這樣規定，而且這樣的規定會變得惡性。認證我們是採認可制，就是分為通過、待觀察、不通過，這些都透過評鑑報告而決定，而且也有量表，也有等級性。我們希望大家都通過，當然改善是持續的，即使你通過並不表示你是完美無缺。（L）

因爲評鑑或認證的目的在於完成自訂的教育目標，所以評鑑結果的通過與否，也與教育目標的合理訂定息息相關。一位受訪的高階學校主管，就明顯的指出這種成果導向的評鑑精神，也說明了受評單位要進行持續改善，具有公權力的政府部門負責合理評鑑門檻的把關，並不是要對於學校造成處罰的壓力。

關於通過率的問題，其實沒有所謂的通過或不通過，而是你能不能達成你自

己設定的目標，你達不成，叫人家怎麼同意他給予你認證？你若是要培養所有的人都當總統，教育的意義不就不存在？倒不如培養國家所需要的各階層、各個領域的管理人才。教育部、國家公務部門應該要扮演的，是維持最基本的必要條件，讓受評單位自己去努力而達到成功，成功與否又取決於他的定位，那叫做充分條件。我認為教育部應該管的是必要條件，那才是教育部管得到的，充分條件不是教育部管得到的。(D)

　　受訪專家也指出評鑑委員專業判斷的重要性，接受評鑑系所的屬性相差很大，將來又可能有不同的專業評鑑機構執行任務，評鑑委員當然不適宜將屬性不同的系所依照相同的標準進行評量。下列受訪專家的意見，也呼應了教育目標特色的重要性。

關於評鑑通過的比例，我並不贊成維持一定的不通過比例，我覺得就是交給委員去專業判斷，得出來什麼結果就是這樣。你不能把很好硬說成不好，你也不能把不好的硬說是好。舉例來講，我們學者很容易談工程發表的期刊SCI，可是你不能因為他發表不好，你就覺得他完全都不好。蘋果跟蕃茄怎麼可以類比呢？不一樣的，是不能去用這樣子的態度去看。評鑑也很忌諱這樣，政大一定比清大差嗎？我覺得不一定。清大一定比台大差嗎？我也覺得不一定。這三個學校都很好，都有他各自的特色。而不應該硬說你一定要做什麼，這是不好的。（K）

　　對於政府部門而言，雖然也不贊同訂定評鑑不通過的比例，但是以往評鑑結果的量化呈現，容易讓政府部門作為學校教育成效排序的參考。下列訪談行政部門主管的意見，可以看出認可制度取代等第制度目前仍有困難，等第排序作為政府對於學校補助經費考量的政策，其實就是系所產生壓力的主要原因。

從以往以來，評鑑就沒有訂定不通過比率，其實委員可能會針對相近的學校來比較，所以會有所謂的成績高低，原則上不會有通過率的限制。除非你是真的不好，才會有三等、四等的等第，三等已經算是很差的，真的是需要再加強，我們科技大學的部份，拿到三等的幾乎沒有。當然獎補助的部分，你表現較好，獎補助款就會比較高。獎助的根據其中就有一項是評鑑的等第，會去計算你的積分。（Ｎ）

在訪談結果中還有一項意見是值得重視的，因為無論國內外的系所評鑑，都是分年度執行，不是在同一年度執行全部系所的評鑑，所以也沒有訂定評鑑通過率的意義。

我個人在國內參加過的，或到美國去參加他們的評鑑，並沒有要求一定不通過的比例。像美國他們對醫學院就提出 100 多條的標準，由委員分開檢視每一個標準。邏輯的標準沒有過的，這個學校可能就會被評定為待觀察或是警告。若是有一些像財務的特別問題，或是醫學院裡面發生重大缺失，這個學校可能就要面臨評鑑不通過。沒有說全國今年一起去評鑑的，也許是十所醫學院，當然不是有一定不通過的比例。（Ｊ）

根據學者專家的意見，評鑑機構只是施行專業判斷，罰則部分乃是政府所應該考量的部分。受訪資深學者也指出，美國對於未通過評鑑的學校系所，不給予其學生的就學貸款。如果參加評鑑或認證是出於系所自願的決定，那麼政府政策對於系所參與評鑑的引導就可發揮作用。

系所評鑑並沒有一定通過的比例，對於不通過的單位怎麼訂罰則，這是教育部的事，不是評鑑中心的事。在美國的話，如果你的PROGRAM沒有被認可，

你根本沒有辦法拿到聯邦政府的補助款，你的學生不能申請助學貸款。我們這裡還沒有這個規定，不通過評鑑單位的學生，助學貸款不會取消，系所頂多不能擴大招生，或者要減招，所以我們與國外有不太一樣的情況。（B）

當然也有受訪學者專家認為評鑑的結果應該有罰則，不合格的系所應該關閉，當然這種處分的權力還是在於政府的公權力，而不在於評鑑機構。

教育部的教育行政裡面，應該去把那些不合格的系關掉，是他自己行政的一部分，不是委託高教評鑑中心，用高教評鑑中心的資料來做。美國有民間的公益的團體，代表了國家去執行公權力中的一部份。台灣目前有這個權力的就是教育部高教司，不是高教評鑑中心。若高教司不做事，那也沒他辦法。（E）

本研究的訪談中也請教政策制訂者方面的意見，受訪專家贊成維持評鑑不通過的比率，也認為要對教育部補助學校的校務基金的刪減作為處罰的方法，促使學校校長重視系所的品質管制。以下的訪談意見與其他受訪者的看法有很大的不同，也顯示出立法者對於高教評鑑結果處分的不同觀點。

評鑑當然要維持一定的不通過比率。待觀察沒有意義，只是警告而已，可是待觀察必須要複審，目前複審裡面卻沒有未通過的。我覺得減少招生是一個訂定罰則的方向，減招或許不是一個好方式，學生少了當然沒有發展的動力。或許可以用減少補助款，學校發展都要經費，減少他們校務基金他們更覺得痛，所以某種程度上也許會從校長開始，更有責任感跟危機感，去捍衛他每一個系所的評鑑，而不是像現在一樣，各系的評鑑是各系的事，跟校長無關，一旦動到校務基金就跟你校長有關，我覺得這也是一個好方式。（O）

以上的訪談結果分析，大部分的受訪專家都認為高教評鑑的目的是自我檢視、持續改善，評鑑結果不需要訂定通過率。評鑑機構的角色究竟是偏向輔導者或是審查者，在本研究的訪談結果中，呈現了不同的看法。首先一位資深的教育評鑑學者認為評鑑機構是擔任輔導者的角色，並且以台灣工程教育認證機構為例，說明他們符合國際規範，執行輔導者的任務。

基本上，國外現在專業的評鑑機構目前都是這樣，應該是一個輔導者的角色，沒有什麼罰則。例如中華工程教育學會，他們跟國際接軌，那很好。至於有人認為他們的通過率太高，現在我們的高等教育評鑑中心自己要重新來思考，因為其實中華工程教育學會反而是對的，他就是那種國外專業發展模式，今天你是自願的想要來改進，而接受輔導，所以最後通過是很正常，那不能通過是因為他在哪個地方可能還要再努力。（G）

另一位受訪的專家學者，也認為專業評鑑機構是擔任輔導者的角色，提出對於受評單位改善的建議，這種關係也類似於病人與醫師之間的關係，藉由診斷病情而達到改善健康的效果。

評鑑機構當然是輔導者的角色，他們又不是police，所以你要教育鑑委員擔任一個consultant的角色。就像我們去看病，如果醫師像一個police，問診完了之後又要懲罰我，那我一定盡量把我不好的地方藏起來，免得我到時候被懲罰。可是如果病人去看病但是卻不告訴醫生你那裡痛，那你乾脆在家裡躺著，你幹麼去看醫生。評鑑如同健康檢查，最重要的是幫助受評者自我改善，如果受評者隱瞞問題，評鑑委員怎麼能夠提出advice。（I）

可是另外一位資教授卻有相異的看法，這位受訪教授也舉美國認證機構為例，認為他們就是評鑑者的角色，學校需要輔導必須另外繳費，由其他專家進行

輔導。

評鑑機構就是評鑑者的角色，輔導不是高教評鑑中心的事情，輔導應該是教育部的事情，高教評鑑中心當然只做評鑑的工作。受評單位如何確保品質那應該也是要由教育部去督促，並不是評鑑中心應該做的。就像那個所謂的在美國的認證，他們也不會進行輔導，只是告訴你哪些有問題，我們希望你做到什麼地步，它只會這樣講而已，如果你需要專業的幫助，各學校要另外花錢，再請另外一個專業人員來處理。（C）

另外一位資深專家，卻又認為評鑑機構兼具兩種角色，也在執行任務上嚴守分際，就像老師教課時像是輔導者，給學生考試時就作為審查者。

美國評鑑單位是有兩個角色，在去評鑑之前，他們的秘書長可以去學校給他們輔導、給他們建議，進行真正訪視行程的時候，那個人就不能去了。至於罰則的問題，高教評鑑中心並不是主管學校權利的單位，能有懲罰能力的是教育部。高教評鑑中心、外國評鑑單位最多只能夠建議處罰作為警告，希望受評單位改進。（J）

