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Department of Management Studies
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**THE IMPACTS OF INTERNATIONALIZATION ON
QUALITY ASSURANCE POLICY:
A COMPARATIVE STUDY OF FINLAND AND TAIWAN**

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Supervisor: Yuzhuo Cai

Po-Yun Liu

ABSTRACT

University of Tampere Department of Management Studies

Author: LIU, PO-YUN
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Internationalization and quality assurance have become the central considerations of higher education development currently. The aim of this research is to explore and compare the impacts of internationalization on quality assurance policy in Finland and Taiwan. To achieve this aim, the general impacts of internationalization on quality assurance policy have been discussed first. Next, the empirical research of Finland and Taiwan are conducted by qualitative interviews of higher education policy actors and the institutional implementers of the higher education institutions. The impacts of internationalization on quality assurance policy are analyzed and proposed through the six dimensions of policy problem, policy objectives, policy instruments, policy linkage, policy performance, and policy challenges. In addition, facing the impacts of internationalization, the similarities and differences between Finnish and Taiwanese higher education policy are discussed by means of a comparative study.

In this research, the link between internationalization and quality assurance policy of Finland and Taiwan has identified. Besides, the national quality assurance policies of Finland and Taiwan have reflected the synergy of national context, regional impact and international impact. Based on the findings, quality assurance plays an important role for the further development of internationalized higher education. However, accompanying the internationalization of higher education, new challenges have arisen for the development of quality assurance policy.

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ABBREVIATIONS

CIMO	Centre for International Mobility
EI	Engineering Index
ENQA	European Association for Quality Assurance in Higher Education
FINHEEC	Finnish Higher Education Evaluation Council
HEEACT	Higher Education Evaluation & Accreditation Council of Taiwan
HEI	Higher education institution
MOEOF	Ministry of Education of Finland
MOEOT	Ministry of Education of Taiwan
SCI	Science Citation Index
SSCI	Social Science Citation Index
TWAEA	Taiwan Assessment and Evaluation Association
WTO	World Trade Organization

1 INTRODUCTION

1.1 Research background

Internationalization has become an important issue in the development of higher education. Although one can trace the international mobility of the university students and academics back to the Middle Ages, and refer this activity to the internationalisation of higher education. Yet, at that time, universities were not so widely spread, and most international mobility was in Europe. From the end of the Renaissance to the beginning of the twentieth century, the main areas of international academic activities were the individual mobility of well-to-do and academically qualified students to the top centers of learning in the world. After World War II, due to the political and cultural concerns, the international educational exchange expanded (de Wit, 2002: 3-18). The international dimension of higher education is in the direction of more international cooperation and exchange, and due to the global context change, the regional cooperation has strengthened. Today, internationalization is a key issue in the public debate on higher education (Teichler, 2004), and internationalization of higher education is widely acknowledged in current higher education policy. van der Wende illustrates this by stating that:

“In the context of these political and economical developments, internationalisation of higher education became a way for governments to support the related processes of reconstruction, nation-building, economic and democratic reform, technological development, regional integration, and international dialogue” (forthcoming).

In Finland, the internationalization of education became an important education policy goal in the late 1980s. The impetus was the changes in Finland’s international position at the time, particularly the involvement in the European integration process (Opetusministeriö [Ministry of Education of Finland (MOEOF)], 2001: 1). In addition, to underpin its overall economic competitiveness,

Finland must strengthen its international competitiveness in tertiary education and research (MOEOF, 2005: 83). For these reasons, Finland and Finnish higher education have made a gigantic effort in this domain and the development of future internationalisation policy.

As Taiwan is a member of the Asia-Pacific Economic Co-operation Forum (APEC) and World Trade Organization (WTO), the international influences of economic and educational service do impact the higher education policy of Taiwan. In 2001, Dr. Lu Mu-lin, the vice minister of the Ministry of Education of Taiwan (MOEOT) said, to 'establish an international component' of the learning experience for Taiwan's students is one of the major reform in higher education and to 'establish an internationalized environment' is another challenge for higher education institutions (Lu, 2001). Furthermore, how to improve the quality of higher education and enhance the ability to face the oversea competition is also one of the main issues in the Forum of National Educational Development in 2003 (MOEOT, 2003). The internationalization of higher education has been stressed in the development of higher education.

Though the social and cultural contexts of Finland and Taiwan are different, the impact of internationalization has presented the same challenge and opportunity for their higher education. In the process of internationalization, how higher education has actually responded and what national policies have been implemented in both Finland and Taiwan? These have been studied from a variety of perspectives. For example, the meaning and strategies for internationalizing higher education have been discussed by different researches (e.g. Nokkala, 2007; Yang, Chiao-Ling, 2004). Moreover, the influences of international cooperation and competition for the national higher education policy have been widely explored as well (e.g. Ahola & Mesikämnen, 2003; Ollikainen, 1999; Huang, Mei-Chu, 2002; Chiang, Li-Chuan, 2004). However, as higher education become more internationalized, the link between internationalization and quality assurance is a key challenge and question for national higher education policy (Knight, 2006: 224). There are few

studies that examine the relationship between internationalization and quality assurance in higher education.

1.2 Quality assurance as an important element of higher education

Due to the dramatic change in the context of higher education, quality assurance has become a new governance tool in Europe in the 1970s and 1980s, and the aims attached to quality assurance are quite different (Westerheijden & Schwarz, 2004). In the 1980s, the quality of higher education has become one of the most important policy issues on the institutional and political agendas in Europe (Maassen, 1997). For the higher education system in Asia, facing the phenomenon of massification, the quality control of higher education is a complex challenge and important policy for the government to tackle as well (Altbach, 2004: 28-29). In the sense of achieving academic excellence, quality has been a central value in higher education. The quality assurance of academia has emerged as an important public policy issue in many countries, and the quality assurance of the higher education sector represents a particularly challenging problem for public policy (Dill, 1998).

People may argue that concerning the quality assurance system in higher education, most national systems are based on the 'four stage model' of external evaluation, (a) a coordinating agency, (b) submission of a self-evaluation report, (c) a peer visit and (d) a public report (van Vught & Westerheijden, 1994). However, this so-called general model of quality assessment cannot reveal the whole picture of what is going on under the fluctuant processes. For example, the comparative study that examines the institutional evaluation and assessment processes in Argentine and Finnish higher education has demonstrated Finnish and Argentine models of evaluation are nationally and contextually bound by general ideas rather than being applications of a global model (Välilmaa & Mollis, 2004). As Jeliaskova & Westerheijden (2002: 437) have suggested,

In general, the phase model of quality assurance systems development can be seen as a

model of the evolving relations between higher education and the state, from one-to-one control mechanisms to more complex and presumably more effective forms of accountability, where concepts as academic excellence and autonomy take on a new meaning.

Nevertheless, accompanying the emphasis in quality, different activities have been conducted in different countries. For example, the dissimilarities of indicators and evaluation procedures exist within different countries and areas (Tavenas, 2004). Moreover, there is a great deal of variation in the approaches of external quality assurance all over the world (Martin & Stella, 2007). Therefore, 'quality assurance' will be adopted as an umbrella term to denote the formal evaluative scheme of the process of quality assurance in this study (cf. Schwarz & Westerheijden, 2004). On the one hand, an analysis term can help to maintain the consistency of research. On the other hand, the concept of quality assurance can be used to refer to "the procedures, processes and systems used by the higher education institution to safeguard and improve the quality of its education and other activities" in Finland (FINHEEC, 2007: 27). In Taiwan, the evaluation of higher education and related quality assurance policy is aiming at the improvement of higher education quality as well (MOEOT, 2008). Hence, the term 'quality assurance' by definition is relevant to both Finnish and Taiwanese contexts.

1.3 The link between quality assurance and internationalisation

With respect to the internationalization of higher education, different strategies have been conceived and conducted. Quality assurance is an important concern that is closely related to the policy of internationalization, and national policies for internationalizing higher education generally target the quality assurance (Källemark and van der Wende, 1997). Under the impact of internationalization, quality improvement and international comparability are closely related to the policy of higher education, and quality assurance has been used to address the concerns of

internationalization (Woodhouse, 1999). However, the actual links between internationalization and quality assurance of higher education occurred only recently (van der Wende & Westerheijden, 2001). Hence, the inquiry of the linkage is necessary for us to further understand the interaction between internationalization and quality assurance.

Besides, in the context of internationalization, the quality assurance of academia has emerged as an important public policy issue in many countries. The quality assurance of the higher education sector represents a particularly challenging problem for public policy as well, because the strong national role that traditionally played in the quality assurance system has been challenged by the international mobility or the international comparability of different organizations. For example, in relation to the mobile students and academics, what are the measurements of their competencies? In addition, under the influence of internationalization, the political background and socio-economic structures are important factors to understand the implementation of a quality assurance system. The cross-national analysis will help us to understand the considerations and strategies between different national quality assurance policies, and also help to find out the implications and suggestions for the policy development of quality assurance and the promotion of internationalization.

1.4 Research aims and research questions

Based on the statement above, my research focuses on the impact of internationalization on the national higher education policy with respect to quality assurance. For the national policies of Finland and Taiwan, in response to the influence of internationalization, the quality assurance system has been an important impetus to the national system of higher education. Therefore, the aim of this research is *to understand the impact of internationalization on the quality assurance policy of Finnish and Taiwanese higher education system.*

To attain the research aim, the research questions are:

- (1) What is a proper theoretical framework to understand the impacts of internationalization on the national quality assurance policies?
- (2) How internationalization has influenced the policy process with respect to quality assurance in both Finnish and Taiwanese contexts?
- (3) In terms of the impact of internationalization on quality assurance, what are the similarities and differences between the two quality assurance policies?
- (4) What are the implications for the development of quality assurance policy of higher education as a response to internationalization?

As stated above, both Finland and Taiwan have stressed the significance of internationalization in the higher education policy. For Finland, under the influence of European Higher Education Area (EHEA), the quality assurance policy of FINHEEC is now part of the national strategies to increase international visibility and competitiveness. Auditing the quality assurance systems of higher education institutions has been adopted in 2005 and became the focal area (Davis, et. al., 2006: 45-46). In Taiwan, the comprehensive evaluation of higher education institutions has started in 2004 (TWAEA, 2004a), and the degree of internationalization is one of the six main items to be evaluated. Therefore, both Finland and Taiwan have developed a new quality assurance policy in response to the influences of internationalization almost at the same time. The comparison of Finnish and Taiwanese quality assurance policy can offer the insight to explore the changing educational phenomena of internationalization, and to understand what are the strategies for the same purpose at the same time.

1.5 The research method

Concerning the characteristics of the research aim and research questions, a comparative method will be adopted and this study will be a comparative study. For the purposes of systematic comparison between national education system and interpretive study, Bereday (1966) has proposed a well-developed method of systematic comparison between national education systems. This method has been widely cited and appreciated, because it permits considerable depth of analysis (Bary, Adamson & Mason, 2007: 363; Manzon, 2007: 86-88). According to Bereday's comparative method, there are four steps of comparative analysis, which are the following:

- (1) Description: The description of educational systems and practices.
- (2) Interpretation: Using humanities (e.g. Philosophy, Anthropology, etc.) or social sciences (e.g. Economics, Political Science, Sociology, etc.) to adequately explain and analyze the educational facts. "By exposing the data to a rosette of different disciplines one emerges with an evaluation of not only educational happenings but also of their causes and connections" (Bereday, 1966: 21).
- (3) Juxtaposition: Establishing similarities and differences.
- (4) Comparison

Following Bereday's comparative method, the description of Finnish and Taiwanese higher education systems and quality assurance policy will be based on the educational reports, governmental programs, and policy documents that are related to the internationalization and quality assurance of higher education. To conduct the interpretation, semi-structured interviews of qualitative research method will be adopted. The purpose of the semi-structured interview is to elicit in-depth information of the interviewees in the national education agencies and higher education institutions. To do so, the researcher has worked out a set of questions (see Appendix 1 & 2) beforehand. The quality assurance policy that related to the internationalization and its influences will be analyzed

by the empirical interview data and other related research reports. Subsequently, the juxtaposition and comparison will be conducted by means of the steps of description and interpretation.

Therefore, to shed light of the research questions, the semi structured interview of qualitative research method and the comparative method in education will be adopted in the study. For the research question (2), the documents that are related to the national policy of internationalization in Finland and Taiwan will be the main research material. Besides, the perspectives of the members in national education agencies and higher education institutions are crucial to further understand the national quality assurance policy. Hence, the semi-structured interview with the members of national educational agencies and higher education institutions will be conducted so as to better understand the related rationales and implementation of quality assurance policy.

As for the research question(3) and (4), the comparative method will be used to make sense of the similarities and differences among different national policies and different quality assurance systems. In addition, Fairbrother (2005) suggests that there is a variety of purposes of the comparison in comparative education research, recommendation and arguments of different viewpoints are two of them. Through the analysis of comparison, and drawn from the experiences of Finnish and Taiwanese quality assurance policy, the implications for the development of quality assurance policy of higher education will be discussed and presented in this study.

1.6 The structure of the thesis

The following gives a brief outline of this thesis.

In Chapter 2, through the previous research on internationalization, how internationalization of higher education has affected the quality assurance policy in general will be introduced and discussed. Besides, the theoretical framework for policy analysis will be presented.

In Chapter 3, the main purpose is to explore the impact of internationalization on the Finnish quality assurance system. By the analytical framework, the national quality assurance policy that relates to the internationalization of higher education will be discussed.

In Chapter 4, the main purpose is to explore the impact of internationalization on Taiwanese quality assurance system of higher education. By the analytical framework, the impact of internationalization on the Taiwanese quality assurance system will be explored. The main focus of the discussion will be the national educational policy that relates to the quality assurance system.

Based on the comparative method, the analyzed data of Chapter 3 and Chapter 4 will be compared in Chapter 5. The similarities and differences between the two quality assurance policies will be analyzed in this chapter.

In Chapter 6, according to the previous chapters, the major findings of previous chapters will be presented. In addition, the implications for the national policy of internationalization, and the implications that are related to the quality assurance policy will be discussed.

1.7 Limitations of the study

This study has mainly two limitations. The first is the understanding of internationalization and quality assurance. As the main research problem is the relation between internationalization and quality assurance, it is very essential that the people involved in the field of study share common understandings of both internationalization and quality assurance. For the understanding of internationalization, rather than providing a definition of internationalization, this study develops a framework to understand the impacts of internationalization, namely political, economic, social/cultural, and academic. However, each perspective can be interpreted differently. Besides, the four perspectives mutually influence each other. Therefore, the empirical analysis based on this framework might not be able to clearly identify and explain all the fundamental dimensions of internationalization of higher education with its relation to quality assurance policy. For the understanding of quality assurance, the challenge is that the people at governmental level and institutional level might have different viewpoints of quality assurance.

The second limitation is the empirical study in both Taiwan and Finland. Due to the on-going evaluations of higher education institutions and programs are conducting in Taiwan, the members of the two evaluation agencies (HEEACT & TWAEA) refuse to express their personal opinions about the quality assurance policy. In order to have more solid data, the questions of the semi-structured interview were revised and transformed into an open-ended questionnaire. The researcher acknowledges that the information collected with the questionnaire cannot be as informative and in-depth as that from interview. In Finland, the researcher has had relatively easy access to the relevant people to be interviewed, but the limited time frame does not allow the researcher to arrange more interviews as what was expected. The number of the interviewees might not be enough to present the whole picture of the real situation because of the time and resource limitations.