本次訪談中，一位參與商管認證的學校高階主管，也舉外國認證單位為例，說明認證機構兼具輔導與審查兩種角色。

評鑑機構兼具輔導與審查者兩個角色，以 AACSB 為例，並沒有要求受評者一定要辦到什麼水準，他們要的是你自己說你要辦到什麼水準，他們來看看你有沒有辦成。你的目標本身有正當性，有可達成性，你的確能夠舉證說你可以達成，或是你將努力在幾年內可以達成，他們就通過你的認證。他們不是要強迫你都變成像哈佛一樣，如果全世界的大學都辦成哈佛，那請問中小企

190

業誰照顧？（D）

就國內受評鑑單位來看，接受訪談的學校教授，比較贊同評鑑機構是輔導者角色，就是協助系所找出問題，輔導系所改善缺失，而不希望評鑑機構帶給受評者恐懼的感受，以下列出兩位受訪教授的看法。

整個認證的過程就是一個輔導機制，因為你要根據他的標準作業程序（SOP）去做事情，就好像我們在做 ISO9000，基本上整個程序就是一個輔導，只是看你有沒有滿足 SOP 而已，認證也是這樣，整個過程就是一個輔導，就是要你建立一個自我改善的機制。（A）

我覺得評鑑機構應該算輔導者比較好，因為之前評鑑給我們的感覺，他們可能同樣也是老師，他們來的時候很像一個審判者，你會覺得有些可怕感、畏懼感，所以我覺得應該是站在一個輔導者的立場會比較好。輔導者要幫助學校建立一個自我改善的機制，不是說我是來判定刑罰，這種感覺差很多。（F）

至於國內執行評鑑作業機構的專家或主管，也有不同的觀點，有受訪專家認為評鑑機構是輔導者，也有受訪的主管認為二者角色應該分辨清楚，評鑑機構不可混淆，這種說法也可以解釋為評鑑機構就是審查者的角色。由訪談結果觀察，評鑑或認證機構的角色仍有待釐清，以免造成評鑑者、受評鑑者在認知上的差異，衍生評鑑過程中之誤會與爭議，以下列出兩位任職於國內評鑑機構受訪專家的不同看法。

我們站在輔助者的角色，告訴學校說什麼地方你的確做的不夠，希望你能夠在這方面努力。我們的目的就是要讓大家更好，因為要蓋一個大學需要非常多的人力、物力，我們永遠希望他成功，發展出他自己的特色，有他自己的

市場。我們永遠站在一個支持、輔助的角色，我們不是要站在一個懲罰者的角度。(L)

關於評鑑機構的角色，如果你是輔導者，就不應該做評鑑者，如果你是評鑑者，就不應該做輔導者。其實角色是要定位很清楚，而且不能角色混淆。(K)

　　既然學術界或專業評鑑機構的受訪專家，對於評鑑機構的角色有分歧的看法，那麼政府主管機構又有什麼觀點？由下列訪談結果來看，政府主管機關較偏向於將評鑑機構視為輔導者、外部觀察者的角色。也許政府機關認為公權力為政府所擁有，非政府機關的評鑑機構只需善盡為系所做好教育診斷，建議改進的工作。

以我們對評鑑的定義，評鑑機構應該是算是輔助者，我們去學校是去評鑑，不是特地來挑毛病，我們希望從整個執行過程當中，會發現你哪邊可能怎麼做比較好，會給他一些建議，會給他一些改進的一個參考。所以基本上由評鑑的目的來講，比較算是輔導的角色。（N）

評鑑單位對於學校來講，應該是一個外部監督的角色。像是一個 audit 的角色，就是從外部來看你健不健康，其實我比較不喜歡使用監督的字眼，因為就連教育部都跟學校沒有監督關係。通常是協助輔導的角色，我比較傾向用 audit 這個看法，就是說你去做外部者的一個角色，提供一些診斷證明的建議。(M)

　　最後再列出政策制訂者的看法，受訪專家認為評鑑機構應該是輔導者的角色，因為民意機關接受許多陳情案件，瞭解到受評者的為難之處，如果評鑑委員站在審查者的角度，主觀的提出許多自己的建議，受評鑑者卻不一定能接受，又

不便直接反駁，因此可能加深評鑑者與受評鑑者之間的誤會，以下列出本研究訪談得到的回應。

> 我覺得評鑑機構應該是輔導者的角色。而且他們的意見應該是非常的中肯，而且有道理的。有些評鑑委員寫了一大堆，真的不知所云，學校因為這樣就變成待觀察，然後減少招生。所以他們為什麼那麼痛恨評鑑，因為活了大半輩子，為了所務發展，然後第一年接受評鑑就遭到這種羞辱，你想想看他內心能平衡嗎？我就是不希望這種事情每年都一直在發生。（O）

綜合以上訪談所得結果與分析，可以列出以下幾項結論。（一）高教評鑑的目的在於發現教學上的問題，提出建議以便持續改善，因此評鑑結果不需要訂定不通過的比率。（二）大部分的受訪者認為評鑑的意義不在於懲罰系所，主要目的還是希望系所認知自身的缺失並且改善，最終都達到通過評鑑。（三）雖然評鑑不需訂定罰則，但是目前評鑑結果與教育部對學校的獎補助經費有關，唯有政府政策將評鑑與獎補助分別處理，才能切實達成評鑑為認可制的目標。（四）評鑑機構究竟為輔導者或審查者的角色，本研究訪談結果意見紛歧，對於國外評鑑機構角色的認知，也有不一致的解讀。這個問題是值得教育專家與評鑑政策者研究的方向，目前而言，受評鑑單位及教育主管單位都較為支持專業評鑑機構為輔導者的看法。

4.4 國內外專業評鑑機構是否擁有公權力之探討

大學需要進行各項評鑑，是根據大學法第五條的規定而來，教育部根據大學法應組成評鑑委員會，或委託專業機構執行評鑑，依此看來教育部具有國家法律

授予的公權力，但是教育部所委託的專業機構，例如高教評鑑中心，是否具有公權力，成為值得討論的議題。根據大學評鑑辦法第五條的規定，通過教育部認可的專業機構評鑑或認證，可以免除教育部的評鑑，例如通過國內 IEET 或者是國外 AACSB 認證的系所，就可以向教育部申請免評鑑。未來還會有更多的專業評鑑機構會申請教育部的認可，這些民間甚至國外的機構在執行評鑑作業時，如果也具有公權力，就會引起許多爭議。國內的高教評鑑起步不久，但是相關的法律地位問題必須釐清，評鑑結果的效力與處分權力才能夠正確建立。本研究訪談結果顯示，學者專家們具有不同的觀點，首先列出一位對於評鑑研究資深教授的意見，明確指出評鑑機構只是行使專業，不具公權力的強制力。

> 我認為評鑑機構沒有公權力，政府機關才有公權力，評鑑機關只是很專業的、很客觀的去執行評鑑，至於要不要強制大學必須接受評估，那是政府的事，我看不出評鑑機構怎麼在行使公權力。評鑑機構只在做專業評鑑的服務，公權力是有強制性，強制的權力是在政府而不在評鑑機構。所以評鑑過程沒有行使公權力，只有專業的行使，這一點很重要，不是公權力的問題，我要特別把這一點講清楚。評鑑機構不是依據結果進行懲罰，懲罰與否那是教育部門的事，我們把這個結果交給政府部門，政府才能夠有獎勵或者懲罰，這個叫公權力。（G）

可是另外一位資深大學教授卻認為高教評鑑中心是具有間接公權力的機構，因為他是接受政府委託而執行任務，其他國內外專業機構沒有政府賦予委託，因此不具備公權力。

> 高教評鑑中心是標到教育部的案子，然後他們去執行，所以基本上來講，你可以說他是代表公權力。因為教育部發函告知各學校必須要接受評鑑，所以在這個過程當中，我覺得就是一個公權力的行使，但不是由教育部直接去行

使公權力，是間接的行使公權力。國內外其他評鑑認證機構應該是否受政府之委託行使公權力，這個倒不是，因為他們的工作對系所並不具強迫性。(C)

一位受訪的學者也指出，我國高等教育評鑑是強制性的，因此評鑑的行使當然具有公權力，公權力行使的目的，還是在於改善教育品質。

我國的高教評鑑是非自願的，根據法律，我就是要來評鑑你，非自願本來就是公權力的行使。可是美國是自願的參與評鑑，可是學校不自願也不行，因為學校如果沒有通過評鑑的話，他的學生沒有辦法獲得政府的助學貸款。慢慢的當然也是應該讓學校知道，其實自願跟非自願其實這二件事未來都不是重點，品質保證這件事情必須深耕在校園裡。（I）

另一位執行認證單位的專家，認為高教評鑑中心與其他經過教育部認可的專業評鑑機構都具有公權力，他們評鑑或認證的結果，就是提供教育部處分的依據，只是民間機構對於教育部的態度與擔當具有懷疑，認為教育部受到政府及立法的限制，沒有魄力如此執行。

高等教育評鑑中心，那是政府支持成立的，當然是代表公權力。如果是外國並且世界已經公認的認證單位，當然它也可以代表更廣的公權力。我覺得這些認證機構它所公佈的結果，應該可以做為教育部對於系所處分的依據，但是我不曉得教育部有沒有那一種魄力，很多事情不是教育部能夠做到的。(J)

但是也有其他評鑑或認證單位，認為公權力在於政府而不屬於專業評鑑單位。專業評鑑單位只是依照規範執行任務，受評鑑或認證單位是自願性的參加，因此專業機構當然不具備公權力，這項觀點也呼應前面訪談結果，就是專業評鑑機構的評鑑或認證結果，並不為了處分系所。教育部對於於不自願參加專業機構

評鑑的學校，可以由教育部的公權力自行給予評鑑，對於專業機構的評鑑結果，教育部應該根據政府的公權力訂出處分系所的方法，專業機構獨立行使職權，雖然受政府監督，但是不受政府控制，以這種態度維持評鑑或認證的公正性。

> 我基本上認為評鑑不應該是公權力的行使，但是現階段他確實是公權力行使。這是有矛盾的，因為我們才剛開始起步，需要公權力的介入來讓他上軌道，但是長期來講，我預期評鑑應該是自發性的，就是藉由市場機制自發性去做才會有效果。(K)

> 國內專業評鑑或認證機構只是依照專業能力執行工作，受認證系所也是自願參與，評鑑或認證結果提供系所改進參考，並不是執行公權力。公權力還是在於政府，就是教育部。教育部有權力依照評鑑或認證結果進行處分，例如獎補助費的發放，核定招生名額的增減，都是由政府機關行使公權力。非政府機關的專業評鑑或認證機構只是對系所提供診斷建議，並不代替政府行使公權力。(H)

在接受評鑑的系所方面，系所主管對此議題也具有不同的看法，一位受訪資深教授認為高教評鑑中心不具公權力，其他民間專業機構也不具公權力，另一位高階主管級教授更以美國為例，說明國外認證大都由民間機構進行，美國政府並不以為喪失公權力。由訪談結果觀察，政府與專業評鑑機構之間應該有良好互信，不在於爭執哪一方面具備公權力，而是真正的為提昇高等教育品質而進行評鑑診斷。牽涉到國民權利與義務方面的事務，例如學歷認定與證照申請，才是政府行使公權力的權責，與專業評鑑機構是沒有關係的，以下列出兩位教授的意見。

> 評鑑或認證跟公權力沒有關係，高教評鑑中心沒有公權力，認證單位更沒有，所以他們不代表公權力的行使，教育部都不敢以此結果行使公權力。(A)

教育部真的需要行使公權力才能夠去管理公私立大學嗎？美國很多認證都是由民間機構執行，甚至他們都是由民間在發證照，並不是像我們由國家考試來發證照。但是你真的要執業，牽涉到人民之間權利跟義務關係，一定要認可這個人有能力、有資格執業，所以他必須要向政府登錄。所以妳認為做評鑑一定就要公權力的行使嗎？沒有評鑑，沒有經過政府來做評鑑，就表示公權力喪失嗎？我回答妳的問題了吧！（D）

　　但是也有系所主管教授，認為評鑑機構是具有公權力的。過去幾年高教評鑑中心的評鑑結果，將一些系所列為待觀察，教育部對這些系所就命令減少招生班級、人數，所以許多系所對於高教評鑑中心心存懼怕，認為他是具有很大公權力的單位，這種想法雖然未必正確，但是的確代表很多學校教師的想法，以下列出訪談所獲得的意見。

我覺得評鑑或認證單位應該是實行公權力，因為我們在評鑑的時候，大家都很擔心到底結果是什麼？那就是類似一種公權力的行使，如果他沒有那權力的話，我們就不用去擔心。因為他的評鑑結果會影響到這個學校的發展，是有罰則的，假若你沒有達到他的標準，可能是會被減班，可能學費會減收，因為他有那麼大的權力，所以我們覺得他具有公權力。（F）

　　當然政府部門主管的看法非常具有關鍵性，在本研究訪談結果中，呈現非常不同的意見。一位受訪的官方主管認為教育部已經將公權力委託給高教評鑑中心，但是其他的專業機構並沒有受到教育部公權力的委託。未來教育部如果把某項專案評鑑委託給其他專業機構執行，也只限於事務性工作的委託。由此訪談結果得知，教育部擁有行政公權力，高教評鑑中心也具有官方色彩及公權力，這也呼應受評鑑學校對於高教評鑑中心產生懼怕感的事實。其他評鑑機構並沒有公權

力，這也與受訪學者專家所提出的見解相同，學校系所自願的參加其他專業機構的評鑑或認證，評鑑結果是否為教育部採信，還是由教育部決定，目前教育部並沒有完全接受專業評鑑機構的評鑑或認證結果，以下列出訪談所得之意見。

台評會的業務是評鑑中心委託的，就是公權力委託，其實是因為教育部本身要做的業務。可是教育部與專業評鑑機構沒有任何委託關係，除非他來承包我的一項業務的時候，譬如說我現在有一個專案評鑑，我委託出去，可是那只是行政事務的委託，我沒有整個公權力委託。現在我整個評鑑業務都是委託評鑑中心，我跟他是一個委託的關係，就是公權力委託的關係。可是其他專業評鑑機構是自己去做這些評鑑，所以基本上他的屬性跟評鑑中心還是不一樣的。(M)

但是另外一位政府部門的主管專家，卻主張整個評鑑工作都是教育部在主導，高教評鑑中心也是接受政府的經費補助，因此他執行業務並不算執行公權力。依此推論，其他國內外的專業評鑑機構，只是在台灣執行專業事務，他們還是需要向教育部申請認可，即使獲得專業上的認可，他們進行評鑑或認證的結果（例如他們給與某系所評鑑或認證通過），並不表示教育部全部接受，以下列出訪談所獲得的訊息。

台評會對於技職學校的評鑑只是做行政作業，整個的權限還是在教育部，所以我們沒有授權給他公權力。對於高教評鑑中心來講，好像是教育部直接就授權給高教評鑑中心去做。但是他算不算行使公權力，我想他應該也不算行使公權力，因為教育部是給予他經費的補助。現在是我們教育部根本沒有下授公權力，所以整個評鑑還是我們教育部主導。(N)

針對高等教育評鑑或認證的理念而言，評鑑結果在於改進教學並符合國內需

求與國際標準，並不應該爭論評鑑機構是否擁有公權力，或者哪一個專業評鑑機構位階比較高。但是長久以來國人已經認為評鑑是政府在行使公權力，對學校系所具有獎勵或懲罰的功能，高教評鑑中心過去幾年執行評鑑的結果，使得許多學校產生畏懼，也衍生許多爭議甚至經由民意機關謀求救濟。現在除了教育部所資助的高教評鑑中心之外，教育部也開始認可民間專業評鑑機構，例如工程教育認證機構 IEET，以及美國的認證機構 AACSB，這些機構的法律定位，究竟是受教育部委託行使公權力，還是單純的依照專業能力提出評鑑或認證建議，政府應該有一致性的政策，以免未來受教育部認可的專業機構逐漸增加，學校的選擇參與性增多，卻又因為評鑑結果的法律適用性引發混亂的爭議。對照 4.2 節討論高教評鑑中心轉型的議題而言，教育部保有國家的公權力，透過高教評鑑中心監督各專業評鑑機構，信任與尊重專業機構評鑑委員的專業判斷，並且將評鑑結果與教育部對於學校系所的獎補助做適當的分隔，應當可以維持評鑑作業的獨立與專業公正性質，算是一種具有可行性的作法。

關於本節討論到的訪談內容，列出以下幾點結論。（一）對於專業評鑑機構而言，受訪專家學者普遍認為並不具有公權力，而是依據專業能力參與高教評鑑工作。（二）教育部對於評鑑或認證結果具有處分的公權力，例如對學校經費的獎補助，招生名額的管制。（三）依據大學評鑑辦法，教育部將認可國內外民間專業評鑑機構，這些專業機構的法律定位，宜配合高教評鑑中心的轉型，由政府明白界定，避免各專業機構評鑑結果適法性的爭議。