2 CONCEPTUAL AND ANALYTICAL FRAMEWORK

The importance of having clear, articulated rationales for internationalization has been addressed by many researchers (cf. Altbach & Knight, 2006; de Wit, 2002; Knight, 2006). Knight (2006: 215) suggests, “Rationales are the driving force for why a country, sector or institution wants to address and invest in internationalization.” Therefore, understanding the rationales of internationalization is a pre-requisite for further analysis. In order to understand how the internationalization of higher education has affected the quality assurance policy, the rationales of internationalisation will be explored firstly in this chapter. Secondly, in terms of the influence of internationalization on quality assurance, four dimensions will be discussed, namely political, economical, cultural and academic. Finally, this chapter will present a policy analysis framework as an approach to examine how internationalization impacts quality assurance, which is understood as national policy.

2.1. Rationale of internationalization

According to the research literature and policy documents, there is a variety of rationales for the development of internationalization in higher education. In an attempt to develop a framework of the rationales, Knight (1999a: 17-21) divides different rationales into four groups, which are:

- (1) Political rationale: Historically, international education was seen as a beneficial tool for foreign policy. Today, facing the social, political and economic shifts of globalization, some countries consider and use internationalization to strengthen and promote national identity.
- (2) Economic rationale: As a result of the globalization of the economy, there is an increasing interdependence among nations. In order to improve and maintain economic, scientific and

technological competitiveness, there exist a closer link between internationalization and higher education at the national or regional level.

- (3) Academic rationale: In the early history and development of universities, there has been international mobility and an international dimension to research. Under the influence of market approach on higher education and the emphasis in quality, the pursuit of international academic standards for teaching and research is an increasing controversial issue.
- (4) Cultural and social rationale: Related to this rationale is the need for improved intercultural understanding and communication. The focus is on the overall development of the individual as a local, national, and international citizen.

Based on this division, de Wit (2002: 83-102) adds different subcategories to make it clearer:

- (1) Political rationales: In terms of political rationales, foreign policy, national security, technical assistance, peace and mutual understanding, national identity, and regional identity these subcategories are crucial for higher education development.
- (2) Economic rationales: Economic rationales are becoming more dominant, and there is a direct link with the globalization of our economy. Economic growth and competitiveness, the labor market, national educational demands, and the financial incentives for institutions and governments are the subcategories of economic rationales.
- (3) Cultural and social rationales: In this rationale group, the first is the 'cultural function.' This function stresses the export of national, cultural and moral values, and emphasizes the transmission of cultural values. The second is the 'social rationale,' which stresses the

importance of the individual development of the student and the academic through the confrontation with other cultures.

- (4) Academic rationales: In terms of academic rationales, the subcategories provide an international dimension of research and teaching, extension of the academic horizon, institution-building, profile and status, enhancement of quality, and international academic standards.

Different rationales imply different reasons and ends to internationalization. These categories are not mutually exclusive, but they are interrelated and complementary on the national and institutional level. The above clusters of rationales, namely the political, economic, cultural and social, and academic rationales can be the base to explore the reasons why quality assurance in higher education is impacted by the challenges caused by internationalization.

2.2 The considerations of internationalization in quality assurance

With respect to the impact of internationalization on quality assurance, there are two important issues. The first relates to how the international dimension contributes to the improved quality of higher education. The second is how one assesses and enhances or maintains the quality of internationalization initiatives (Knight, 1999b). To depict the rise of quality assurance in higher education, Brennan has mentioned one particular mark of its importance: “it provides a link between higher education’s ‘inner world’ and the wider social, economic and political forces that shape its institutional forms and structures” (Brennan, 1997; quoted from Bauer & Henkel, 1999: 236). Therefore, to assure the quality of higher education, the other factors outside the ‘inner world’ need to be considered as well. These other factors are closely related to internationalization.

Following the four dimensions concerning the different rationales of internationalization, the way in which internationalization has influenced the quality assurance of higher education will be discussed.

2.2.1 Political considerations

Accompanying the development of foreign policy and regional cooperation, the international strategic alliances in higher education are increasing (e.g. European University Association; European Network for Quality Assurance in Higher Education, ENQA). Strategic alliances can be seen as both a driving rationale and a means (or instrument) of internationalization. The political rationale is one important purpose for strategic alliance (Knight, 2006: 217). In addition, the globalization process has an important impact on higher education; there is a new trend on the development of higher education in the inter-governmental process. The Bologna-Prague process has represented this phenomenon (Cerych, 2002). This inter-governmental process also contains the political rationales and international activities. Due to the national and regional cooperation in higher education, cross border education and international activities are provided more and more, such as the Erasmus program and the Bologna Declaration in 1999. Correspondingly, the national quality assurance policy cannot leave aside these activities to protect the learners from low-quality provision (UNESCO/OECD, 2005). Furthermore, the comparability and transparency of the workload and learning outcome in different national and international programs become a new challenge for the established quality assurance system. The comparable structure and content of studies need to be taken into account in the quality assurance policies; the implementation of European Credit Transfer and Accumulation System (ECTS) is the example (European Commission, 2006).

The international dimension of regional cooperation and strategic alliance also contribute to the

improved quality of higher education. Through the joint effort of regional countries or national agencies, many of the quality control and assurance challenges posed by the international changing context and national demand have been identified and explored. A good example of this is the book, *Quality Assurance in the Nordic Higher Education—accreditation-like practices* (Hämäläinen, Haakstad, Kangasniemi, Lindeberg & Sjölund, 2001).

2.2.2 Economic considerations

Economic profit is a key motive for internationalization for the for-profit higher education providers and for some tradition nonprofit universities with financial problems (Altbach & Knight, 2006). The main economic consideration stems from the changing global context. The emergence of the knowledge economy and the globalization of economy not just encourage the international cooperation and mobility of manpower, but also further enhance the competition in higher education—the General Agreement on Trade in Services (GATS) is an example of global trade agreements of professional service (Barrow, 2003). Besides, the increasing demand for higher education and the lack of local provision in various regions of the world create new challenges and enhance the competition in the higher education market (Campbell & van der Wende, 2000: 8-9).

In the discussion about international development in quality assurance, van Damme (2000: 11) has drawn our attention to this situation:

One can expect that the international higher education market will become more competitive and more diversified in the future, and that (perceived) quality will become the decisive criterion for students, employers, etc. in taking decisions in an increasingly complex market.

Since different types of problems in higher education systems are best addressed through different types of quality assurance systems (Jeliaskove & Westerheijden, 2002). For economic consideration,

some issues are important for the quality assurance policy. First, the quality of cross-border education and trade in education service is crucial for the governments of both receiving and sending countries (OECD, 2004: 264-276). In terms of quality assurance, the strong influence of international competition in higher education forces the national higher education system and institutions to enhance and exhibit their quality so as to compete with others. The role of the quality assurance systems is not just to stimulate sustainable quality culture in institutions, but also to respond to the market regulation, like informing clients (Jeliazkove & Westerheijden, 2002).

Second, the content of the quality assurance evaluation is changed by international competition. For comparative purpose, the publication and citation performance play an escalating role, like Science Citation Index (SCI) and Social Science Citation Index (SSCI) these research measurements are very influential for the national quality assurance policy (e.g. Eggins, 2007), and for the global rankings in higher education (Marginson & van der Wende, 2007; Shanghai Jiao Tong University Institute of Higher Education, 2007). The promotion of competitiveness has been an objective of the quality assurance policy for some countries (e.g. FINHEEC, 2007: 10).

Third, with respect to the international competition, there is a trend to more responsibility and accountability for institutions regarding the efficient use of resources (Beerkens, et. al. 2005). This also reflects on the quality assurance policy of the European Network for Quality Assurance in the European Higher Education Area (ENQA, 2007: 14).

2.2.3 Cultural and social considerations

As Knight (1999b) has argued “the acknowledgment of cultural and ethnic diversity within and between countries is considered a key aspect of, and a strong rationale for, the internationalization of a nation’s educational system.” Especially those related to promoting the intercultural

understanding and national cultural identity are significant for the process of internationalization (Knight, 2006: 216). Taking account of this rationale, the intercultural understanding became one of the main purposes for many international higher education programs, such as the Fulbright program (U.S. department of state, 2008), and the Erasmus Mundus program (European Commission, 2008). On the way toward intercultural understanding, academically based knowledge is expected to expand substantially. The performance and the quality of these programs are the main reasons for people to apply for them. Hence, on the one hand, their accountability and performance are important for quality assurance (cf. Center for Strategy and Evaluation Services, 2007).

On the other hand, for the purpose of intercultural understanding, both the curriculum for second-language proficiency and the activities of substantive experience abroad are emphasized by educators so as to enhance their global competencies and intercultural communication (Olson & Kroeger, 2001).

2.2.4 Academic considerations

The knowledge production and information flow play increasingly important roles in the push towards the internationalization of higher education (Kogan & Teichler, 2006: 11). Based on recent research over mobility and cooperation in the framework of European programs, Teichler (2004) observes three areas of learning and research related to internationalization: knowledge transfer, international education and research, and border-crossing communication and discourse. With respect to the quality assurance policy, some key issues have been prompted in these three areas.

1. Concerning knowledge transfer:

Accompanying internationalization, knowledge is transferred through media, physical mobility, joint curricula and research projects as well as trans-national education these means (Ibid.). To enhance the knowledge transfer of higher education institutions, some of these activities are

emphasized in the national quality assurance process; such like the international cooperation project is one of the items to be evaluated in Portugal (Amaral & Rosa, 2004). Furthermore, regarding the standard of these international activities of knowledge transfer, different methods of quality assurance have been explored. For instance, the mechanism of accreditation has been widely discussed and adopted in many countries (Hämäläinen, et. al., 2001; Schwarz & Westerheijden, 2004), and the audit approach has been researched in the Nordic countries as well (Wahlén, 2007).

2. Concerning international education and research:

Characterized by the trend of internationalization, the role of international education and research is growing. Therefore, the demand is also expanding for foreign language proficiency (Teichler, 2004). Foreign language ability (especially English) has been addressed in the quality assurance system.

3. Concerning border-crossing communication and discourse:

As international activity is increasing, the border-crossing communication and discourse are important in understanding others and are relatively successful strategies in shaking the old established perspectives. Border-crossing communication is a crucial factor in strengthening the collaboration and enhancing the mutual understanding between different countries' institutions. Correspondingly, the transparency and the use of external (international) expertise in quality assurance process are important for communication and trust. As a result of it, transparency and the use of external expertise in quality assurance processes are two basic principles of standards and guidelines for quality assurance in the European Higher Education Area (ENQA, 2007).

From the discussion above, one can identify that there are different considerations between the internationalization and the quality assurance of higher education. Furthermore, the impacts of internationalization have influenced the quality assurance policy in many ways (Table 1). Again,

these influences are not mutually exclusive, they may happen in one quality assurance system simultaneously. In sum, two basic ideas have been proposed by van Damme (2000):

- (1) The further development of internationalization policies and programs in higher education is conditional on the integration of quality assurance procedures.
- (2) The further development of quality assurance in higher education is conditional on its adjustment to challenges caused by internationalization.

Table 1: Impacts of internationalization on quality assurance

Different consideration	Main activities	Impacts on quality assurance
Political	<ul style="list-style-type: none"> Strategic alliance Inter-governmental cooperation Cross-border education 	<ul style="list-style-type: none"> Comparability Transparency
Economic	International higher education markets	<ul style="list-style-type: none"> Enhance performance for international competition Changing content of quality assurance Accountability
Cultural/social	Program of intercultural understanding	<ul style="list-style-type: none"> Enhance performance Accountability
Academic	<ul style="list-style-type: none"> Knowledge transfer International education and research Border-crossing communication and discourse 	<ul style="list-style-type: none"> Changing content of quality assurance Different approach for quality assurance—accreditation, audit, etc. Transparency and external expertise

2.3 The framework of policy analysis

According to Henkel (1998), evaluation in higher education has been presented primarily as a means of rationalizing the policy process. Under the impact of internationalization, the quality assurance of higher education is both a political process that demonstrates the rational management and a process aimed at improving activities of higher education. The influence of internationalization on quality assurance in this study will be understood as a policy process.

Although educational policy varies widely in its dimensions, to explore the impact of internationalization on national education policy, the term, policy, is used to refer to the formal statements and to the explicit decision on government level in this study. In this study, policy will rely on the following definition (Gornitzka, 1999: 14): “A policy is a public statement of an objective and the kind of instruments that will be used to achieve it.”

Since the main research aim of this study is to understand how the internationalization of higher education has affected the Finnish and Taiwanese quality assurance policy of higher education. Therefore, the analysis will focus on governmental policy. Considering the analysis of governmental policies in higher education, Gornitzka (1999) has proposed a model in her comparative research project on organizational change, which offers a meaningful insight into how and why governmental steering approaches have been changed. According to her model, there are five valuable inputs (variables) on the policy process—policy problems, policy objectives, what is the normative basis of a policy, policy instrument, and policy linkage. The analysis of these variables will enable us to compare the government programs and policies (Ibid. 17-21).

Nevertheless, internationalization is the normative basis for the policy linked to the quality assurance in this study. Thus, the variable of normative basis for the policy will not be further discussed in this study. The different rationales and discourses of internationalization (Nokkala, 2007) are encompassed as the factors and impulses to explain the policy problems and policy objectives. Moreover, it should be noted that the policy evaluation/reformulation is one of the main stage in policy analysis (Premfors, 1992). To understand the impacts of internationalization on the quality assurance policy, the policy performance and policy challenges are the crucial variables that need to be explored in this study. Based on Gornitzka’s policy process model and combined with the policy performance and policy challenges these two variables, the foci of the dimensions in the analysis framework will be illustrated as following.

(1) Policy problems

Policy problems will address the changing context of Finnish and Taiwanese higher education development. Hence, what are the rationales for internationalization in higher education system? What are the internal and external needs for the change of quality assurance policy? These are worthy questions to explore.

(2) Policy objectives

Policies can vary according to whether policies and programs are directed at changing, adjusting, or maintaining behavior of target organizations or groups (Gornitzka, 1999: 17). The aims and goals attached to quality assurance are quite different in different countries (Westerheijden & Schwarz, 2004). Hence, facing the policy problems of internal and external needs, what are the purposes of the policy? What are the aims to be achieved?

(3) Policy instruments

To achieve the aims of policies, how and by what means are important issues. What are the main facets of policy instruments, and what kind of attention to policy instruments are directed especially to the process of implementation (Gornitzka, 1999: 19-21). In regard to the link between internationalization and quality assurance policy, Harman has argued “in learning from international experiences on quality assurance it is important to select elements which can be integrated into the national culture and characteristics of the national academic culture” (quoted from van Damme, 2000: 14). In order to understand the implementation of the policies related to the quality assurance, it is important to identify the policy makers and the policy implementers. For the further development of internationalization, what are the standards or procedures of quality assurance related to internationalization? Under the challenges of international activities, what is the approach of the quality assurance process?

(4) Policy linkage

Policy linkage measures the extent to which the content of policy is breaking with or continuing the content of other government policies, and also concerns the issue of whether policies are connected to broader trends in society and public policy (Gornitzka, 1999: 21-22). With respect to the international impacts on quality assurance, two questions will be proposed: How do different quality assurance agencies cooperate with each other? Whether international policy of quality assurance is connected to the broader trends in society and public policy?

(5) Policy performance

In an attempt to understand the impact and outcome of policy, policy performance provides a method to approach the purpose. Taking into account the link between internationalization and quality assurance, it is worthwhile to explore how quality assurance systems have responded to the international impact applicably and usefully. Furthermore, have international considerations of quality assurance enhanced the quality of higher education? These questions are the focus of this variable.

(6) Policy challenge

Except the performance of the policy, the problems or challenges of quality assurance systems related to the internationalization of higher education policy in Finland and Taiwan will be investigated. Based on the analysis, the suggestions and implications for policy development will be discussed.

2.4 Conclusion

This chapter introduces the different rationales for internationalization of higher education. Furthermore, the considerations of internationalization in quality assurance have been discussed in the second section. Through the literature review of the research on policy analysis, the analytical framework of this study is introduced in the third part of this chapter. The top-down approach and the characteristics of the process analysis model are the main features of the analytical framework.

Following the structure of this study, the next chapter will explore the impacts of internationalization on the national quality assurance policy of Finnish higher education by the policy analysis framework of this study.

3 THE IMPACTS OF INTERNATIONALIZATION ON THE FINNISH QUALITY ASSURANCE POLICY

Based on the analytical framework of the previous chapter, the aim of this chapter is to understand and analyze the internationalization of higher education, and its impacts on the quality assurance policy of higher education in Finland.

3.1 Outline of the Finnish higher education system

Currently, the Finnish higher education system is a binary system, which comprises of two parallel sectors: universities and polytechnics. There are 20 universities in Finland: ten multi-faculty institutions, three universities of technology, three schools of economics and business administration, and four art academies. All Finnish universities are public institutions (MOEOF, 2008a). Polytechnics (ammattikorkeakoulu, AMK) are professionally oriented higher education institutions. Today, there are 28 polytechnics in the Ministry of Education sector: seven are run by local authorities, eleven by municipal education consortia and ten by private organizations. In addition, there is Åland University of Applied Sciences in the self-governing Province of Åland and a Police College subordinate to the Ministry of the Interior (MOEOF, 2008b). In Finland, both universities and polytechnics have reasonable degree of autonomy at present (Davies, et. al., 2006: 68-69).

In respect to the administration of Finnish higher education, Parliament enacts laws on education and determines the basic lines of education and science policy. Within the Finnish Government, the Ministry of Education is responsible for developing educational, science, cultural, sport and youth policies and international cooperation in these fields. In matters related to comprehensive and upper secondary school, vocational institutions and adult education, the Ministry is advised by an expert

agency, the National Board of Education. The Ministry's Department for Higher Education and Research deals with matters pertaining to the universities and AMK institutions (MOEOF, 2008c). Finnish higher education policy making is marked by a high capacity for planned and intelligent adaptation, and the characteristics of the relation between government and higher education institutions are trust and mutual respect (Davies, et. al., 2006: 72).

3.2 Data collection

The empirical data of Finnish quality assurance policy of higher education is drawn from semi-structured interviews, and national policy documents. The interview data consists of five interviews with the higher education policy actors and the institutional implementers of the higher education institutions, which are:

1. Field interview with the senior advisor of the Finnish Higher Education Evaluation Council (FINHEEC) on March 17th 2008, in Helsinki.
2. Field interview with the representatives of the student service group¹ of Tampere University of Technology (TUT) on April 2nd 2008, in TUT.
3. Field interview with the representative of the Finnish National Board of Education (FNBE) on April 14th 2008, in Helsinki.
4. Field interview with the representative of international office of the University of Tampere (UTA) on April 15th 2008, in UTA.
5. Field interview with the representative of administrators of the Pirkanmaan Polytechnic (PIRAMK) on April 24th 2008, in PIRAMK.

Through the interviews with the senior advisor of FINHEEC and the representative of FNBE, the

¹ The student service group is in charge of the quality assurance of the instructions, curriculum, and the supporting quality management.

consideration and the development of national level policy can be further understood. Besides, two of the higher education institutions (TUT & PIRAMK) have passed the audit of their quality assurance system, and UTA will be audited in May 2008. The implementation of the national policy and its influences on higher education can be further understood by the institutional interviews.

The document materials consist of the policy documents related to the internationalization and quality assurance of higher education, which includes the publications of national agency reports and action plans. In particular, the action plan and audit manual of FINHEEC, and the development plan of MOEOF are the most important reference data.

3.3 Impact of internationalization on the Finnish quality assurance policy

According to the policy analysis framework that is presented in chapter 2, the impacts of internationalization on the Finnish quality assurance policy will be discussed through the following six dimensions: policy problem, policy objective, policy instrument, policy linkage, policy performance, and policy challenge.

3.3.1 Policy problem

In Finland, paying special attention to internationalization began in the end of 1980s. The impetus was the changes in Finland's international position at the time, especially the involvement in the European integration process (MOEOF, 2001a: 1). The other important impetus was that the Nordic dimension of international cooperation among the universities was strengthened in the form of the Nordplus program established by the Nordic Ministerial Council (Hölttä, 2007: 5). For these reasons, the Finnish higher education institutions have to seize the opportunities for close European cooperation. Furthermore, in order to improve the balance of incoming and outgoing international student exchange, Finnish higher education institutions have to advance the capacity to admit

foreign students, which means that higher education institutions make special efforts to increase and upgrade foreign-language instruction (MOEOF, 1996: 90).

At the end of 1990s, the international developments, particularly the Bologna process and the economic globalization, have brought new challenges for the internationalization of Finnish education policy and higher education development. The Finnish Ministry's education policy strategy is evident in stressing the objectives of Bologna process (Ahola & Mesikämmen, 2003; MOEOF, 2001a: 5-7). Therefore, the Bologna Declaration in 1999 marks an important change for the internationalization of Finnish higher education. On the one hand, for the purpose of further international cooperation in Europe, it is necessary to enhance higher education institution's international comparability and to facilitate students' international mobility. On the other hand, due to the establishment of the European Higher Education Area, the standards and guidelines for quality assurance proposed by the European Association for Quality Assurance in Higher Education (ENQA) have played a crucial role in recent transformation of the quality assurance procedure. How to design and clearly demonstrate the external quality assurance process to achieve the standard of ENQA is another challenge for the higher education policy (FINHEEC, 2005).

In addition to the changing environment in Europe, the globalization of economy is another important stimulus for internationalization. Economic globalization not only implies the changing economic style but also signifies a stiffer competition in several fields, such as the international education market. Besides, as a result of global economy, the number of foreign labor is growing in Finland. Because of labor mobility and the increasing number of foreigners living in Finland the education system must be ready to give a better response. Internationalization is one means available for responding to challenges stemming from globalization (MOEOF, 2001a; MOEOF, 2004a: 17). In the *Development Plan for Education and Research 2003-2008*, the Ministry of Education has initiated (MOEOF, 2004a: 43):

It is important to improve the international capabilities of Finnish higher education institutions in order to consolidate their position in the international education market. Internationalisation also responds to new knowledge requirements in research and in the labour market. This entails that sufficient resources are allocated to international activities and that the statutes governing higher education institutions are up-to-date. Finland must be an active player in the European higher education and research area, and the opportunities available in the EU for developing the quality of higher education must be used to the full.

In conclusion, the changing external political and economical environment plus the internal demand for the future development of academia and economy, the internationalization of higher education has been emphasized in Finnish quality assurance policy. Accordingly, internationalization has become a key strategy and an irreplaceable part of Finnish education policy in the national level. Moreover, quality assessment and assurance have confronted new challenges from internationalization (MOEOF, 2001a: 13-15). As one of the interviewee has mentioned: “There is no activity in the field of quality assurance in higher education without so called internationalization. Whatever we do, there is always an idea that we are doing together with other agencies European wide or even global” (Field interview with FINHEEC).

3.3.2 Policy objective

Internationalization is a prerequisite for higher quality and improved innovations (FINHEEC, 2007). For Finnish higher education system, different objectives have been addressed.

In respect to the political consideration, the European integration process and the Nordic cooperation are the important impetus for the internationalization of Finland. Through the Nordic cooperation, the Nordic university leaders intend to develop a Nordic platform for quality assurance in higher education. In addition, ‘the adoption of a system of easily readable and comparable degrees’ is an objective of the Bologna Declaration (Maassen & Uppstrøm, 2004). Therefore, for the purpose of international cooperation, the transparency and comparability of quality assessment

and international credibility should be improved (MOEOF, 2001a: 52; MOEOF, 2004a: 43; Field interview with FINHEEC).

In respect to the economic consideration, management by target outcome and information based guidance are developed in the late 1980s in Finland, the quality issue is closely tied to the quest for a more cost-efficient solution (Hölttä & Rekilä, 2003). The consideration of accountability is emphasized in the development of internationalization as well, especially in the quality of international performance (e.g. Husso, Karjalainen & Parkkari, 2000). Furthermore, the position of Finnish higher education in the world higher education market is a crucial consideration (MOEOF, 2004a: 43). Hence, the higher education system is being developed as an internationally competitive entity capable of responding flexibly to national and regional needs (MOEOF, 2008a). Higher education institutions need to be able to demonstrate the quality of education and degrees in international level (Field interview with FNBE).

In respect to the cultural/social consideration, the international strategy for higher education of MOEOF (2001a: 52) has proposed “all degrees should incorporate an internationalization period either in Finland or abroad in order to enhance cultural diversification.” Moreover, the multicultural and intercultural activities are increasing in consequence of the global economy and internationalization. In the *Development Plan for Education and Research 2003-2008*, MOEOF (2004a) has indicated that the education system must be ready to give a better response to immigrants’ needs for education. The enhancement of cultural diversification is one object of quality assurance.

In respect to the academic consideration, knowledge transfer, international education and research, and border-crossing communication and discourse are increasing and stressed in the framework of European programs (Teichler, 2004). In accordance with the international academic development,

the benchmarking and international cooperation are focused on the evaluation of higher education (FINHEEC, 2000). Corresponding to the European quality assurance guidelines, comparability is an important principle of quality assurance. In the field interviews, the knowledge transfer caused by students' and academics' mobility, international education and international research have been addressed as the main elements of internationalization.

Under the impacts of internationalization, different considerations have been proposed in the quality assurance policy. However, in the policy documents, research theses and interviews of this study, 'international competition' is the most essential factor that has been stated over and over again (FINHEEC, 2000; 2004 & 2007; MOEOF, 2004a; Nokkala, 2007: 127). In consequence, the 'improved quality of higher education institutions is a factor in international and national competition' (FINHEEC, 2007: 7). The quality assurance is developed in view of the international competition and emphasized by MOEOF (2008a):

The higher education system, which comprises universities and polytechnics, is being developed as an internationally competitive entity capable of responding flexibly to national and regional needs.

3.3.3 Policy Instrument

From the above discussion, internationalization has been stressed in the Finnish quality assurance policy. Following the analytical framework, the policy instruments can be identified in the following facets.

1. The policy maker

In Finland, parliament passes education legislation and decides on the overall lines of education research policy. The national quality assurance of higher education has three components: national higher education policy, the higher education institution's quality assurance and national auditing

(FINHEEC, 2005: 24). Hence, considering the national level policy of quality assurance, MOEOF is the main policy maker, which is in charge of making and steering the national higher education policy. In the mean time, there is a lot of room also for the activities of the FINHEEC, Rectors Councils and higher education institutions themselves. (FINHEEC, 2007: 8; Field interview with FINHEEC & FNBE).

2. The policy implementer

In practice, the three components of national quality assurance policy will be carried out by different implementer and with different procedure.

(1) The implementer of national higher education policy steering

Finland reformulated its higher education policy in the late 1980s; goal-oriented government steering was adopted by the Finnish Ministry of Education (Hölttä, 1998). With the strategies of steering-by-results and target-setting, MOEOF seeks to promote the aims of the national strategic programs and national task (e.g. National Library). The performance agreement is concluded by the MOEOF and each higher education institution and the performance monitoring system, notably KOTA and AMKOTA database, are the important tools of the steering system (MOEOF, 2001b; Hölttä & Rekilä, 2003, MOEOF, 2004b). By the steering and monitoring of the operation of higher education, internationalization is incorporated into the goals and performances of universities and polytechnics (e.g. MOEOF, 1997; MOEOF, 2001b; MOEOF 2004b: 20-21; Opetusministeriö, 2006: 11-12)². Furthermore, the KOTA and AMKOTA databases have included the international activities, such as international student mobility, researchers' and teachers' visit abroad, etc. (MOEOF, 2005: 66; Opetusministeriö, 2006: 11-12).

In addition to the Ministry of Education, the steering of the performance of research is conducted by the Academy of Finland. The Academy of Finland undertakes a review of Finnish research every

² The Finnish data is translated by Tea Jansson. My thanks for her kind assistance.

three years in accordance with the ‘Government Resolution on the Development Plan of Education and Research’ and the performance agreements concluded between the Academy of Finland and MOEOF (MOEOF, 2005: 46). The Academy of Finland is the implementer that conducts the related quality assessment and impact analysis in national research development. The quality of Finnish research and science is evaluated by international comparison so as to understand the performance of disciplines and give recommendations for policy development (e.g. Kanninen & Lemola, 2006; Lehvo & Nuutinen, 2006).

(2) The implementer of higher education institution’s quality

The government called upon the universities to develop their own evaluation system in 1986 (MOEOF, 2005: 77). At present, according to the University Act (645/1997—Amendments up to 1453/2006, § 5), the universities shall conduct internal evaluation, including education, research and artistic activities and their effectiveness. The universities shall also take part in external evaluation of their activities. The findings of the evaluations will be published. For the polytechnics, which are governed by the Polytechnics Act (351/2003), they have the same duty to evaluate and report on their operations. Hence, Finnish higher education institutions are obliged by legislation to evaluate their own performance on a regular basis. They are also obliged to take part in external evaluations and publish the results of the evaluations. The premise in Finland is that each higher education institution can construct a quality assurance system that best meets its needs. Thus, each higher education institution is responsible for its own quality assurance objectives, methods and development (FINHEEC, 2005: 26). Under the impact of internationalization, international support services and the international assessment of teaching and learning are adopted as the main strategies for quality assurance in the higher education institution (cf. University of Helsinki, 2006). In the field interviews of this study, the higher education institutions have adopted different strategies to promote their international services so as to enhance the quality of education and research (Field interviews with TUT, UTA, and PIRAMK).