4.5 高等教育評鑑或認證國際接軌重要性的探討

在知識經濟與國際化的時代中，高等教育所培育畢業生學歷的國際接軌，成為一個重要的課題。學生畢業之後國際就業市場的人才流動，已經成為必然的趨

勢，基於國際互惠平等的原則，已經有國際教育認證協定的組織紛紛成立，台灣的工程科技教育認證機構 IEET，也已經加入國際認證協定 Washington Accord 及 Seoul Accord。未來我國高等教育各領域是否都應該朝向國際接軌方向，進行學歷評鑑與認證？如此的作為會不會只是為了追逐表面的虛榮？我們應該發展自己的專業評鑑機構，並參與國際組織，或者直接請國外知名機構來台灣替我們進行評鑑或認證？國際接軌會不會成為系所參與評鑑或認證的誘因？本研究藉由深度訪談，瞭解學界、政府、各不同專業領域之間的看法。由訪談結果觀察得知，大家都認為評鑑或認證的國際接軌是好的方向，但是所有的受訪者也未必都贊成迅速全面推行。以下列出一位資深教授的看法，贊成以開放的態度進行國際接軌。

跟國際接軌非常重要，學生不是只有在台灣就業，我們要能在國際的就業市場當中獲得人家的認可，所以不應該關起門來，要跟國際接軌，然後專業人才就可以流動，越有流動性越有助益。衝擊代表的是挑戰，有衝擊是正面的，所以要持比較開放的態度。（G）

也有受訪資深學者認為參與國際認證需要很大的花費，系所要認知自己的屬性再做決定是否參與，在自由經濟之下，人才流動已經是必然趨勢。

關於國際接軌，要看系所對於國外認證所需付出的意願。有些系所會覺得參加國際認證對本系沒有太大的好處，而且又花費那麼多的金錢，所以我覺得可能會有一點誘因，但是這要看各系所自己的決定。有些系所說我不如接受評鑑就好了，我不要用這些認證的東西，像餐飲，我就知道他們有一些國外的認證，這些就是比較適合的，不是每個系所都適合認證的。國際接軌對於專業人才流動一定會有極大的助益，你如果能夠被國外認證，那當然你就會有國際接軌。還有專業人才流動對於本國畢業生國內就業應該不會具有衝擊，因為比較優秀的人，你不讓他走他都可以走的，自由市場之下大家各憑

200

本領。（C）

　　已經參與國際評鑑或認證的單位，當然非常贊成推廣國際接軌，因為需要證照的專業人員，會特別重視國際學歷承認，唯有如此才能促進人才流動，以下列出三位受訪者的見解。

　　國際接軌當然對系所參與評鑑或認證具有誘因，其實我們的工程人員就應該是經由國際流動而引進的。專業人才流動應該不會引起國內就業者的反對，有專業的都不怕競爭。(A)

　　具備國際化的能力，就是具備國際移動的能力，就是 international mobility，需要不需要？企業界常常問我們，我也常常問企業界，你們認為現在學生就業，你們考量最主要原因、項目是什麼？最近我聽到的都是 mobility。你沒有 mobility 我們不敢用你。Mobility 是什麼？我馬上要派你到國外去開會，你要不要去？國際接軌當然對專業人才流動具有極大助益，跨國企業需要有具備國際化的人才幫助國內做跨國經濟活動。國家經濟需要這些人才，為國家的產業創造價值，這一群人的能力越強，國家經濟就會越好。(D)

　　我國高等教育評鑑或認證，一定要朝向國際接軌發展，這是既定的趨勢。在知識經濟、國際區域整合、跨國人才流動的誘因之下，畢業生的學歷要獲得國際認同，才使得系所具有參加評鑑或認證的意願。(H)

　　有受訪的專家指出，雖然認為評鑑或認證與國際接軌很好，但是在作法上可以邀請國外專業評鑑機構人員參與國內評鑑團隊，藉由外國機構的聲望，增加國內評鑑結果的效力。

如果能國際接軌最好。但是要達到這樣之前，我個人覺得可仿照日本的醫學院評鑑，他們是請外國有名學校的人來當評鑑委員，我們臺灣如果將來要這樣子做，可以請那些外國評鑑專家來加入我們的評鑑團隊，像澳洲醫學會或者是世界醫學會，借重他們來給我們背書，會比自己臺灣的評鑑委員更有效力。（J）

此論點的優點是借重國外先進機構的經驗，缺點是外國的作法不一定適合國內的環境或文化。評鑑之後畢業生的學歷是否可受到國外承認，因此可以申請國際專業證照，才是國際接軌的主要目的。另外一位受訪教授提到國際接軌的兩種作法，一個方式是邀請國外機構來評鑑台灣的院校，另外一種方式是國內專業機構參加國際評鑑或認證組織。這位受訪學者提到，學生學歷受到國際承認是國際接軌的最大誘因，不同屬性的系所未必都要參考歐美的評鑑制度，應該考慮國際接軌成效適用性。

關於國際接軌部分，我知道有些學校是引進國際的認證，像商學院參加 AACSB 美國方面的認證，其實現在很多學校的商學院都有在做，確定他們的教學品質是符合國際標準。在工程領域的做法比較不一樣，他們是國內的團體去參加國際的組織，透過他們國內團體的認證跟國際接軌。譬如說日文系應該培育的學生，或是工程系所應該培育的學生，或者醫學院畢業的學生應具備的基本能力，經過國際認證的話，他們可以在組織裡面會員國會互相承認，對系所參加教育部認證當然會有誘因。如果採用一個折衷的方式，譬如說日本的評鑑方式，也參考我們國內環境，我們去跟他接軌的話，當然我覺得對系所的評鑑是有誘因，我願意接受這樣子的一個評鑑。（F）

對於以上所討論的國際接軌，也有幾位受訪專家持保留的態度。一位受訪專

家認為國內評鑑要具有自主性與顧及社會責任，不要只是因為國際接軌的名聲而受到外國機構的牽制。

> 我們不應該只是說我們要跟國際接軌，因為事實上國際是一個很含糊的名詞，你指的是哪一國？你指的是哪一個單位？你指的是哪一個評鑑機構？我們要去符合國際哪一個目標呢？最終我們還是要反視我們自己，我們要得到的是什麼目標？我們說國際化想的就是美國，可是事實上美國是非常保護他國內的一個國家，所以我們要非常小心不要陷入那個陷阱。我們一昧的要國際化，我們忘了為什麼我們台灣的教育制度要受國際組織、認證組織的標準的牽制呢？我們可以接受他們的認證沒有問題，那是我們給學生多一個選擇，我們給自己的學校多開了一扇窗。但是不要忘記，那畢竟不是台灣的，你面對的對象是台灣，接受台灣本身認證組織的認證是責任績效與社會責任。（L）

　一位受訪資深教授也提到台灣有學校申請美國機構認可，但是美國方面因為不瞭解台灣學校的情況，反而建議此所學校先尋求台灣的評鑑。這位受訪學者也指出，政府不會委託國外機構為台灣學校評鑑，這位受訪學者對於台灣學校過度追求國際評鑑的連接有所擔心。

> 很少系所作評鑑是請外面的國外委員來，IEET 本身也只是接受認可的手續，是他都 FOLLOW 人家的 RULES。國外的評鑑或者認證機構，政府從來不委託的，只有國內的像台評會才有可能被委託。中華工程教育學會也不是教育部委託，而是他自己辦理認證，然後他要求教育部來認可他這個認證，列入免評鑑的考慮。國外的評鑑機構要不要接受台灣的學校申請，是由他自己決定，像美國他就大部分沒有作國際認證，只不過有的學校會去申請，像某大學申請美國中西部的區域機構的認可，可是美國那邊就很擔心，他們搞不清

楚此大學，或是我們台灣的學校是怎麼樣的情況，所以他們的建議是你們國家自己有評鑑制度的話，最好是你們自己通過以後，然後你再來申請認可。（B）

對於受評鑑學校而言，基於國內喜愛相互比較與競爭的文化觀念，大家也將參與國際接軌的評鑑或認證視為熱門的追逐目標。有一位受訪的評鑑專家就指出，國際接軌的目的有利於學生出國就學或就業，但是這樣學生在全體人數中的比例可能不高。這項訪談結果顯示學校主管在時代潮流之下的無奈感，對於台灣程度較差學校，勉強追求國際接軌可能造成系所主管的壓力，但是也不便於公開提出質疑。

關於系所認證的國際接軌，一個比較有趣的問題是所有學校裡面有多少學生是要用到國際接軌，是不是只有少數？可是未來我們要更國際化，當然會有國際接軌。那效果大不大？我不知道，用得到多少不清楚！可是國際接軌好像是一個顯學，大家覺得應該要這樣。（K）

我是主張是國際接軌的，但是也不是為接軌而接軌，我們有三分之二的學生他永遠不需要用英文，但是慢慢他也覺得英文也很重要的，所以不需要所有人都去做國際接軌，也不是說國際接軌的就比較偉大，也不是說在國外發表文章就偉大。（E）

對於國內大學教授而言，也並非大家都熱中於評鑑工作的國際接軌，尤其對於國外機構對台灣學校的認證，基於文化差異與相互瞭解的欠缺，一位受訪的資深教授就提出強烈批評，認為損及我國權益。這項訪談結果，對於教育部未來認可國外專業機構在台灣執行評鑑或認證，可以提供參考，因為此結果的確反應了許多隱藏性的看法。

認證是與國際接軌的，事實上國際他不會了解我們的需求。大學本身沒有國界，人才流動也沒有國界，但這並不是表示某一個國際的機構，就可以來幫你認證。像我們某學院被認證了，可是你知道此學院有的系或所，根本也沒有老師，也沒有好的條件，然後他也可以通過認證。台灣的大學第一個所服務的對象是台灣，國外的機構，如果說以教學成果來講，他知道你對台灣有多少服務嗎？你就寫是我的意見，這叫做領事裁判權的讓渡。(E)

政府對於國外專業評鑑機構的認可已經展開，一位受訪學者也提到，在追求國際接軌的時候，也要注意開放的程度，究竟國內外的文化與教育使命不同，國家還是需要堅守適當的管轄權。

這是整個教育的管轄權要不要開放的問題，就像說我們對於農產品要不要開放，這是國家在管制所有的商業行為，這是你的管轄權，要開放到什麼程度，這個就是國家的政策。評鑑這件事情也是，因為評鑑這件事情牽涉到未來人才的培養，國家管轄權沒有守住的時候，變成所有國外認證團體，大家都進來台灣的時候，他就來認證你的大學，那你的大學是不是就變成他所設立的標準下的大學。對於你原來要設立一個大學目的會不會有衝突，首先必須重視要不要開放的問題。在開放的前提底下，教育部應該有個很明確的目標。其實國外學者他們覺得 quality 認證是可以，可是國家基本的管轄權力是不能開放的。(I)

政府主管單位當然希望國內的評鑑或認證能夠做到國際接軌，這對於政府的績效是有正面的影響。在政府政策的鼓勵之下，國內專業機構如 IEET 的確成功的做到國際接軌，參與了 international accreditation agreements。國內學校在此政策帶動之下，付出很高的費用參加認證，這也對應了其他受訪專家所提及的國際接

軌成為目前顯學的看法，以下是政府單位主管受訪的意見。

參加IEET的認證需要繳費30多萬，但是系所寧願花這30萬也要去做，這其實存在一個誘因，因為IEET的認證，基本上是跟國際接軌了。所以像馬來西亞就是很明顯的一個例子，最近馬來西亞對外宣佈，只要IEET認證通過的系所他都採認，你看對我們的影響有多大。所以學校會希望能夠跟國際接軌，他的reputation也會提高，像政大最近雙認證的結果，他在國際上商學的領域，就有他的影響力了，能見度也提高，這樣對學校來說也是一件好事。這也是為什麼當初我們鼓勵學校，只要參加IEET的認證就免受我們的評鑑的原因。（M）

參與國內機構的認證並達到國際接軌，或直接參加國際機構對台灣學校的認證，基本上還是基於自願參與的原則，政府並不強迫學校參加。觀察鄰近韓國或日本的幾所著名大學，因為已經國際揚名受到肯定，因此並未參與國際接軌的認證。本研究訪談一位服務於國內立法機構的專家，她的意見表示如下。

認證機構的設立，基本的目的是朝向國際型的發展，他是一個國際的機構，大家都來接受我這個國際機構認證，是有品牌的保證，那品牌的保證對於招生是一個很大的吸引。Even 是認證，我也不要強迫學校一定要來參加認證，你要砸大錢去讓學校更國際化，這就是你可能吸引學生的一個方式。但是我們不要去說你一定要或者是一定不要參加認證，這是他自己應該做決定的事情。（O）

我國高等教育評鑑，是由政府編列預算執行，學校不必負擔接受評鑑費用。學校如果選擇參加專業機構如 IEET 或 AACSB 的認證，需要自行負擔經費，並且費用較高，每個系所需要繳交數十萬元。對於參加專業機構認證的學校，通過

之後也許可以免受教育部評鑑，政府原來編列的評鑑預算是否應該回撥給此學校作為補貼。對於國內專業評鑑機構而言，因為需要負擔國際接軌的業務，實質上也替政府進行外交活動，政府是否應該補助此方面的經費？但是國內專業機構還是民間組織，如果將來有很多的專業機構依法受教育部認可通過，政府是否有能力負擔財政上的壓力，本研究進行訪談，也獲得不同的看法，以下列出兩位受訪資深學者的贊成意見。

> 我們要循序漸進，避免一開始就跳躍式的開放。政府應該提供一些鼓勵給國內大學機構或評鑑機構，跟國際能夠接軌，這個很重要。鼓勵個別的大學機構他願意主動申請尋求國外機構的接軌也很好，因為他可能要花很多的錢，我們給予補助產生誘因，也提供點獎勵。（G）

> 政府對於國內評鑑或認證機構之國際接軌事務倒是應該給予經費支援，是應該鼓勵的，譬如說少數機構開始去做，就開始給予獎勵，等到未來大家都這樣做以後就不用了。（C）

本研究所收集到的訪談意見，也有多位表示保留或反對的意見，有受訪教授認為專業機構應該自負盈虧，政府不需要給予補助。

> 國內評鑑單位因為有營利，我們要付錢給他，因此不必再由政府補助國際接軌的經費。（A）

一位受訪學者也指出專業評鑑機構必須具備財務獨立的能力，在執行專業任務的時候才不受政府的干預，因此不贊同政府給予專業評鑑機構經費上的補助。

> 專業評鑑機構不能夠受到政府任何方面的補助，你的錢來如果來自教育部，

你的評鑑結果一定會被教育部左右，教育部一定會用這個結果去做相關的政策的制定，所以這些事情都會互相有關聯的。像國外認證機構的財務上面是獨立的，政府對這些機構就比較不會有干涉的餘地。（I）

基於學校自願參加國際接軌評鑑或認證的原則，學校因為有利於招生、名聲的提昇而參加，因此另一位受訪專家也認為學校應該自行負擔費用。

學校應該自己花錢去做認證這個工作，我們也要自己去找合格的認證組織來認證我們，不是只有教育部所委託的機構而已。今天食品安全檢驗局要檢驗這個食物合不合格，所以消費者才會願意進去買。這個學校它有沒有受認證？如果它完全沒有受認證，那莘莘學子為什麼要交學費去就讀一個不曉得有沒有品質保證的學校？所以我覺得應該是學校自己慢慢要知道要花錢去做認證這個工作，這才是合理的。(L)

關於給予國內評鑑或認證專業機構經費上補助，本研究訪談的政府單位主管認為政府不宜對於財團、社團法人機構固定補助，但是對於涉及國際接軌的教育外交事務，政府還是會給與經費支持。

政府有補助 IEET，過去 IEET 之所以能夠成立，教育部在政策上有所支持。其他像台評會這些，因為畢竟是財團法人，我們教育部也不是評鑑單位的主管機構，我們也比較不可能去補助他，但是像 IEET 這是當初有政策性的引導，其實還帶有一點外交的意義。(M)

另一位受訪專家擔心政府機構如果廣泛補助各領域的專業評鑑機構，會造成政府經費不足，應該依據重要性、迫切性，選擇性的給予部分支持。

我覺得政府經費的支援，應該看經費是否充裕，如果現在工程、管理、文法商、醫學都有需要，政府有這麼多的經費可以支援嗎？還是應該事有先後緩急？我對這個部份比較持保留的態度。(K)

由立法機關的角度來看，參與民間機構的評鑑是自願性的，政府不需給予補助。但是高教評鑑轉型之後，原來教育部所編列的委託評鑑預算，就可以轉撥給免評鑑單位參與民間專業機構評鑑。

通過 IEET 或 AACSB 認證的學生的學歷會跟國際接軌，這是對學校有好處，因為學校他等於是間接的推動學校的國際化，所以以教育部中央的立場，可能會認為你自己比較有利，那當然你自己應該要出錢參加認證，政府就不會提供補助。我覺得政府補助這個部分倒是不太需要，讓各個學校去想辦法，只是如果高等教育評鑑中心變成一個比較高階的單位，也許每年不用再編到兩億的預算去執行評鑑，可以把這些錢補助給去執行的機構。讓機構可以稍微減少一些申請認證時的費用。（O）

以往各學校參加教育部規定的評鑑是不需付費的，現在許多系所參加 IEET 或 AACSB 的認證，的確負擔很重，現實上造成學校主管的壓力。政府基於法令限制或公平原則，也不便對於各種專業機構的評鑑與認證提供補助，立法機關審查預算也會有較為保守的考量。本研究的訪談結果，提供政府未來政策擬定的參考，高教評鑑中心即使任務轉型，教育部對於無力負擔經費參與民間或國際專業機構評鑑的學校，也應維持政府委託之評鑑，或嚴格監督大學評鑑法中所允許之學校自我評鑑，達到教育持續改善之目標。