(3) The implementer of national auditing

The national auditing is implemented by the national quality assurance agency, Finnish Higher Education Evaluation Council (FINHEEC). FINHEEC is a semi-independent buffer body, which was established in 1995 and started to operate in 1996. The main purpose is to provide support in evaluation-related issues to MOEOF and higher education institutions. Due to the influences of the Bologna process and European cooperation in higher education evaluation, FINHEEC has prioritized quality assurance audits since 2004 (FINHEEC, 2005: 6-11). The object of the audit is not only to support the quality work at the higher education institutions but also to promote the adoption and application of the European principles in the quality assurance of higher education institutions (FINHEEC, 2007: 8). Furthermore, in the audit targets (FINHEEC, 2007: 10-11), the ‘international service’ is included in the support services in order to audit the comprehensiveness and effectiveness of the quality assurance procedures of higher education institutions.

3. The approach and criteria of quality assurance policy in the development of internationalization

From the discussion above, under the impact of international changing environment, Finnish quality assurance policy is pivotal for the development of internationalization. Based on the national education policy, the reports published by the FINHEEC, and the interviews of this study, the approach and criteria of internationalization in the national quality assurance policy can be illustrated as followed:

(1) National education policy steering—the evaluation of accountability

In light of the national policy, accompanying the steering-by-result, MOEOF makes the performance agreement with the higher education institutions and monitors the performance through the data of KOTA and AMKOTA. At the same time, based on the performance agreement and target-setting, the funding formula is established (Hölttä, 1998; Hölttä & Rekilä, 2003). By the process of performance agreement and target setting, MOEOF and the higher education institutions

will determine the following items: the quantitative and qualitative targets, the resources needed to achieve these targets, the monitoring and evaluation of outcome, and the further development of operations (MOEOF, 2004a; 2004b). The performance-based funds have been allocated on the following grounds (MOEOF, 2004b; Hölttä & Rekilä, 2003; Saarinen, 2003; Opetusministeriö, 2006: 11-12):

I Quality of research and artistic activities

The Academy of Finland is responsible for the evaluation of the national research system and its performance. The scientific publications and the centers of excellence in research named by Academy of Finland are the main bases of the profitability funds. Moreover, as mentioned above, the Academy of Finland undertakes a review of research quality every three years in accordance with the 'Government Resolution on the Development Plan of Education and Research' and the performance agreements concluded between the Academy of Finland and MOEOF. Besides, the Academy will organize the disciplinary reviews to evaluate the inputs of the discipline, research processes and results. The evaluations addressed the international comparison and impact analysis of the quality of research, which are important for the science policy development.

I Quality, efficiency and effectiveness of education

Internationalization is included in these criteria and as a performance target for higher education institutions. In the *Operational expenditure budgeting of universities in the contract period 2007-2009* (Opetusministeriö, 2006: 11-12), the criterion is based on the numbers of out-going and incoming exchange students, the balance in exchange rates, ratio of foreign students, the number of degrees obtained by foreign students and the development of cooperation programs. In addition the activity the university has shown in research cooperation or artistic activities is taken into account. Furthermore, the statistical data of internationalization is contained in KOTA and AMKOTA. Taking KOTA database as an

example, the number of foreign students, the situation of researchers' and teachers' visit abroad, the international student mobility and the courses taught in foreign languages are comprised in this monitoring database (MOEOF, 2008e).

- 1 MOEOF assessment of achieving annual goals: The annual updating of the KOTA and AMKOTA database by each higher education institution is the core of this process.

(2) National auditing

In light of the national auditing, FINHEEC is the national quality assurance agency. In terms of internationalization, the approach of the Finnish audit model can be characterized by several ways. First, the adoption of audit approach is based on the consideration of international standard and national evaluation culture. Due to the influence of the European development, particularly the Bologna process, FINHEEC adopted an audit model (FINHEEC, 2005: 6-9). Corresponding to the European standards and guidelines of ENQA, the audit model aims to promote the adoption and application of European principles in the quality assurance of Finnish higher education institutions (FINHEEC, 2007: 8). On the other hand, Smeby (1996: 13) indicates, "the relationship between the state and higher education institutions has been characterized by dialogue and trust, especially in the Nordic countries." Regarding the reason to adopt audit, the autonomy of higher education institutions and the trust between MOEOF and higher education institution in Finnish evaluation culture are very strong concerns (FINHEEC, 2005; Field interviews with FIHECC & FNBE). Hence, auditing also reflects the evaluation culture of Finland.

Second, in the Finnish audit model, higher education institutions have a choice between domestic audit group and international audit group. According to the audit manual, the role and number of foreign auditors can be determined separately for each audit. Moreover, the higher education institutions that agree to have an international audit should send their audit materials in English

(FINHEEC, 2007). One can also observe a strong international dimension in the FINHEEC as almost half of the evaluation reports published are international projects since 1996 (Davis, et. al. 2006: 46).

Third, international competition is emphasized in the Finnish audit approach. International competition has been emphasized in the process of evaluation since 2000 again and again (FINHEEC, 2000: 5; 2004: 4; 2007: 7). Currently, according to the auditing targets, international service is included in the mission of support services, which is one of the higher education institution's basic missions. Thus, higher education institutions need to identify and operate in an efficient manner for the target. The judgement of audit is based on the four pre-defined audit criteria, which are divided to absent, emerging, developing, and advanced stages (FINHEEC, 29-31). Instead of strictly defined standard, the criteria are reserved for expressing a particular 'level of performance' which should be met (Wahlén, 2007; Field interviews with FINHEEC and TUT). Nevertheless, higher education institutions have to do their best to meet the standards. According to the proposal of the audit group, FINHEEC will decide whether the higher education institutions pass the audit or whether a re-audit is needed. Table 2 is the audit criteria of support services and its illustration of four categories.

Table 2: The audit criteria of support services

Auditing Targets	Absent	Emerging	Developing	Advanced
Support services (such as library and information services, career and recruitment services and international services)	Inadequate quality is not identified with the quality assurance procedures.	Quality assurance aims at maintaining the quality level reached so far. The quality assurance processes work satisfactorily to identify inadequate quality.	Quality assurance procedures promote improved activities and change. Inadequate quality is identified in an efficient manner.	Special attention is paid to procedures and structures geared to inspire and implement new ideas. The operational culture supports innovation. Inadequate quality is identified in an efficient manner.

Source: FINHEEC (2007: 29)

Fourth, the importance of institutional autonomy is emphasized. In the process of audit, the higher education institutions can decide on their own quality systems and FINHEEC evaluates its performance. As FINHEEC (2007: 9) notes in the audit manual:

The audits focus on the procedures and processes, which the higher education institution uses to steer and develop the quality of its education and other activities. The aims, operative contents or performance of the higher education institution are not, per se, touched upon in the audits.

Therefore, each higher education institution determines the objectives, structure, operation principles, methods used and ways to improve the quality assurance system. The evaluation of quality assurance in Finland is an attempt to combine external evaluation with internal development process of higher education institutions (Liuhanen, 2005). One interviewee suggests that:

Here in Finland, we underline a kind of developing evaluations, which means they are doing between Ministry and institutions hand in hand.... Doing so, we are using methods like sharing perspectives, and underline a recommendation. Also, try to find out something, which is important for the institution (Field interview with FINHEEC).

From the audit manual and the interviews, we can find that the audit criteria are not strict standards. The criteria reserve space for the institutional autonomy. Yet, international services are stressed in the operation of higher education institution. For example, in TUT, information systems are the main tool for supporting quality management and international promotion is one of the key areas of strategies (Field interview with TUT). In PIRAMK, international affairs are one part of support services. International labor market, and the needs and expectations of students are very important for the quality system (Field interview with PIRAMK).

In conclusion, MOEOF is the main policy maker of national quality assurance. Regarding the internationalized higher education, the national quality assurance policy is conducted on three levels: First, MOEOF is in charge of the national higher education policy steering, and the Academy of

Finland assists MOEOF to conduct the related quality assurance of research and artistic activities. Second, higher education institutions take responsibility for their own quality assurance. Third, FINHEEC is responsible for the national auditing. In the national quality assurance policy, the national education policy steering can be characterized by the approach of evaluation of accountability. The related international activities are included in the monitoring system of quality performance. Meanwhile, auditing is the main approach of FINHEEC. The results of audits are categorized as absent, emerging, developing, and advanced these four stages. In terms of internationalization, international competitiveness is an important purpose for audit.

3.3.4 Policy linkage

From the discussion above, internationalization plays a pivotal role in quality assurance on these three levels. National education policies are steered by the MOEOF through the performance management and performance monitoring system — KOTA & AMKOTA. FINHEEC is a buffer agency, which is responsible for evaluating the quality of education and other activities in higher education institutions. Universities and polytechnics bear the main responsibility for their quality assurance management. The external audits and development oriented quality assurance in higher education institutions focus on the purpose of *improvement*, and the performance agreement and the monitoring databases focus on the significance of *accountability*. According to the data of research report (Davies, et. al. 2006: 47) and interviews of this study (Field interviews with FNBE & PIRAMK) these two mechanisms are loosely linked right now. However, one of the auditing targets is to be the interface between the quality assurance system and the management of steering of operations (FINHEEC, 2007: 11). As Kekäle (2000) suggests Finnish quality assessment can be identified as a general model, which implies different forms of evaluation carried out by different implementers. Yet, the varied approaches can be interconnected.

Therefore, in terms of the policy linkage, Finnish quality assurance policy system can be expressed

in Figure 1 (Source from FINHEEC, 2005: 24).

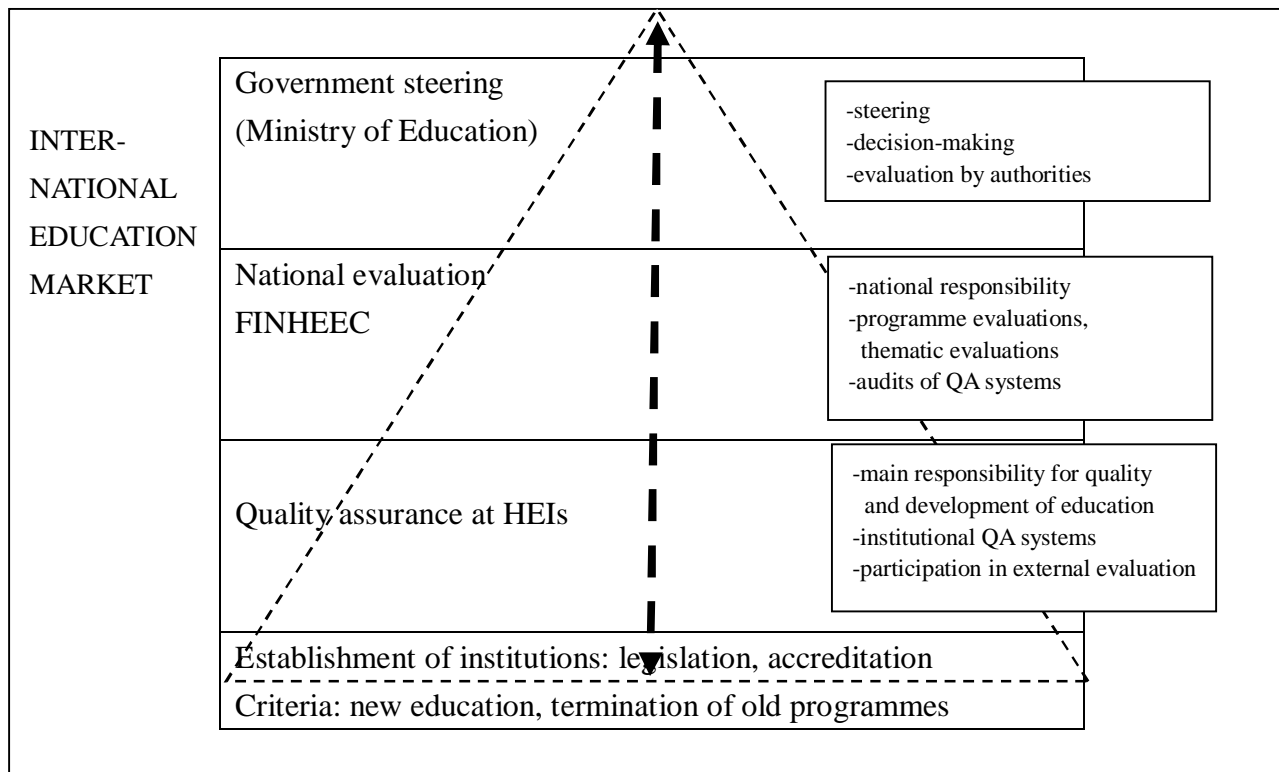


Figure 1: National system of quality assurance in Finnish higher education

The other question about policy linkage is whether the international policy of the quality assurance is connected to the broader trends in society and public policy. With respect to the Finnish national policy, the development of information society has been proposed as a national goal (Information Society Advisory Board, 2000). Internationalization is one of the major strategies for the information strategy in education and research (Hölttä & Malkki, 2000). Moreover, for the global development of foreign trade, the future labor market needs the input of foreign talent (Davies, et. al. 2006: 39). The international attractiveness of Finnish higher education will contribute to the increase of foreign talents, and quality is the cornerstone of international attractiveness (Nokkala, 2007: 127-131). The emphasis of international competitiveness in the quality assurance policy is evidence that the policy of quality assurance has a close connection with the economic policy. In addition, with respect to the political consideration, as a member of the European Union, European

development is closely related to Finnish higher education policy. The consideration and development of national audit model in FINHEEC represent this policy linkage.

3.3.5 Policy performance

Under the impact of internationalization, what is the performance of the national quality assurance policy? From the national policy documents, research reports and the interviews of this study, the performance can be identified as follows.

1. The international development is integrated with the quality assurance system

As van Damme (2000) has proposed, “the further development of internationalization policies and programmes in higher education is conditional on the integration of quality assurance procedures.” The empirical research also shows that external quality monitoring and external quality assurance seem to have many uses, and the assistance of students’ mobility and the international comparison are two objectives of it (Stensaker, 2003: 151). In the Finnish national quality assurance policy, the activities of international dimension have been comprised in the monitoring database. Furthermore, the external evaluation of quality assurance, national audit, is developed as a response to the ‘Standards and Guidelines for Quality Assurance in European Higher Education Area’ (FINHEEC, 2005). The internationalization of higher education will be further developed through the integration of international development in the quality assurance policy.

2. The positive appraisal of national auditing

The audits have been conducted since 2005. According to Wahlén (2007), the feedback collected from both auditors and institutions after ten audits shows quite a positive picture. There is an agreement that the audit process has helped to improve quality assurance of the basic operation. From the interviews of this study, all the interviewees take a positive appraisal as well. Because the audit can show the quality, and create evaluation culture (Field interview with FINHEEC), and

auditing is the most feasible way for Finnish quality assurance (Field interview with FNBE). For the institutional level, audit is 'like a development power.' Because "through the audit, we have to think what is happening, how do we offer it. So we learn about ourselves, we actually learn about what is our culture, what is our quality culture like" (Field interview with TUT).

3. The enhancement of the quality of research

The high-quality research and international competition of higher education institutions have been stressed by MOEOF (2004a: 55). Moreover, the international research network that will be strengthened and the cooperation with international research organization that will be intensified are highlighted in the development plan of education and research (Ibid). In accordance with the development plan, the quality of research and the research system will be monitored through systematic evaluation. Therefore, the dimension of internationalization is emphasized in the development of research.

Accompanying these strategies, the advances have been shown by the Finnish science international comparison (Lehvo & Nuutinen, 2006).