對於本節訪談問題之整理與分析，提出以下結論。（一）高等教育評鑑或認證與國際接軌，是多數受訪專家認為正確的方向，有利於台灣學校對外招生、專

業人才流動。（二）教育評鑑之國際接軌應該認清目標，尋求適當的國際組織進行連接，需要顧及各國文化上的差異，並非以國際接軌的成效，作為判定學校辦學績效之唯一指標。（三）政府對於國內專業機構從事國際接軌的學術外交活動，可以給予補助，但是隨著教育部認可專業機構數目的增加，政府對於補助決策應該及早擬定，並考慮公平性、重要性的原則。（四）國內各大學參加民間專業機構的評鑑或認證，屬於自願的性質，政府不宜給予補助。高教評鑑中心任務轉型之後，教育部所編列評鑑經費之國家預算，可以撥付給系所使用，對於缺乏經濟能力的學校，應該由政府提供委託評鑑的機制，或監督法令允許之學校自我評鑑，維持公平性的原則。

4.6 高等教育評鑑結果作為專業證照考試學歷認定之適用性

高等教育認證的目的之一，也是為了與國際接軌而取得外國的專業證照。以澳洲的專業技師為例，資格考試分為三個階段，首先是學歷審查，申請者必須具備經過認可之學位，然後還要有工作經驗並通過經歷審查，最後則是參加專業面試 (Professional Interview)。其他大英國協之國家如紐西蘭、香港，都有相同的模式，申請技師資格要先通過學歷、經驗的認可與審核。最近我國考選部也研議技師考試採取兩階段方式，首先申請者需通過學歷認可，也就是說申請者畢業學歷，必須通過教育部認可專業機構的評鑑或認證，才有資格進行後續階段的工作經驗審查與專業考試。關於第一階段的學歷認可，是否適合以高教評鑑或認證通過作為標準，將影響學校參與評鑑或認證的意願，當然也涉及適法性與公平性的問題。本研究針對此議題訪談專家學者，結果顯示多數專家都不贊成，此結果也可以作為政府未來政策擬定的參考，以下先列出贊成方面的意見，受訪專家認為有鼓勵學校參與高教評鑑。

我覺得是有需要在證照申請時考慮評鑑結果，一些專業的領域還是要有證照，這表示他有這專業的能力。當然我覺得這自然會變成一個風潮，如果大家都具有接受認可需求的時候，系所很自然就會往參與評鑑或認證的方向發展。（F）

另外一位高階學校主管認為評鑑結果做為證照考試學歷認定標準，是時代發展的趨勢，政府應該對專業評鑑機構具有信心，允許市場檢驗機制取代公權力的行使。

評鑑結果做為證照考試學歷認定的標準，遲早會變成這樣子。不合格的學校畢業生就不被允許考證照，證照本身有品質，教育品質不好，就算去補習班就讀，我們怎麼敢讓你考證照？歐洲就很務實，將實務融入到課程裡面去了，聽演講又有互動，參訪實習都是為了讓學生能夠發揮才能，就是一步一步準備就業。非政府機構之專業評鑑或認證機構的權限是否過大？那不是權限的問題，我剛剛講過這不是公權力應該管的，大部份爭議是因為政府管制，是政府認為自己是公權力，政府自己應該放開，讓市場進行檢驗。（D）

因為國內證照考試制度由考試院主管，施行多年的制度如果需要改變並不容易，所以一位受訪學者雖然贊成兩階段的證照考試制度，但是也認為應該逐漸推展，例如可以由工程技師考試開始試辦。專業評鑑機構應該採用認可制，不進行系所評分，也就不會有權力過大的疑慮。

通過政府認可的專業機構評鑑或認證系所畢業生的學歷，應當成為兩階段專業證照考試中第一階段學歷認定的標準，第二階段的證照考試，應該採取專業能力的考試，類似目前醫師證照考試模式。專業機構的評鑑或認證，應該採取認可制，所以專業評鑑或認證機構的權力不會過大。但是國內目前文化

水平缺乏相互信任基礎，不易全面實施。如果針對部分專業領域試辦，例如由少數工程技師做起，逐漸推廣到其他領域，是值得考慮的方式，這也是顧及未來國際接軌、國際互相認可所必須因應的考量。（H）

反對證照考試改為兩階段的專家學者，認為學系未通過認證，並不表示每一個學生都能力不足，一位受訪學者提出應該有其他補救途徑讓學生可以參加技師考試。

系所評鑑結果應該是可以提供證照考試參考，比如說一位學生在某一個高等教育機構就讀，雖然他的機構沒有通過評鑑，這學生沒有辦法循著這一條途徑直接獲得認可，但是他還是尋求其他的途徑。這一個機構沒有辦法被認可，不見得這個學生他的能力沒有辦法得到認可，如果這樣的話才會多元化。（G）

許多受訪專家學者認為評鑑結果不能影響學生報考專業證照考試，因為評鑑是以系所為單位，證照考試是個人的權利，不宜混為一談，以下列出受訪專家的意見。

我覺得在台灣如果要考證照的話，就大家一起去考，如果你的系所被評鑑不及格，並不代表裡面的學生完全不行，所以如果不允許他們去考，這也是不行的。只能就學生為單位，不能以系所為單位，我覺得以系所為單位會引起很嚴重的問題。（C）

證照制度如果要考量評鑑結果，這個政策的前提是評鑑跟認證要具有絕對的公正性。因為評鑑是整個系一起參與，並不是針對個別學生去評鑑，所以十個學生裡面，可能有兩個很不認真，可是他就搭了這個評鑑通過的便車。所

以專業證照的學歷認證，我覺得方向上當然是很好，因為這可以讓學校更有去參加認證的誘因，可是我們也要防止這種搭便車的事情發生，因為這畢竟是一個公平性的問題。（O）

受訪學者也認為學歷認定與證照考試現在由不同機關主管，兩回事本質上不同，而且證照考試是具有公權力的，台灣目前的制度與國外專業證照採用註冊制度不同。

評鑑或認證結果不要作為證照考試的標準，因為那會侵犯到別人的權利。國外認證單位是有執行任務的能力，可是在國內你要拿執照一定要考照，所以在國內是這兩回事。證照有發證照的單位，教育跟他是不同目的的，教育是培養你這個能力，但是這個能力合不合乎證照的要求那是另外一個標準。每個行業的特殊性，可是最後發照的還是考試院。證照的認定是政府單位，具有公權力，而不是專業社團可以認定的。例如引船的問題，如果這個船是進入台灣而要引船的話，引船人員是要通過考試及格的，這是台灣特殊的問題，在國外都是專業協會的機構認可的。（A）

美國的醫學院如果沒有經過評鑑通過，他的畢業生要去換執照，就不被接受。如果臺灣也能夠這樣，學校沒有被認證通過，畢業生不能去參加國家考試，那臺灣每個學校都會投資參加認證。我想學歷承認和能不能在臺灣執業，兩個不要混為一談。就像我們開車，我們有駕照與行照。駕照是表示你會開車，行照是表示你有車子可以在路上開車，我想這兩個不一樣。我們大學畢業獲得畢業證書，但不是代表你就可以去當醫師，你還要再另外一張醫師的執業執照。每個國家都有自己規定，我們畢業生到美國也是要考他們國家的考試。（J）

我國高等教育主管機關，對於證照考試採用評鑑或認證結果，抱持反對的看法，主要觀點也是在於教育評鑑與證照考試的性質不同，另外也如同受訪學者所言，必須給予考生公平參加考試的權利，以下列出兩位政府官員的訪談意見。

對學校評鑑的目的是在於輔導，我們基本上是針對學校的發展來做的。至於專業證照的取得，比如說電腦證照我必須有電腦專業知識，或者說我要取得餐飲證照，我要真的會去煮菜，才能夠拿到證照。所以評鑑與證照取得是不一樣的性質，很難讓這兩者連接在一起討論。(N)

我們教育部的立場不可能同意如此的建議，這是考試公平性的問題，尤其是在台灣那種思維還沒轉變的狀況之下，這樣子做會有家長抗議公平性，因為本來家長是相信考試有公平性的，可是你卻在制度上形成了二個階段，也許你會覺得因為評鑑通過了，所以你品質有保證了，專業科目就不用考了，可是相對而言，就沒有辦法讓考生站在一個平等的基礎上。所以我覺得台灣的文化層面的影響會很大。我們後來給考試院不宜實行的建議。我們可預期這個會造成一個問題，就是說會引導我的評鑑，就是說可能這個系所的主任壓力很大，他就會到處去請託我們的委員，這樣就可能會造成我們的評鑑制度更不公平。(M)

綜合以上訪談結果，可以歸納下列結論。（一）通過教育評鑑或認證作為證照核發的先決條件，是大英國協系統的作法，他們的證照是由專業學會核發，與我國的國家考試制度不同，因此國外的作法較難在台灣適用。（二）多數學者專家認為教育評鑑或認證是以系所為單位，專業證照考試是以考生個人為單位，基於公平性的原則，學系未通過認證並不代表每一個學生都不合格，因此評鑑結果不能限制考生的報考資格。（三）我國教育主管機關也反對應用評鑑結果做為證照考試的學歷認定依據，因為如此作法會誤導評鑑的獨立公正性，也造成評鑑委