- (1) The number of publications in Finland increased 2.5 fold over the last twenty years. In addition, relative to population numbers, Finnish number of publication ranked fifth in the OECD group in 1995. After 10 years, Finland has overtaken Canada on fourth place in the 2005 ranking.
- (2) The international collaboration in publishing has increased since the mid-1990s. From 1994 to 2005, the number of joint publication went up by 85 percent.
- (3) In terms of the relative citation impact³ in OECD, Finland attained the average level (relative citation impact=1) in the early 1990s. In 2001-2005, per Finnish publication received six citations on average, which is 13 percent more than the average level of OECD. In terms of the

³ The visibility and scientific impact of research in OECD countries can be compared by means of relative citation impact, which compares the number of citation received by publication from each country with the number of citations to publications from OECD countries on average (quoted from Lehvo & Nuutinen, 2006: 32)

citation impact in the early 2000s, Finland ranked eighth in the OECD group.

4. The enhancement of the quality of education through student mobility

In Finland, the expansion of student mobility is aimed at improving the quality of education and range of educational services (MOEOF, 2001a). The increasing of student mobility contributes to the internationalizing higher education, and enhances the quality of education as well. In the interviews of this study, student mobility is one of the most important aspects of internationalization. Especially on the institutional level, the related issues of student mobility are highly valued in the quality assurance system of higher education institution (Field interviews with PIRAMK, TUT & UTA). From the statistics of the Centre for International Mobility (CIMO), the number of outward student mobility in Finnish higher education institutions (Table 3) increased from 2001 to 2006. In 2006, almost one in four student at university and one in eight student at polytechnic are mobile.

Table 3: Outward student mobility in Finnish higher education institutions

Year Number of students	2001	2002	2003	2004	2005	2006
Universities	3983	3807	3863	4279	4670	4683
Polytechnics	3492	3627	3692	3962	3817	3927
Total	7475	7434	7555	8241	8487	8610

Source: CIMO (2007a)

In addition to the increasing of outward mobile students, the inward student mobility to Finland has increased steadily from 2001 to 2006 (CIMO, 2007a). Meanwhile, student mobility between incoming and outgoing student flow presents a successful balance. The most commonly used mobility scheme is the European Union's Erasmus program. Erasmus students account for 76 percent of all inward mobility students (CIMO, 2007b). Table 4 presents the number of inward student mobility from 2001 to 2006.

Table 4: Inward student mobility in Finnish higher education institutions

Year Number of students	2001	2002	2003	2004	2005	2006
Universities	3468	3784	3983	4341	4629	4875
Polytechnics	2028	2242	2633	2896	3068	3316
Total	5496	6026	6616	7237	7697	8191

Source: CIMO (2007a)

3.3.6 Policy challenge

In terms of the development of internationalization, some challenges of the quality assurance policy have been observed by the relative research and the interviewees of this study.

1. The follow-up procedures are not clear

Although there exists the re-audit procedure of the national auditing, the follow-up procedure is not clearly clarified in the audit manual. In the OECD thematic review, the review group has indicated that the follow-up procedures are not transparent enough in the auditing process (Davies, et. al., 2006: 46).

2. The related information of student and academic mobility needs to be strengthened

In the field interview with the institutions, the interviewees admit that support services for the international students and researchers are very important. However, the related information still needs to be strengthened so as to be more accessible and useful. Take the international researchers for example. They may also need the information of housing, health care, and schooling for their family, which is very important for the international cooperation in research area (Field interview with TUT & UTA).

3. The challenge of visibility and creditability

The other challenge for the Finnish quality assurance policy that is mentioned by the interviewees is the problem of visibility and creditability (Field interviews with FNBE & UTA). One interviewee indicates, “We simply thought we are good, and the outsiders should believe it. But actually, our system is not so transparent” (Field interview with UTA).

Therefore, how to show the creditability for an international audience and make the Finnish quality assurance more visible is very important (Field interview with FNBE). Accordingly, the problem of translation in the international auditing needs to be taken more into consideration. Because the international audit needs a lot of translation service, it means if a higher education institution makes a choice of international audit, the workload of evaluation will increase as well. Moreover, in the discussion with the institutional administrators, there are some problems because of the different meanings in different languages (Wahlén, 2007: 33; Field interview with PIRAMK).

3.4 Conclusion

In this chapter, the internationalization of Finnish higher education and its impact on the national quality assurance policy have been analyzed. The analysis demonstrates that there are different considerations, which underline the development of internationalization. Among them, the international competition in higher education and the Bologna process are most significant for the quality assurance policy in Finland. Meanwhile, the internationalization of higher education has been integrated in the quality assurance policy. On the one hand, internationalization is one of the development aims in the national steering and monitoring system. International performance is stressed in the quality of research as well. On the other hand, the auditing of quality assurance systems has been established in the wake of the changing European environment.

The analysis also shows that external audit and development oriented quality assurance in higher education institutions focus on improvement for the higher education institutions. Furthermore, the performance agreement and monitoring database focus on the significance of accountability. According to the research reports and the interviews of this study, the national policy of quality assurance has enhanced the quality of research and education. In addition, there exists a positive appraisal of national auditing.

Nevertheless, in light of the analysis, some challenges have been submitted in the study. With respect to the further development of internationalization and quality assurance, the follow-up procedures, the related information for the international students and researchers, and the problem of translation in international auditing are the challenges for the Finnish national quality assurance policy.

4 THE IMPACTS OF INTERNATIONALIZATION ON TAIWANESE QUALITY ASSURANCE POLICY

Based on the analytical framework, this chapter aims at exploring the impacts of internationalization on Taiwanese quality assurance policy of higher education. A brief introduction of Taiwan's higher education system will be presented firstly. Secondly, the data collection will be delineated. Thirdly, according to the analytical framework, the policy problem, policy objective, policy instrument, policy linkage, policy performance, and policy challenge will be discussed.

4.1 A brief introduction of Taiwanese higher education system

In Taiwan, higher education refers to education provided by junior colleges, colleges, universities, and graduate schools. Junior colleges are designed to train skilled workers. Although they belong to the higher education system, yet the graduates of junior colleges cannot get a bachelor degree and only have a junior college degree. According to the statistics, there are 163 higher education institutions in the academic year 2006-2007 (Table 5).

Table 5: Statistics of higher education institutions in the academic year 2006-2007, Taiwan

	University	College	Jr. College	Total
No. of schools	41(public) 53(private)	11(public) 42(private)	3(public) 13(private)	163

Source: MOEOT (2007a)

In respect to the administration of higher education, the Ministry of Education of Taiwan (MOEOT) is responsible for developing the education policies. The Department of Higher Education is the organization in the MOEOT, which is in charge of higher educational affairs.

4.2 Data collection

The empirical data of Taiwanese quality assurance policy of higher education is drawn from semi-structured interview, questionnaire investigation and policy documents. The interviews are conducted by field interview and telephone interview with the academics and administrators in four different higher education institutions (two public⁴ and two private⁵) from January 2nd to January 12th 2008, in Taiwan. Three of these institutions have been evaluated, and one (MIOT) is preparing for the up coming evaluation. In addition, the performance of NCNU in the universities' evaluation is accredited as 'performed well' in most of the evaluation indicators (TWAEA, 2005), and most programs of NCU have accredited as 'approved' in the program evaluation (HEEACT, 2007a). The implementation of the quality assurance policy at the institutional level can be better understood by these interviews.

The questionnaire was used to investigate the opinion of two evaluation agencies. Due to the evaluations of higher education institutions and departments conducted in Taiwan now, the members of the two evaluation agencies, Higher Education Evaluation & Accreditation Council of Taiwan (HEEACT) and Taiwan Assessment and Evaluation Association (TWAEA), refused to express their personal opinion about the quality assurance policy. They suggested sending to the agencies the interview questions, and the agencies may decide whether they can reply the questions officially. Therefore, to understand the situation of policymaking and policy implementation, the interview questions were revised and changed to be investigated by questionnaire. The questionnaire was sent directly to these two agencies, so as to get the official empirical data. HEEACT replied on March 20th 2008, but TWAEA did not reply.

⁴ National Chi Nan University (NCNU) and National Chiayi University (NCU).

⁵ Kun Shan University (KSU) and Meiho Institute of Technology (MIOT).

The document material consists of policy documents that relate to the internationalization and quality assurance of higher education, which includes the publication of national agencies and governmental plans. The reports and plans of national agencies are particularly important for the understanding of governmental quality assurance policy.

4.3 Impacts of internationalization on Taiwan's quality assurance policy

Based on the analytical framework of this study, the impact of internationalization on the quality assurance policy can be presented as the following.

4.3.1 Policy problem

Universities have historically played a major role as ideological apparatuses (Castells, 2001: 47-48). As a very important means of social and ideological control, cultural nationalism with strong China-orientation was emphasized in Taiwan's higher education institutions till the late 1980s. Since the late 1980s, due to the external global changing socioeconomic context and the internal liberalization and democratization in Taiwan, the higher education system has been dramatically changed (Mok, 2002; Yang, Shen-Keng, 2001). The need to strengthen international trade and to promote Taiwan's international image and links has been a concern not only for the government, but also for the academics in the university sector (Mok, 2002). Accompanying the changing process, the importance of international academic cooperation was emphasized in the *Report of Education* (MOEOT, 1995). The main purpose is to enhance academic quality and international competition by promoting international academic cooperation.

However, in the *White Paper on Higher Education Policy* (MOEOT, 2001), the lack of internationalization is still the main challenge for the future development of Taiwanese higher education. Lu, Mu-lin, the vice Minister of Education, has also mentioned the challenges in his

speech (Lu, 2001):

Due to our present research and study facilities, international students are hesitant to come to Taiwan for further study. Few of our schools provide lectures in the students' native language or foreign language journals or publications. Most schools have not set up offices, which have full-time staff to help administer international academic exchange programs.

In addition, changes in the global socioeconomic context have inevitably caused a transformation in the higher education of Taiwan (Mok, 2000). With Taiwan's accession to the World Trade Organization (WTO) in January 2002, Taiwan has had to open the door for foreign higher education providers (e.g. Australia Trade Commission, 2007). As a result, the pressure of international competition on the higher education market is increasing. How to raise university management and enhance their quality to meet the international challenge became urgent issues (Huang, 2002; Lu, 2001; MOEOT, 2003).

4.3.2 Policy objective

Under the context of internationalization, the quality assurance of higher education has been addressed for different reasons.

In terms of political consideration, internationalization is a way to promote Taiwan's international link. The quality of higher education institutions is one key factor for the international cooperation and strategic alliance. Mok (2000, 2002) argues, "the stress on the importance of international benchmarking and the significance of internationalization can be understood as strategies to help Taiwan escape from being isolated by the international community." Hence, enhancing the performance to match the international benchmark so as to join the international community is the objective.

In terms of economic consideration, there are two objectives that underline the enhancement of quality assurance. One is international competition, and the other is accountability. International competitiveness is based on the improvement of the higher education quality. From the viewpoint of human capital theory, the level of education and training not only affects the labor market, but also becomes a source of technological change (Mincer, 1989). Owing to the international competition from global changing context and international organization (e.g. WTO), and the consideration to economic promotion, the ability of competition has become the core of quality assurance (MOEOT, 2003; TWAEA, 2004a). Besides, after the massification of higher education, people start to become aware of the limitations of public funds and the need to control the quality of higher education. Steering the heavily subsidized higher education institutions in directions that promote the quality of higher education is the main concern for policy makers. Therefore, in the *White paper on Higher Education Policy*, the Ministry has addressed the importance of quality assessment (MOEOT, 2001), and how to improve the quality and effectiveness of higher education was one of the main issues discussed in the eighth national educational meeting of 2003 (MOEOT, 2003).

In terms of cultural/social consideration, the establishment of international environment and the participation of international activities (HEEACT, 2006; 2007b; 2007c) are significant for the improvement of intercultural understanding.

In terms of academic consideration, in 2003, the vice Minister of MOEOT has professed (Lu, 2003) one critical objective for higher education institutions:

On a global scale, we face challenges with our internationalization process for higher education. Given the fact that we have made progress with regard to educational and cultural exchanges between our universities and universities abroad, we still need to work at upgrading our universities so that they meet international standards.

Besides, in order to enhance the academic performance, the comparability and transparency of the

higher education system and institution are emphasized as the principles in the quality assurance process (HEEACT, 2007c). Adopting the quality assurance policy to achieve academic excellence has been another core value in Taiwan's higher education.

Regarding the consideration of internationalization of higher education, these four rationales have been proposed and emphasized by the administrators and government. However, it is worth noting that in the government reports and the National Education Meeting (MOEOT, 2003), the international competition has been emphasized frequently. How to enhance international competitiveness through the quality and effectiveness of higher education is the main policy issue in MOEOT. Similarly, in the interviews of this study, all the interviewees in Taiwan have expressed that the accountability and the related market regulation is the main principle of the quality assurance process. Economic considerations play a pivotal role in the internationalization of higher education.

4.3.3 Policy instrument

Following the analytical framework, the policy instruments can be identified in the following facets.

1. The policy maker

Higher education institutions' duty to assess and to have the quality of their operations assessed is defined in the 'University Law' (Article 5). According to the 'University Law,' MOEOT is the competent authority taking charge of the quality assurance evaluation. Therefore, the main policy maker is the Ministry of Education in Taiwan. On January 9 2007, the Ministry announced the 'Regulations Regarding the Evaluation of Universities,' which regulates the principle and affair of quality assurance evaluation. In particular, to collect the information of higher education evaluation in foreign countries, to help the higher education disciplines apply the international certification, and to develop the criteria of national and international professional evaluation are three affaires

emphasized in the regulations, which are directly related to the internationalization of higher education.

2. The policy implementer

To achieve academic excellence and the different purposes to meet the standards of internationalization, the national quality assurance policy has been implemented by different agencies. First of all, MOEOT governs and steers the quality of the higher education system. For the purposes of the accountability of public funds and the stimulation of competition, the strategy of performance combined funding assistant has been conducted in the ministerial steering of quality assurance (cf. MOEOT, 2006; 2005b). In addition, in order to conduct higher education institutional and program evaluation, two evaluation agencies have been established. TWAEA was set up by the academics and industrialist in 2003 and started to operate in the same year. By the commission of MOEOT, TWAEA has conducted evaluations of higher education institutions and programs since 2004. The purposes of the evaluation are to analyze the higher education institutions' management and to promote their quality. The performance of higher education institutions in different facets is evaluated through the evaluation at the same time. The 'degree of internationalization' is one evaluated indicator of the institutional evaluation (TWAEA, 2004a). The other agency — HEEACT was established by MOEOT in 2005. Commissioned by the MOEOT, HEEACT has started to conduct a nationwide program evaluation of higher education institutions since 2006 (HEEACT, 2006).

Secondly, the other professional bodies or institutes assisting the implementation of the policy. For example, Institute of Engineering Education Taiwan (IEET) has become a signatory of the Washington Accord (WA). It means that the quality assurance mechanism of IEET is recognized by the international community. From academic year 2004 until academic year 2006, departments ranging from civil engineering and machinery to materials, aerospace and architecture of national,

private, research-based, comprehensive and technical universities, and technical colleges had undergone certification of IEET (MOEOT, 2007b).

Thirdly, the mechanism of self-evaluation is established in this phase. Since 2001, MOEOT offered grant to encourage the self-evaluation of higher education institutions (MOEOT, 2007c). Currently, according to the University Law (Article 5), all the higher education institutions have to conduct self-evaluation on teaching, research, service, counseling, administration, and student participations regularly.

Three different kinds of implementers play different roles in the quality assurance system. Nevertheless, with respect to the nationwide evaluation of quality assurance of higher education institutions and programs, TWAEA and HEEACT are the main managing agents. Moreover, their reports of the evaluation will be the policy reference of MOEOT.

3. The approach and criteria of the internationalization in the quality assurance policy

As mentioned in chapter 2, different approaches have been adopted in quality assurance policy that link to the internationalization. Since the evaluation of quality assurance are mainly conducted by TWAEA and HEEACT, their strategies are crucial for the understanding of Taiwanese quality assurance policy.

In light of the approach of TWAEA, the initiative design in the *Plan of the Universities' Evaluation* is an approach that combines ranking and accreditation-like practice. According to the result of the evaluation, higher education institutions will be grouped and ranked (TWAEA, 2004a). However, owing to the strong suggestion of the international evaluation members, the outcomes of the evaluation are accredited as 'performed well' and 'performed weaker' in the final report (MOEOT, 2005a).

Based on the approach, the ‘degree of internationalization’ is one indicator of evaluation in the institutional evaluation of TWAEA, which contains eleven specific items. In addition, the output of published articles in SCI, SSCI, Arts and Humanities Citation Index (AHCI), and Engineering Index (EI) are performance indicators of the degree of internationalization and research. Table 6 below shows the items and performance indicators⁶ that relate to the internationalization in the evaluation of TWAEA.

Table 6: Assessing the degree of internationalization—the index of the content

Indicators of evaluation	Items and the performance indicators
The degree of internationalization	(1) The measures to attract foreign students to study for degree, and the achievement. (2) The concerned measurements to improve students’ foreign language ability, and the statistics about students who have passed the intermediate level of General English Proficiency Test (GEPT) or correspondent exams. (3) Universities have to provide the amount of exchanged students in recent five years, including students who come from other countries and leave for other countries to study. (4) All the measurements and achievements of impelling and improving teaching in English or foreign languages should be presented as well as the amount of professors who come from other countries. (5) The present situation of full-time academic staffs who are invited to teach or to do research in foreign countries. (6) The amount of foreign visiting scholars. (7) The developments of foreign sister schools and the achievements. (8) The amount of doctoral degree students who attend international seminars, go abroad for advanced study, or do short-term research in the labs. (9) The achievements of holding international academic seminar, international races, or international art activities. (10) The present situation of teachers who participate important international academic activities or occupy an important position in the international academic groups (11) The present situation of faculty and department join or apply for the international organization.
The degree of internationalization	The amount of publications in SCI, SSCI, AHCI and international cooperation project (performance indicator)
Research	The amount of publications in SCI, SSCI, AHCI and EI (performance indicator)

Source: TWAEA (2004)

⁶ According to the ‘*Plan of the Universities’ Evaluation*’, each indicator of evaluation contains different items and performance indicators of quantitative assessment (TWAEA, 2004a).

In light of the approach of HEEACT, the evaluation is based on the principles of accreditation. According to the evaluation plan (HEEACT, 2006; 2007b; 2007c), the main purpose of program evaluations is to make an assessment and accreditation of the quality of the departments and institutes in a higher education institution. Depending on the result of the evaluation, the following measures will be taken by HEEACT and MOEOT (Table 7).

Table 7: Measures taken after the HEEACT evaluation

Result	Scores	Measures taken by HEEACT	Measures taken by MOEOT
Approved	Above 70	HEIs submit self-improvement plan and the outcome of implementation	Wait for the next circle of evaluation
Further evaluation required	60-69	<ul style="list-style-type: none"> HEIs submit self-improvement plan and the outcome of implementation. HEEACT will conduct follow-up evaluation. Follow-up evaluation will primarily focus on the issues and weakness raised in previous evaluation. 	<ul style="list-style-type: none"> Not allow to increase the intake number of students next year. Re-evaluate again next year. Should the programs fail again next year, they will be obligated to close down.
Not approved	Lower than 60	<ul style="list-style-type: none"> HEIs submit self-improvement plan and the outcome of implementation. HEEACT will conduct another evaluation. 	<ul style="list-style-type: none"> Reduce the intake number of students next year Having the follow-up review annually, until it meets the requirements Should HEIs fail again, they are obligated to close down.

Source: HEEACT (2006; quoted from Chen, I-Ru, 2006)

Generally speaking, the item internationalization has not been included as a single indicator yet. The HEEACT focuses on program evaluations mainly and includes the following five criteria: “1. Goals, Features, Administration, and Self-Improvement, 2. Curriculum Design and Instruction, 3. Student Learning and Student Affairs, 4. Research output and Professional Performance, 5. Alumni” (Quoted from the replied questionnaire of HEEACT). However, in the items of program evaluation, several aspects of internationalization have been addressed. These aspects are: the proficiency of foreign language, the development of student’s international view and the participation of

international learning activities, and the encouragement of academic staff and students to participate in the international academic or innovation activities (HEEACT, 2007d).

From the evaluation of TWAEA and HEEACT, both their approaches can be characterized by the idea of accreditation. However, in the interviews, the interviewees argue that accreditation is not only a tool for the assessment of accountability of the institutional and program level. By means of quality assurance evaluation, the intention of MOEOT is to establish the exit mechanism for those who fail in the national and international competition. In the interview with the reporter of *Evaluation Bimonthly*, the vice Minister of MOEOT admits the evaluation combining the exit mechanism is an important policy for MOEOT to enhance the quality of higher education. By the evaluation of higher education, MOEOT expects the higher education institutions will enhance their quality and try to find their functional identity (Chen, Man-Ling, 2007).

4.3.4 The policy linkage

Two questions will be proposed to understand the policy linkage: How do different quality assurance agencies cooperate with each other? Does international policy of the quality assurance connect the broader trends in society and public policy?

The first question can be answered through the questionnaire that replied by HEEACT. Concerning the distribution of job responsibilities between TWAEA, HEEACT and MOEOT currently, TWAEA and HEEACT are responsible for different evaluations, which are:

1. HEEACT is responsible for 78 general universities' and colleges' evaluation.
2. TWAEA takes care of 37 science and technologies universities.

The final reports of the agencies will be delivered to MOEOT as policymaking reference. Hence, the MOEOT is the main policy maker in the quality assurance policy. TWAEA and HEEACT are

the main implementers of the policy, which evaluate different institutions in the quality assurance process.

With respect to the trend of other policies, because of the global economic change and internal economic development, Taiwan's economy is forced to move toward becoming 'knowledge-based economies' (Altbach, 2004; Mok, 2002). Besides the reason for the economic growth, the political and cultural link with international community is another important factor to make Taiwan more international (Chang, 2005). In the context of these driving forces, most of the recent changes and transformations taking place in quality assurance policy of Taiwan's higher education sector are closely related to the trend of economic and political policies.

4.3.5 Policy performance

According to van Damme's (2000) idea, the further development of internationalization should integrate with the quality assurance procedure, and the further development of quality assurance to the challenge that caused from internationalization. Thus, the performance of Taiwan's national quality assurance policy can be characterized as:

1. The integration of quality assurance procedure and internationalization

In the evaluation of TWAEA and HEEACT, the related international indicator and evaluation items have shown that internationalization policies and programs in higher education are integrated in the quality assurance procedures. Furthermore, in the evaluation of TWAEA, the international evaluation experts joined the panel of evaluation (TWAEA, 2005). These strategies not only enhance the quality of higher education but also assist the development of internationalization.

2. Enhancing the quality of research through international benchmark — the international

publication

Accompanying the emphasis of internationalization in quality assurance, the significance of international issues have caused the higher education institutions to refocus their university research style and priorities. The article output of Taiwan in world leading journals of science and engineering (SCI, SSCI) grew rapidly by more than double from 1993 to 2003. In addition, the international collaboration had rapid growth in science and engineering article output (Hill, 2007). After 2003, the amount of published articles in SCI, SSCI and EI still remain at a high standard in the world (Table 8).

Table 8: The amount of Taiwan’s published articles in SCI, SSCI & EI

	2003		2004		2005		2006		2007	
	Published articles	World ranking	Published articles	World ranking	Published articles	World ranking	Published articles	World ranking	Published articles	World ranking
SCI	13,614	19	15,300	19	16,953	18	18,906	18	12,315	20
SSCI	684	20	785	20	1,030	18	1,226	17	1,548	16
EI	8,092	12	11,289	11	12,980	11	13,653	10	13,502	11

Sources: MOEOT (2007d, 2007e & 2007f)

3. Enhancing the quality of education through student mobility and international activities

Student mobility is deeply influenced by the internationalization of higher education, and it is the impetus of intercultural learning and academic interaction. With respect to the amount of outgoing students, due to the economic development and political localization in Taiwan, the number was decreased in the late 1990s (Yang, Chaur-Hsing, 2001). Recently, by the encouragement of government and the emphasis of quality assurance policy, the amount is increasing slightly (Table 9).

Table 9: The amount of outgoing student in higher education of Taiwan⁷

Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
Amount	26,200	27,890	31,907	30,402	32,016	24,599	30,728	32,913	34,811	31,003

Source: Bureau of International Cultural and Educational Relations (2007)

On the other hand, because of the promotion of international environment, the amount of international students⁸ in Taiwan increased as well. According to the statistics of MOEOT (2007g), the amount of incoming international students is 5,431 in 1996 academic year. After ten years, the amount has increased to 13,070 in 2006 academic year. Table 10 is the changing amount of international students from 1996 academic year to 2006 academic year.

Table 10: The amount of international students in the academic year 1996-2006

School Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Amount	5,431	5,210	5,109	6,616	7,524	6,380	7,331	7,844	9,616	11,035	13,070
Degree Student	718	699	772	892	945	1,117	1,283	1,568	1,969	2,853	3,935
Non-degree student	4,713	4,511	4,337	5,724	6,579	5,263	6,048	6,276	7,647	8,182	9,135

Source: MOEOT (2007g)

Furthermore, for the higher education institutions, awareness of the importance of the quality assurance evaluation and the impact of internationalization, the academics not only have to focus on their performance of research, but also need to concern more about the content of international dimension in curriculum. For instance, lecture in English, cooperate with other foreign universities, encourage and support the university students to join the international activities (Field interview with NCNU).

⁷ The statistics is based on the application of student visa to U.S.A, Britain, Canada, France, Germany, Australia, New Zealand, and Japan, the main receiving countries. The students' number in the other countries are not included.

⁸ The amount of international students includes the international degree student, and international non-degree student who comes Taiwan to learn language.

4.3.6 Policy challenge

What are the problems or challenges of the quality assurance system related to the internationalization of higher education policy in Taiwan? From the governmental publications, research reports and the interviews of this study, the main challenges have been identified, which are:

(1) The problems of the approach and evaluation indicator

After the implementation of the evaluation conducted by TWAEA, the former leader of the Department of Higher Education in MOEOT (Cheng, 2006) admitted that the standardized quantitative performance measurements neglect the characteristics of different programs and institutions. This is the main problem of the evaluation indicators. Considering the procedure of quality assurance evaluation, the interviewees also propose the problem of the evaluation indicator. For the academics and administrators, the development plan and functional identity vary in different departments and institutions. Therefore, it is very difficult for the college of humanity and college of education to have the same research performance standard as the college of science and technology. In addition, in the program evaluation conducted by HEEACT, what are the criteria of the development of students' international view and the participation in international learning activities? Correspondingly, the outcomes of accreditation will be questioned. All the interviewees admit that because the ambiguity of the evaluation indicator, the activities could be just 'paper work' or 'window dressing,' and cannot attain the aims of the quality assurance.

(2) The problem of transparency and objectivity

All interviewees mentioned the lack of professional training in the evaluation agencies. Chen, Te-Hua (2006), the former leader of the Department of Higher Education in MOEOT, acknowledges this problem as well in his report. Because most of the members in the evaluation agencies are coming from the academia, they do not have professional evaluation background. Hence, the

transparency and objectivity of the evaluation have been questioned.

(3) The problem of international visibility and credibility

Because of the influence of market forces, the accreditation process is becoming internationalized and commercialized (Altbach & Knight, 2006: 7-8). Hence, it is important to make the accreditation process more visible and creditable so as to prove the quality of higher education on international level. The above problem of transparency and objectivity will damage the international credibility of the evaluation outcome. Besides, although the international evaluation experts have joined the panel of evaluation, the reports of the evaluations are mainly in Chinese. How to improve the comparability and increase the visibility of the quality assurance policy to let the international audience know this system better is another challenge.

(4) The lack of international services and support on institutional level

The interviewees have expressed the problem of international services and support for the foreign students and academics. This challenge can be attributed to the limitation of funding and manpower resources of the higher education institutions, and the lack of responsible unit.

(5) Lack of deeper reflection—Internationalization is not equal to Americanization

In Mok's (2006) research of the internationalization of universities in East Asia, he indicates that East Asia follows the American or Anglo-Saxon standards and practices in transforming and internationalizing their university system. In terms of the internationalization of higher education, the output of publication in SSCI, SCI, and EI are important for the enhancement of academic standard and international competition. Nevertheless, the output of SSCE, SCI and EI are not the only standards to assess the performance of research and academic quality. Academic development is not equal to Americanization, neither English is the only international language for academic community (Working group of critical reflection meeting, 2005; Huang Hou-Ming, 2005).

4.4 Conclusion

As mentioned in Chapter 2, the further development of internationalization policies and programs in higher education is conditional on the integration of quality assurance procedures (van Damme, 2000). Through the analysis of the quality assurance policy, the above discussion has suggested that internationalization has been integrated in the quality assurance procedure in several aspects. First, internationalization is an indicator in the nation wide institutional evaluation. Second, the development of international dimension has been incorporated in the program evaluation, such as the proficiency of foreign language, etc.

Besides, the emphasis on the internationalization of higher education contributes to the outstanding performance on the publication in SCI, SSCI, and EI, and the increasing amount of international students in Taiwan. In addition, academics and staff in higher education institutions have to be concerned more about the content of the curriculum so as to promote their students' international view. These are closely related to the enhancement of the quality of higher education.

However, for the further development of quality assurance in higher education, a problem like what the proper evaluation indicators are, how we keep the process of evaluation transparent, what kind of standards we should take to measure the output, how we could avoid narrowing down the internationalization to Americanization, and so on. These problems and challenges need to be taken into account for the quality assurance policy of higher education in Taiwan.

5 THE IMPACT OF INTERNATIONALIZATION ON NATIONAL QUALITY ASSURANCE—THE COMPARISON BETWEEN FINLAND AND TAIWAN

The individual case studies of Finland and Taiwan are presented in chapter 3 and chapter 4. Through the case studies, the first and second questions of this study have been addressed. In light of the previous chapters and based on the comparative method of Bereday (1966), this chapter aims to analyze the similarities and differences of the higher education policies in both Finland and Taiwan. Similar to the case analysis, the comparative analysis is performed along the six dimensions of the analytical framework in this study.