員與受評鑑單位的壓力。（四）我國目前欠缺實施證照兩階段考試的共識基礎，不宜廣泛推動，如果為了國際接軌的考量而仿效國外作法，可以先由爭議較小的少數工程技師證照考試開始試辦。

4.7 其他訪談意見的分析與討論

除了以上討論的六個訪談問題之外，本研究也請教學者專家衍生的許多相關問題，獲得許多寶貴的意見，本節針對這些相關議題，進行整理與分析。首先討論政府推行的高教評鑑或認證，是否帶給受評鑑的系所過大的負擔。目前系所參與評鑑並不是整個單位全員投入，大多是由系所主管帶領少數教師辦理，多數教師並不清楚教學評量(teaching assessment)的意義，所以忙於填寫評鑑資料，覺得不堪其擾。系所主管憂慮評鑑結果是否優良，因此多方打聽填報資料的方式，又要邀請校友、業界代表參與開會，覺得行政作業上壓力很大。本研究訪談結果顯示，有些學者專家認為評鑑當然需投入資源，目的是為了瞭解問題與自我改善，因此要當作常態形式的工作，減少不必要的負擔。

過多的資源都在準備評鑑，那你想最後的結果是怎樣？所以當然是要適度。評鑑就是要定期執行，減少不必要的負擔，評鑑以後是提供訊息，讓受評者知道怎麼來改進，評鑑像是做體檢，發現這裡有毛病，如果不做改善就不會自己好。我們去做健康檢查以後，身體自然就會好了嗎？評鑑本身不會馬上帶來改進，不可能，受評單位是經由後續的行動而得到改善，所以他們必須動用很多的資源。（G）

本研究訪談的資深教育學者，也認同評鑑如同定期體檢，不會造成麻煩，企業界都在做定期檢討改善的工作，學校當然也應該執行類似的工作。

其實評鑑，不是要找人家麻煩，而是要淘汰最壞的。而且這是一個很好的機會來做檢視，私人公司都得做這個工作，為什麼大學不做呢？所以我們認為這評鑑是一個定期的健康檢查，評鑑結果不好又不改進的話，我們就可能減班。（C）

當然訪談之中也獲得負面的訊息，認為評鑑的確造成系所的負擔。本研究訪問一位系所的主管，就提出許多實際作業層面所遭遇到的壓力，認為系所為了評鑑的要求而忙碌，評鑑機構應該主動告知所需提供的資料。

我覺得評鑑會帶給系所負擔，每個學校其實都是為了評鑑做很多的改進，很多的措施其實都是為了評鑑而訂。資料收集方面，如果你是之前主動告知，我們事前收集就不會有太大的負擔，可是突然提出要求的時候，我們還要回溯前三年、前兩年去找資料，我們若找不到負擔就會很大。我的意思是評鑑單位不要突然提出要求，比如說民國幾年我們就要開始做這些，我們會措手不及，要給我們一個緩衝時間會比較好。就我個人的意見覺得系所會受評鑑影響，為了符合評鑑委員的要求，我們就會針對某些方面投入很多的心力，好像被評鑑帶著走的那個感覺。（F）

執行評鑑的機構也瞭解系主任與受評單位是很辛苦的，以下列出接受訪談的專家意見。

參加評鑑當然會帶來負擔，其實我常常覺得系所主任是很辛苦的，受評單位也很辛苦。他要收集很多的資料，要填寫又要彙整，其實負擔是散在不同的老師身上。但是我總相信因為這樣的彙整，他有一次自我體檢的能力，讓他可以去發現問題而去整合。雖然辛苦，但是成果會是對學校、系所是有幫助

216

的，其實評鑑應該定義成自我體檢，是比較恰當的。（K）

　　對於高教評鑑的另一項批評，就是不應該重視教師發表 SCI 或 SSCI 論文的篇數。受訪學者專家認為評鑑的目的在於改善教學與課程設計，評鑑所需填寫的大量文件，也是受評單位的壓力，應該在作業方法上尋求改善，以下列出兩位學者專家的意見。

我想大學教師在教學、研究、服務三者都需要平衡，一個大學的教授必須做研究，只是他研究的成果不能用什麼 SSCI 來衡量，SSCI 是一家美國的很小的公司、營利的公司、賺錢的公司，他所收錄的期刊有限，例如美國的法學期刊事實上就有幾千種，他只收錄一百多種。(E)

有些教育專家就認為根本不應該把老師的表現這一塊放進評鑑考慮之中，因為老師的表現應該加在學生的表現這一塊上面，他的學生表現越好，等於他的表現越好，但是老師寫再多的TSSCI文章，學生其實不一定找的到工作。所以我們是建議教育部，評鑑方向上還是要注重課程的設計，還有給學生具備的核心能力，曾經有過委員提到應該評量學生的就業率，理論上我們都是希望適才適所，你是學什麼的，你當然就應該要往這邊去發展。太多的paper work對學校來說是很大的負擔，我知道他們整個半年都在忙這個評鑑的事情，戰戰兢兢的等待評鑑那天的到來。評審委員在寫學生的訪談意見的時候，他可能會寫多數訪談的學生覺得英文教授時間不足，也許會過度擴充少數受訪者的意見，所以我覺得這個制度其實是很有檢討的空間。(O)

　　評鑑工作的執行仰賴評鑑委員專業的判斷，因此委員的遴聘與訓練，是非常值得重視的問題。在這個議題上所有受訪學者專家都有一致的看法，評鑑委員應該接受培訓，專業機構指派委員時也應謹慎，需要考慮委員的專業性，以下列出

217

受訪學者的意見。

> 有正確觀念的委員，才能了解與幫助人家，而不是委員高高在上。評鑑機構
> 跟大學是是平行的，你是協助他，你不是站在他上面。委員跟一般大學教授
> 不是一樣嗎？我自己也是擔任委員，我也是在大學裡面服務啊，所以沒有說
> 你去評鑑你就高高在上，不是這樣。所以這些觀念，我們也要去接受訓練，
> 取得正確的觀念，然後才能客觀的評鑑，提升委員的素質，都要經過專業的
> 訓練。（G）

高教評鑑中心也重視評鑑委員的培訓，一位受訪專家提到評鑑是一項質化(qualitative)的工作，最擔心眾多評鑑委員的標準不一致，造成評鑑結果的爭議，因此需要培訓委員的研習會，使得大家趨近於共識的觀點。

> 我們高教評鑑中心有開始推動評鑑委員的培訓課程，譬如說評鑑報告的撰
> 寫，還有評鑑倫理。目的就是評鑑的流程的確要有一個標準化的流程，這樣
> 子才是公平的。同一學門的評鑑委員才可以去看這個學門，例如我學的是藝
> 術，我來看商學院，這樣沒有意思。評鑑為什麼大家會產生很多疑問，因為
> 事實上它是一個非常質化的東西，但是你卻要去量化它。每個人因為本身的
> 感受度不同，他的專業養成不同，所以我們最擔心的事情就是，明明一個很
> 好的東西，可是因為你的標準太高，以致於它變不好的。明明是一個真的有
> 待觀察，可是因為你宅心仁厚，結果你就讓它通過。所以我們就透過評鑑委
> 員的研習課程，讓大家從兩極慢慢走向中間，讓大家得到一個共識。（L）

參與國際評鑑機構的受訪學者專家，也提到國外的評鑑或認證委員遴聘與培訓非常嚴謹，評鑑委員甚至要先經過觀察員的階段，才能成為正式委員。目前國內評鑑委員人數過多，本研究所獲得的訪談結果，可以作為專業機構培訓委員的

參考，以下列出三位受訪學者的意見。

評鑑委員的培訓很重要，我去年參加美國的評鑑單位，先是五月的時候去參加 workshop，到十一月才去當他們評鑑委員會的觀察員，之後才正式的做評鑑，美國自己的評鑑委員也是要經過這樣的訓練。（J）

認證委員需要有經驗，所以 AACSB 一定找現在當院長的、還有曾經當過院長的來做輔導員，他們叫做 mentor，那是第一階段。歐洲因為強調產學合作，派產業專家來，當過企業高級主管的，總經理、董事長。第二階段，他們有 review team，review 就是他真的訪視，然後來看你的文件，然後看看你做得好不好，是不是達到你的定位，到策略目標。(D)

評鑑的核心還是在委員的素質，還有培訓的過程，評鑑也是一種專業，還是要經過一些訓練的。我們都知道香港目前要求委員一定要修滿十二個課程，有核心課程跟選修課程，修滿課程的時候，就會接納成為正式的評鑑委員。當然會有評鑑說明會，因為每一次評鑑的時候，可能會有一些規則、指標的不一樣，作法的不同，一定有一些相關的說明會。（I）

國內受評單位對於評鑑委員也有所抱怨，認為目前的委員培訓極待加強，專業機構選任訪評委員也需要依循程序，下列接受本研究訪談學者的批評意見，也代表部分受評鑑者的想法。

高教評鑑委員要非常的嚴謹，不一定要受到培訓，諾貝爾獎的評審也沒有說一定要去經過培訓。這些評鑑委員他具有長期在學術上被肯定的地位，是一個傑出的學者。他本身對於評鑑這類事情是不陌生的，他是關心教育的。他也關心學術，我想這些是必要的條件。我們對評鑑的培訓上過一些課，一兩

個小時或一個早上，事實上沒有大太的意義。我認為他們指派高教評鑑委員是亂派，這一點你把他寫下來都沒有關係。(E)

現在教育部已經開始認可國內外的專業評鑑或認證機構，IEET 與台灣評鑑協會已經獲得認可，未來預期會有更多機構提出申請。政府是否應該訂定專業評鑑機構指導原則？目前專業評鑑機構執行成效如何？本研究訪談中請教了專家學者的意見，首先列出一位資深學者的看法，贊成由政府設立準則，讓專業評鑑機構發揮功效，並在政府監督之下自我改進。

台灣發展評鑑認證機構的方式，我認為有需要去訂一個準則，看看所有來參予評鑑的機構是不是遵循這些準則在運作，要符合公平、客觀、透明、專業。不同的領域如果可以如此發展出來，對於他們的專業領域評鑑是應該得到鼓勵的，因為他們會發揮很大的功效。希望能夠讓這些專業的評鑑機構獲得認可，讓他們不斷的去建立自我改進的機制。（G）

也有學者提出不同的觀點，認為外國的專業評鑑機構是獨立運作的，不會採用我國政府所訂定的原則，高教評鑑中心若沒有政府支持，也無法持續經營。此項看法的確是教育部認可國外機構時所面臨之挑戰，以下列出受訪學者的意見。

國外的很多認證或評鑑團體，他們各個的訴求不一樣，所以如果你訂定一些指導原則，我覺得人家根本也不會採用。現在就只有高教評鑑中心的這一個機構，當然我們非常的希望能夠看到有另外一個機構會出現，可是台灣因為市場太小，其他的機構是不易良好運作。我覺得這是一個很大的疑問，高教評鑑中心如果沒有教育部的委託讓他們評鑑，他們也不會存在，因為要花費非常多的金錢，來經營這樣的一個協會。（C）

教育部曾經扶植 IEET 成立，並且成為國際接軌的專業認證機構，但是教育部不可能編列經費建立各學門的專業評鑑機構，本研究訪談的一位主管官員，就指出專業評鑑機構必須財務獨立，才能公正超然的執行任務，以下列出這位主管的看法。

關於教育部是不是要扶植專業評鑑團體的成立，IEET 是因為跟工程教育比較有明確的關連，所以當時才會做。至於說其他學門，譬如說建築學會。中國化學學會、中國物理學會，這些學會如果自己進行評鑑或認證，他可以收費，他自己就要自付 survive 的經費。自負盈虧的概念要帶進去，否則政府不可能每個都給予挹注，如果他是符合到我們參加國際會議、國際組織的補助標準或補助規範，當然我們會酌予補助，但是那些補助比例太小了。如果你是專責的評鑑單位的話，你應該在政府的補助之外要財務獨立，你才能夠具有比較公正、客觀、超然的立場，否則你很容易受到政策的引導。(M)

一位受訪的資深主管教授也認為未來高教評鑑是一個開放的市場，可以允許國內外專業評鑑機構公平競爭，由受評鑑單位自由選擇參與。

台灣已經發展自己的評鑑機構，工程方面就有中華工程教育學會，醫學方面有醫學評鑑委員會。問題是他們不可以只是為了保護自己而設立，他們要開放並且被人家檢定。例如，美國聯邦法院的法官是要到國會去被審查的，他們願意接受外部的檢驗，我們的問題幾乎都是封閉系統，不願意接受外部檢驗。開放意思就是允許競爭，然後取得外部的認同。（D）

另一位教育部主管專家在接受訪談時指出，政府會認可具有公信力、國際性的國內專業評鑑機構，對於國外機構則採取主動認可，以下列出訪談結果。

專業評鑑機構要有一定的程序，一定的組成，我們要去看你剛開始設立到你的最後成果產出，這個過程是不是嚴謹的，是不是有公信力的。國內的專業評鑑機構他自己能申請教育部的認可，國外的機構我們會主動去認可。國外認可的部份不只限於某個領域，只要他具有國際性，我們都會去認可。這些專業評鑑機構，例如國內的IEET，以及美國的AACSB。我們希望國內高教評鑑中心，也能夠達到美國CHEA同樣的位階。（N）

因為國際化的進展非常迅速，國際先進國家針對亞洲、南美洲等新興國家的教育市場具有很大的企圖心。我國政府對於國內外專業評鑑或認證機構依法認可，雖然不需保護國內機構，但是也不能放鬆對國外機構的要求，所以國內受訪教授對於教育部主動認可國外機構，也提出下列意見。

將來政府將針對新興而起的各類國內外專業評鑑或認證機構進行認可，因此政府當然要訂出認可的明確標準。政府不可用嚴格標準對待國內機構，卻用寬鬆方式對待國外機構，認可的標準都要一樣，也就是說，政府訂定認可標準時，眼光要寬廣，政府自己要有國際觀，因為未來政府要面對的也是國際專業評鑑或認證機構的市場。（H）

本研究訪談一位民意機關的專家，這位專家對目前高教評鑑的成效有些疑慮，並且認為教育部對於專業評鑑機構的監督應該更加具體，甚至教育部不一定要經由高等教育評鑑的方式達成教育改善的目標，也可以利用對於高等教育其他的競爭型經費補助方案，促使學校進行改善，以下列出訪談結果。

每次去評鑑之前的評鑑會議都是由教育部的官員召開的。他們的官員會來，次長、高教司長都會在，都要跟去評鑑的這些委員做一個會報，就是告訴他們一些大方向，應該避免的事情。可是even是這樣子，都還會出現這麼多的

爭議，可見這個機制還需要再改進。目前教育部對於高教評鑑中心只是形式上的監督，並不是實質下去監督，怎麼樣避免評鑑委員的權力太大，也是我們要去思考的事項。這幾年來也不乏有學者跟我們說，根本不應該要有評鑑，評鑑的目的到底是什麼？是退場嗎？可是也沒有退場結果產生。是希望學校發展好嗎？學校本來就應該要往上發展。學校如果沒有往上發展，教育部可以扣他的校務基金跟補助款，你已經有競爭式的獎金讓學校好上加好，五年五百億的補助跟教學卓越計畫，已經是屬於競爭型的經費。（O）

我國高教評鑑工作、組織架構都在建立之中，雖然已經顯現出品質管制的成效，但是受評鑑單位的批評與抱怨仍然很多。高教評鑑的目標是希望教育出有用的人才，不在於系所彼此的排名競爭，除了學校教師需要用心改善教學之外，也需要企業界意見的參與，以畢業生的能力來檢驗教學的效果。本研究訪談一位資深教授，由教授的意見中反映出受評鑑者對於高教評鑑的反彈，也是值得政府未來制訂高教評鑑政策與監督準則的參考，以下列出訪談的結果。

我認為大學要強調他最重要的使命在教學，在培養優秀的學生來服務社會。為什麼我們高教評鑑弄得亂七八糟呢，我們不會去看有沒有一個老師，因為教出了一個很好的博士，為台灣的產業，為台灣的經濟，為台灣的法制有所貢獻，來彰顯這個老師，來肯定這所大學，來肯定那所學系。評鑑應該為學生受教權應有的最低的師資跟設備把關，要達到最低的標準。教育部設立一個高教評鑑中心，最後就是讓一群人互相殘殺，然後說我有在做高教評鑑。但是在這種情形之下，我也去當高教評鑑的委員，我也只能儘量的降低傷害，但是整個體制是需要被改掉的。（E）

綜合本節的訪談意見整理與分析，可以提出下列幾點結論。（一）目前接受評鑑的系所仍然認為參與評鑑或認證是一項負擔，原因可能是系所參與的人員並

不普及，所有工作由系主任及少數同仁承擔，對必須填寫的資料也不甚清楚。（二）專業評鑑機構應該明確告知受評鑑系所應該繳交的資料，並輔導系所建立資料庫，有效的收集及分析教育評量結果。（三）評鑑或認證委員必須接受定期培訓，專業評鑑機構應該明確告知評鑑理念，避免評鑑委員過度主觀的評鑑意見，藉由委員培訓而趨向於具有共識、一致性的評鑑標準。（四）高等教育評鑑市場必然面對國際開放，政府對於專業機構的認可應該訂定指導原則，避免對於國外機構無法制衡而引發國內機構的抗議。（五）政府對於民間專業評鑑或認證機構不會給予經費支持，專業機構必須藉由收費而建立財務獨立，藉此維持評鑑或認證的超然立場。面對教育評鑑市場的國際開放，專業評鑑機構必須建立特色才能夠持續經營。