5.1 The comparison of policy problems

For Finland and Taiwan, internationalization has been stressed in the national quality assurance policy. Considering policy problems, as a result of the global changing economy, the quality of higher education is crucial for the attracting of professional labor and international trade. This has been underlined both in Finland and Taiwan. Besides, the international education market is another factor, which also contributes to the keen international competition. Compared with Taiwan, although Finland has not entered General Agreement on Trade in Services (GATS), and has no intents to do so, the increasingly international education market has created a series of challenges that Finland has to face (MOEOF, 2004a: 13; Davies, et. al., 2006: 40-41).

From the standpoint of national policy, the policy problems differ in the responses to the international cooperation. International cooperation and link have been calculated in accordance with the internationalization of higher education in Taiwan. However, most of the international

cooperation is in the institutional or program level, and there is no common standard or guideline for quality assurance in international cooperation. The European integration has a strong effect on Finnish society. Accompanying the development of Bologna process, the international comparability and competition is firmly in the agenda of the process. Thus, the policy of Finnish quality assurance should take the international guidelines into account.

5.2 The comparison of policy objectives

In conjunction with the internationalization of higher education, a variety of rationales are submitted to the national policy of quality assurance. Based on Knight's (1999) and de Wit's (2002) rationale groups of internationalization, the policy objectives of Finland and Taiwan are presented in Table 11.

Table 11: The policy objectives of internationalized quality assurance in Finland and Taiwan

	Finland	Taiwan
Political	<ul style="list-style-type: none"> ● European integration and international cooperation. ● Transparency ● Comparability 	<ul style="list-style-type: none"> ● To promote international link through international cooperation and strategic alliance. ● Enhancing the performance to match the international benchmark ● Comparability
Economic	<ul style="list-style-type: none"> ● The promotion of international competitiveness ● Accountability 	<ul style="list-style-type: none"> ● The promotion of international competitiveness ● Accountability ● The establishment of exit mechanism
Social/cultural	<ul style="list-style-type: none"> ● Enhancing cultural diversification ● The multicultural and intercultural understanding 	<ul style="list-style-type: none"> ● Intercultural understanding
Academic	<ul style="list-style-type: none"> ● Enhancing the academic performance ● Comparability 	<ul style="list-style-type: none"> ● Enhancing the academic performance ● Transparency ● Comparability

From Table 11, the policy objectives of internationalized quality assurance in Finland and Taiwan are quite similar. Knight (2004, 2006) argues that there is an increasing emphasis on the human resources development (or brain power) at the national level. This is also proved in the case studies of this study. Both Finland and Taiwan highlight the purposes that are related to the development of human resources, such as international competitiveness and intercultural understanding.

However, each higher education system looks at the problem from different angles, which can relate to their emphasis and purposes. The establishment of exit mechanism mentioned in Taiwan's higher education policy is a difference between Taiwan and Finland. For MOEOT, the evaluation combining the exit mechanism is an important strategy to enhance the quality of higher education. By means of this strategy, MOEOT undertakes a series of quality checks on higher education institutions and stimulates the enhancement of higher education quality. Moreover, exit mechanism helps to relieve the lack of resources that are caused by the expansion of higher education in Taiwan.

5.3 The comparison of policy instruments

In relation to the policy instruments, policy maker, policy implementer, and the approach and criteria of the internationalization in the quality assurance policy are three aspects of analysis. The comparisons between Finland and Taiwan are as followings:

5.3.1 The comparison of policy maker

In Finland, considering the national level policy of quality assurance, MOEOF is in charge of making and steering the national higher education policy. In Taiwan, according to the 'University Law,' MOEOT is the competent authority that is in charge of the quality assurance evaluation. Thus, the highest national educational authority is responsible for the quality assurance policy.

5.3.2. The comparison of policy implementer

In practice, through performance agreement and the performance monitoring system, MOEOF is the main implementer of national higher education policy steering. Academy of Finland assists MOEOF to implement the quality assurance of research. FINHEEC, as a semi-independent buffer agency, is the implementer of national auditing. Besides, all the higher education institutions have the duty to evaluate and report on their operations. This is the case in Finland.

In Taiwan, MOEOT governs and steers the quality of higher education system. The quality evaluations of higher education institutions and programs are conducted by the two evaluation agencies TWAEA and HEEACT. According to the law, all the higher education institutions have to conduct self-evaluation as well. Besides, some technological higher education institutions undertake the certification of professional qualification that is evaluated by the other professional bodies or institutes.

Therefore, in both two cases, the Ministry implements the governance and steering of higher education quality, and the self-evaluation of quality assurance in higher education institutions is regulated by the law. Furthermore, the external evaluation agencies were established to conduct the external quality assurance of higher education institutions, and to be the buffer between the Ministry of Education and higher education institutions. The external evaluation agencies oversee and coordinate the evaluation process.

In the comparison of policy implementers, the differences between Finland and Taiwan are:

1. In relation to the steering of national quality assurance policy, the Ministry of Education is the main implementer in Taiwan. Differently, in Finland, accompanying the establishment of steering by result, the Academy of Finland assist MOEOF to conduct the relate quality assessment and impact analysis in national research development.

2. Due to the number of higher education institution in Taiwan and the division of evaluation, there are two different agencies in Taiwan—TWAEA and HEEACT, which are responsible for different evaluations.
3. Although self-evaluation is a common element of quality assurance, but it can vary considerably in scope, focus, and process (Brennan, 1999: 222). The self-evaluation in Finnish higher education institutions is focused on the evaluation of quality assurance system. Self-evaluations are conducted in higher education institutions in Taiwan as well, while teaching, research, service, counseling, administration, and student participations are the focuses of evaluation.

5.3.3. The comparison of approach and criteria in quality assurance policy

Regarding the development of internationalization, there are two facets in the national quality assurance policy which need to be discussed—the national quality assurance steering and the national evaluation of higher education institutions that are conducted by the evaluation agency.

1. The comparison of the national quality assurance steering

In relation to internationalization, the approach of quality assurance policy in Finland and Taiwan is different. In Finland, the MOEOF and each higher education institution conclude the performance agreement. The performance monitoring system, notably KOTA and AMKOTA database, are important tools of the steering system. With the steering by result strategy, the autonomy of institutions and the competition between institutions are increased (Hölttä, 2003). The governance in Taiwan's higher education system changed from nationalization to marketization in the late 1980s (Mok, 2002). To ensure accountability for the use of public funds and to stimulate competition between institutions, the strategy of performance combined funding assistant has been conducted in the ministerial steering of quality assurance (cf. MOEOT, 2006; 2005b). Yet, there are three differences between Finland and Taiwan in the national quality assurance steering:

- (1) The performance indicator of the monitoring system is not well established in Taiwan yet.

Despite that the ‘Quantitative Information System for the Evaluation of University’s Affairs’ is established in 2004 (TWAEA, 2004b), the main purpose is to generate information for the evaluation of TWAEA. It is not necessary for the higher education institutions to update the data after the evaluation every academic year. Therefore, it is still under development.

- (2) In Taiwan, the main goal is to stimulate competition between higher education institutions in the process of steering. In Finland, the mechanism of competitive project funding for academic research is established and used both in the higher education institutions and programs as well (Nieminen, 2005). However, the mechanism of performance agreement is a specific characteristic in the Finnish quality assurance policy.
- (3) Due to the different approach of quality assurance between Finland and Taiwan, the international activities that are comprised in the Finnish monitoring system are stressed in evaluation of higher education institutions and programs in Taiwan.

2. The comparison of the approach of evaluation agency

The approach and criteria of the coordinating agencies in Finland and Taiwan is different. In Taiwan, the evaluation agencies adopt the approach of accreditation. Hämäläinen, et. al. (2001) point out that the term, accreditation, is not a very precise one. According to their well-developed set of definitions, the way this term is used in Taiwan contains the following characteristics. First, it is an ‘official’ accreditation, which means the accreditation is given by governmental delegated agencies. Second, the accreditation gives acceptance (or not) that a certain standard is met in a higher education program or institution. Therefore, it involves a benchmarking assessment. Third, it contains a series of follow-up procedures, combined with the exit mechanism of higher education institutions. Therefore, the role of the evaluation agencies is those of controller of quality.

Finland has prioritized audits since 2004. Audits do not only address the objectives or operative results as such, but also evaluate the process used by the higher education institution to manage and

improve the quality of its education and other activities (FINHEEC, 2007: 27). For higher education institutions, to meet certain requirements of the quality assurance process, the auditing targets and audit criteria have been devised in the auditing process. The most important aim of the audits is “to support the quality assurance system development of higher education institutions to meet the European quality assurance principles, thereby promoting the competitiveness of the Finnish higher education institutions in the global education market” (FINHEEC, 2007: 10). Hence, from the institutions’ point of view, the role of FINHEEC is more like a supporter of quality assurance.

With respect to the main function of quality assurance, the approach of accreditation represents the emphasis upon accountability orientation in Taiwan’s evaluation agencies. Caused by the rapid expansion of higher education institutions, the quality and financial stringency are the challenges for the development of higher education in Taiwan (Wang, 2003). As a response to the challenges, Taiwan’s government resorts the accountability of higher education in the quality assurance evaluation. According to the research of Trow (1996), accountability is an alternative to trust. The interviewees of higher education institutions in Taiwan reflect this anxiety. Unlike Taiwan’s approach, the audit of FINHEEC is primarily based on the quality improvement orientation. Trust and the autonomy of higher education institutions are highlighted. However, the stress on trust as a key element of the audit approach does not imply the neglect of accountability. For MOEOF and the Academy of Finland, the accountability of higher education institutions is the center of national quality assurance steering.

With respect to the criteria of evaluation, regardless of the approach, all of the agencies have determined the criteria of the evaluation. If the higher education institutions do not meet the criteria, they need to re-audit in Finland. In Taiwan, the higher education institutions need to re-evaluate, and the following measures will be taken by the evaluation agencies and MOEOT. Taiwan’s follow-up procedure is combined with the exit mechanism, which means if the higher education

institutions or the programs fail again in the follow-up review, they are obligated to close down.

Except the differences of the approach of evaluation, it is apparent that the basics of the evaluation process are almost the same. Quality assurance in Finland and Taiwan involves the following four activities: (1) Determining evaluation aims, standards, criteria/indicators; (2) Self-evaluation and gathering data; (3) Implementing an external evaluation; and (4) Publishing reports of findings. The comparison of the approach and criteria of different evaluation agencies can be presented in Table 12.

Table 12: The approach and criteria of different evaluation agency

	FINHEEC	TWAEA	HEEACT
Approach	audit	accreditation-like	accreditation
Criteria	<ul style="list-style-type: none"> ● Absent ● Emerging ● Developing ● Advanced 	<ul style="list-style-type: none"> ● performed well ● performed weaker 	<ul style="list-style-type: none"> ● Approved ● Further evaluation required ● Not approved
Indicator of internationalization		degree of internationalization	
The other items of evaluation that related to internationalization	international services	The amount of publications in SCI, SSCI, AHCI, and EI (performance indicator)	<ul style="list-style-type: none"> ● The proficiency of foreign language ● The development of student's international view ● The participation of international learning activities ● The encouragement of academic staff and students to participate the international academic or innovation activities

From the comparison above, the international mobility of students and academics, the international quality of research etc. have been emphasized in the national steering and evaluation process. On the other hand, it is worth noting that the policy instruments are deeply rooted in the national context. The audit approach in Finland, and the accreditation approach combined the exit

mechanism in Taiwan are the considerations of the status quo or the tradition of their higher education systems.

5.4 The comparison of policy linkage

Concerning the cooperation of different quality assurance agencies, one of the auditing targets is to be the interface between the quality assurance system and the management of steering of operations. It reflects that the linkage between the different Finnish quality assurance implementers has been emphasized in the national policy. In Taiwan, TWAEA is responsible for the evaluations of science and technology universities. HEEACT takes charge of the evaluations of general universities and colleges. The final reports of the agencies will be delivered to MOEOT as policymaking reference. Hence, both in Finland and Taiwan, the evaluation agencies have to cooperate with other quality assurance implementers.

The other question can be identified from the policies of economic growth, the political and cultural link with international community. The cases of Finland and Taiwan have both showed that internationalization of higher education is strongly connected with the economic and political development. Callan (1998) has argued that internationalization has been a policy, a process, and an educational value in European countries. According to the study of Finnish national quality assurance policy, internationalization is a driving force for the adoption of an auditing model. The internationalized higher education is connected with the political consideration and economic development. According to the study of Taiwan, internationalization is also embedded in different policies. The addressing of internationalization in the national policy of quality assurance is not a separated and passive reaction, but a consideration of the wider social, economic and political forces.

5.5 The comparison of policy performance

In terms of the policy performance, under the impact of internationalization, the national quality assurance policies of Finland and Taiwan have emphasized the importance of student mobility and research performance. The similarities in their policy performance can be presented as following.

1. Based on the case studies of Finland and Taiwan, international development is integrated with the quality assurance system. Both Finland and Taiwan have comprised international activities in the quality assurance system, such as student mobility, researchers' visiting abroad, etc. Besides, the international experts have joined the quality assurance evaluation panel or as members of international audit groups.
2. Student mobility in higher education is increasing. The number of incoming and outgoing students has increased in Finland and Taiwan.
3. The quality of research is enhanced. With respect to the international publication and international cooperation of research, Finland and Taiwan have showed progress.

Nevertheless, the differences in the policy performance between Finland and Taiwan based on the comparative analysis are the following.

1. The difference of student mobility

In Finland, the most commonly used mobility scheme is the Erasmus program of the European Union. Erasmus students account for 76 percent of all inward mobility students. The most popular target countries for outward mobility are Germany, United Kingdom, Spain and Sweden (CIMO, 2007b). Yet, in Taiwan, the most popular target countries for outward mobility are English-speaking countries, especially the United States. Except the English speaking countries, Japan is the second

most popular target⁹ (Bureau of International Cultural and Educational Relations, 2007). Moreover, the inward mobility students are mostly from Asia (MOEOT, 2007g). There are several reasons for this difference. First, regional cooperation and political relationships are important factors for student mobility. The European Union’s Erasmus program is a good example. Second, Asian higher education is deeply influenced by the U.S. academic system (Altbach, 2004: 18). Finally, international student mobility and international student exchange need to be considered in the economic reality. In the study, one of the interviewees mentions that “compared to European universities, the cooperation with Africa or Asian universities needs more resources and is time demanding” (Field interviews with UTA).

2. The difference of the international impact of research publications

The international publication of research results is a significant indicator in understanding the performance of research, and the internationalization of higher education research. The amount of Taiwanese published articles in SCI, SSCI & EI is more than those of Finland in 2007 (see Table 13)

Table 13: The amount of Finnish and Taiwanese publications in SCI, SSCI & EI in 2007

	Finland		Taiwan	
	Amount of publications	World ranking	Amount of publications	World ranking
SCI	8,454	25	12,315	20
SSCI	1,308	19	1,548	16
EI	2,755	27	13,502	11

Source: MOEOT (2007d, 2007e & 2007f)

⁹ Based on the statistics of the application of student visa in 2007 (Bureau of International Cultural and Educational Relations, 2007), the first main receiving country is the United States (14,916 students). The second is the British (7,132 students). The third is Australia (2,570 students). Japan is the fourth (2,424 students).

Yet, according to Thomson Scientific Database, Finland's publications have a stronger citation impact. Compared to the world average of the twenty-two fields in the Thomson Scientific Database, the relative citation impact of Finnish publications are on equal standing or higher than world average in sixteen fields in 2002-2006 (Thomson Scientific, 2007a). On the contrary, the citation impacts of Taiwanese publications are lower than world average in all the fields from 2001 to 2005 (Thomson Scientific, 2007b). Of course, one can argue that the citation impact of the publication in one international database is not equal to the performance and quality of the research outcome. Nevertheless, from the perspective that quality is much more important than quantity, it reflects another important dimension for the evaluation of research quality.

5.6 The comparison of policy challenge

A number of questions and challenges arose during the process of integrating internationalized higher education into the national quality assurance policy. In relation to the challenge of policy, both Finland and Taiwan have to take the challenges to make the procedure and outcomes of quality assurance more visible and creditable. The increasing international competition and cross border education highlighted the need for mutual understanding of the quality of higher education (van der Wende, 2001; OECD, 2004). Despite the international audit or international evaluation that has been adopted in the national quality assurance policies, the language translation and the additional workload still need to be taken into account. Besides, another similar challenge is the insufficiency of international services and support information at the institutional level, which can attribute to the language differences and the lack of available resources.

In Finland, the follow-up procedures of quality assurance are not clear and transparent enough in the auditing process. Consequentially, it is disadvantageous for Finland to let the other countries realize the quality assurance process.

For Taiwan's national quality assurance policy, the standardized quantitative performance measurements caused problems of the approach and evaluation indicator. The standardized indicator or index of internationalization in the evaluations enforces the higher education institutions to meet the conformity in standards and accountability without taking the differences within programs and institutions into consideration. Furthermore, in terms of the internationalization of higher education, internationalization is not equal to Americanization. The critical reflection of academics has mirrored a more broader and open-minded orientation to the international community and other cultures is necessary.

5.7 Conclusion

In conclusion, the impact of internationalization has influenced the national quality assurance policy of Finland and Taiwan in several ways. Based on the comparative study, the policy problems are mainly caused by the changing international environment. Correspondingly, the variety of policy objectives are identified through the policy making process.

Pawson and Tilley (1997) suggest that the prevailing social contextual conditions are crucial for the evaluation. Regarding the policy maker and policy instrument, the prevailing social context, especially the characteristics of the higher education system, play a pivotal role. Traditionally, the Ministry of Education in Finland and Taiwan are the main policy makers of higher education. Hence, the MOEOF and MOEOT are the main policy makers of the national quality assurance policy related to the development of internationalization. The above comparative study of Finland and Taiwan has showed the different approaches in the quality assurance process. In Finland, auditing is the main approach. In Taiwan, both of the two evaluation agencies have adopted accreditation, and combined the exit mechanism of higher education institutions. The differences between Finland and Taiwan also reflect the different international and national context

background.

Accompanying the initiative of internationalization, the international development is integrated with the quality assurance system in Finland and Taiwan. Besides, the student mobility and the international publications have increased. These are the performance of policy. It is worth noting that the difference of international student mobility between Finland and Taiwan can be explained by the influences of the regional and political impact, and the consideration of economic reality. Furthermore, considering the performance of the research quality, the citation impact is another index for quality assurance policy.

Finally, due to the different approaches and social context, Finland and Taiwan have to face the challenges caused by the quality assurance policy. However, under the impact of internationalization, both Finland and Taiwan have faced the challenges of visibility and creditability. How to make quality assurance of higher education more visible, and to let the international society understands that the national quality assurance procedures are serious and comparable processes. These are the key issues for the development of quality assurance policy.

6 CONCLUSIONS AND DISCUSSION

This chapter will first briefly summarize findings based on the empirical studies. Then, the implication for the further development of internationalization in higher education, and the implication related to the quality assurance policy will be discussed. Finally, the issues for further study will be raised.

6.1 The major findings of the study

In light of the above chapters, the major findings of this study can be summarized as follows.

1. The impacts of internationalization on quality assurance policy have been identified.

From the political, economic, cultural/social, and academic consideration, the general impacts of internationalization on quality assurance policy have been explored in this study. Accompanying the international activities, the transparency, the comparability, the accountability, the enhancement of performances for international competition, and the different approaches for quality assurance are stressed and implemented in quality assurance policy.

In addition, the empirical studies of Finland and Taiwan have clearly evidenced the impacts of internationalization on specific national quality assurance policy. The link between internationalization and quality assurance used to be missing, and internationalization and quality assurance used to be two separate fields of action in higher education (van der Wende, 1999; van Damme, 2000). However, during these years, this link is being established for the changing international environment in Europe. The Bologna process and the following quality assurance initiatives at European level are the driving forces in Europe (van der Wende & Westerheijden, 2001). The case study of Finland reflects the integration of internationalization and quality assurance in higher education at European level. The other case study of Taiwan demonstrates the

link has also been established outside Europe so as a response to the international changing environment.

2. Quality assurance in higher education has been presented as a means to spur the internationalizing higher education —comparative findings

Under the impact of internationalization, both Finnish and Taiwanese quality assurance policies have emphasized the dimension of internationalization. There are three common features of their emphases. Firstly, the internationalized activities have been encompassed in the quality assurance policy. For instance, student mobility and international research publication and cooperation are emphasized in both Finnish and Taiwanese quality assurance policy. Secondly, international expertise is stressed in the quality assurance process, for instance, the international audit of Finland and the international evaluation experts of the evaluation panel in Taiwan. Thirdly, both Finland and Taiwan have addressed the importance of international competition and cooperation in the quality assurance policy. It became clear that enhancement of quality facilitates the development of internationalized higher education. Quality assurance is not an aim in it self. The quality of higher education plays an important role for the international competition and cooperation.

The main difference between Finland and Taiwan is the approach in the external quality assurance process. For Finland, FINHEEC adopts the audit approach to evaluate the quality assurance systems of Finnish higher education institutions. The main reason for the adoption of audit approach is to demonstrate the external quality assurance process to achieve the standard of ENQA. For Taiwan, accreditation is the main approach of the evaluation agencies. The accountability and the excepted standards are stressed in the quality assurance process.

3. The synergy within national context, regional impact and internationalization on national quality assurance policy — comparative findings

As Altbach (2006: 123) argues, internationalization with much room for initiative, institutions and governments can choose the ways in which they deal with the new environment. The comparative study of Finland and Taiwan has shown that the national contexts are crucial for the development of internationalization in quality assurance policy. In addition, the cultural and political influences of the region have strong impact on the national quality assurance policy. Hence, based on the case studies of Finland and Taiwan, the national quality assurance policy is a synergy of national context, regional impact and internationalization. As a result, the national and regional contexts are the fundamental contexts for the international mutual comprehension.

Moreover, it is obvious that the synergy within national context, regional impact and internationalization is the interaction of different concerns and rationales. These have also proved the usability of the theoretical framework presented in this study in understanding the impacts of internationalization on the quality assurance policy through four dimensions—political, economic, cultural and academic.

4. The highlight of the international competition in the quality assurance policy at governmental level

From the interviews and the related plans of governmental quality assurance policy, international competition has been stressed as the main concern in enhancing the quality of higher education both in Finland and Taiwan. The highlight of international competition presents the change in priority of the different rationale. In addition, the interviewees expressed more concern about the international services and international cooperation at the institutional level. These two phenomena need to be considered in the analysis of the impacts of internationalization.

6.2 Lessons from Finland and Taiwan — the strength and weakness of the quality assurance approaches

There is a great deal of variation in the national quality assurance adopted approaches and models. In principle, the rationale to adopt different approaches is based on the national context. Based on the empirical study of Finland and Taiwan, the strength and weakness of the quality assurance approaches can be drawn as follows:

1. Lessons from Finland

For Finland, audit is the main approach, which judges the process of quality assurance and the monitoring system of an institution. Since the audit approach focuses on quality assurance processes, “it does not lead to certification of or compliance with an expected level of quality, neither to comparability of such levels of quality, which is the case of standard-base quality assessment” (Martin & Stella, 2007: 51). Besides, Finland’s example shows that the link between audit approach of quality assurance and the Ministerial monitoring and steering is a loose link right now. The connection of these two systems needs to be strengthened. Combining different purposes and approaches of quality assurance in the national policy is a challenge for Finnish quality assurance of higher education.

2. Lessons from Taiwan

Accreditation is the main approach of quality assurance in Taiwan, which enforces the conformity of higher education institutions to standards and accountability. The shortcoming of this mechanism is that “it is not very effective in weeding out unacceptable levels of quality, because it focuses on those institutions and programs that are already of more than acceptable quality” (Ibid, 51). Therefore, except quality control, the strategies of quality improvement and development need to be reinforced. As discussed above, by linking quality assurance to the development of

internationalization, both the process and outcome of quality assurance are significant. Despite the accreditation approach of quality control, it is necessary for Taiwan's policy makers to consider how to assist higher education institutions to establish a reliable and adequate internal quality assurance systems. Because the exit of unqualified institutions is not sufficient to face the increasing international competition, institutions have to continuously monitor and improve their performance in the international arena.

In brief, the lessons of Finland and Taiwan demonstrate that the functions of improvement and accountability are both important for the quality assurance system to respond to the changing environment. This just proves what Jeliaskove and Westerheijden (2002: 434) have argued:

Quality assurance systems need to be able to evolve, while maintaining the delicate balance between the functions of improvement and accountability, even if all other conditions (i.e. external aspects) remain equal.

6.3 The implications for development of quality assurance policies as response to internationalization

Based on the research findings, two implications for the development of quality policy are raised. These implications are relevant for both Finnish and Taiwanese contexts, and hopefully are of help in other places as well.

1. The need for transparent and credible information in quality assurance.

Qualification of higher education should be transparent and credible in order to increase their international validity and comparability. The examples of Finland and Taiwan have raised the transparency and credibility of quality assurance policy as the challenges for the further development of internationalization in higher education. In line of this study, two suggestions are

proposed.

First, the evaluation of quality assurance has to be demonstrated as a serious process to the international audience. The technical issues like composition of evaluation group, and the follow-up procedures and so on need to be feasible and reasonable. Furthermore, international expertise and the evaluation reports in different languages are helpful to validate the outcome of quality evaluation. Owing to the extra cost and increasing workload caused by such activities, higher education institutions are likely to avoid these procedures. Thus, the relative incentives are crucial for higher education institutions to positively act on the policy.

Second, the outcome of quality assurance policy should be comparable and objective. The recognized qualification is important to facilitate international student mobility (OECD, 2004: 272-273). Deliberate and reliable criteria of quality assurance are essential in enhancing the international understanding and recognition. According to the empirical study of Taiwan, the substantial differences within the variety of academic disciplines should be taken into account in the national policy; otherwise they will diminish the reliability and acceptance of quality evaluation.

2. The new challenges for national quality assurance need to be concerned in policymaking process.

While quality is a common concern in the international cooperation and competition, this development poses new challenges for national quality assurance policy and agencies.

- (1) The transformation of Finnish quality assurance in these years provoked the impacts of international and regional activities on national policy. As stated above, the national quality assurance policy is a synergy within national context, regional impact and internationalization. Consequently, national quality assurance policy is confronted with the

challenges from supra-national demands and practices. A similar point can be found in other studies (cf. Enders, 2004; Livingston, 2003).

- (2) National quality agencies are developed by and embedded in the national education system. Accompanying the trend of internationalized higher education, national quality assurance agencies can not avoid understanding the work carried out by other national or international agencies. For the internationalization of quality assurance, to cooperate with the other national or international agencies is necessary (Field interview with FINHEEC). As a result, the mutually acceptable standards need to be considered and stipulated. In addition, quality convergence of different national agencies will be discussed and concerned (e.g. Crozier, Curval & Hénard, 2005). The possibility and difficulty of these activities are another challenge for national quality assurance policy and agencies.
- (3) The international benchmarking or related ideas, like international research impact have been used in the national quality assurance policy of Finland and Taiwan. On the one hand, as discussed above, the proper methodology is essential. On the other hand, the legitimacy of the international benchmarking needs to be defined. Because legitimacy is a key factor to determine the impact of quality judgments (Brennan, 1997). Alternatively, quality assurance agencies need to offer suitable incentives to encourage these activities.

6.4 Key questions for further study and policy development

In addition to the new challenges for national quality assurance policy and agencies mentioned above, two key questions for further study and policy development arose during the process of this study.

1. The changing role of higher education institutions needs to be studied further. Trust, market and accountability are three fundamental ways in which higher education institutions are linked to their surrounding societies (Trow, 1996). As quality assurance is strongly developed and emphasized in view of the international competition at the national level, the influence of the market is more powerful than before. When international competitiveness is stressed by the Ministry and quality assurance agency, maintaining the traditional value of trust in higher education will be a challenge. What role will higher education institutions play, especially in countries like Finland, which highlight trust and quality?
2. The evolvement of Finnish and Taiwanese quality assurance policy needs to be studied further. In order to stimulate the internationalization of higher education, the quality assurance system has played a significant role. Both Finland and Taiwan have developed related quality assurance policies in these years. However, after the same model of quality assurance and evaluation continued for years, the problem of routinisation, bureaucratization and window-dressing are likely to follow (Jeliazkove & Westerheijden, 2002). The case study of Taiwan has presented the question of window-dressing. Hence, in terms of internationalization, how national quality assurance policy can avoid these dangers will be another issue for further study.

Based on the findings, quality assurance plays an important role for the development of internationalized higher education. However, accompanying the internationalization of higher education, new challenges have arisen from the development of quality assurance policy. Against this background, the more empirical research of quality assurance policy is worthwhile for mutual understanding. In addition, the international aspects of quality assurance are necessary for further studies.

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APPENDIX 1: THE INTERVIEW QUESTIONS FOR NATIONAL EDUCATION AGENCIES

1.	With respect to higher education, how do you define or understand internationalization? What are the main elements?
2.	What are the most important aspects of internationalization in Finland (Taiwan), and why?
3.	What are the main problems the current quality policies intend to address? How are these related to internationalization?
4.	In terms of the current quality assurance policies, how have the issues related to internationalization affected the policy making process?
5.	Who are the policy makers involved in the policy making process?
6.	What other national policies are related to the quality assurance system and the implementation of the system?
7.	In promoting the internationalization of higher education, what is the role of your organization?
*For transnational education and related issues such as consumer information and protection, what is the responsibility of national-level quality assurance agency?	
8.	Does your organization cooperate with other organizations to evaluate the internationalization of higher education institutions? And how?
* What approaches are used in the evaluation of higher education quality?	
9.	The audit model was developed in 2005-2007, what is the main reason to adopt an audit model?
10.	In the action plan (2004-2007), the international perspective is one principle of operation. What is the meaning of 'international perspective'?
11.	Through the development of internationalization, has the quality of higher education institutions been promoted?

12.	For the development of internationalization, what are the main challenges or shortcomings for the current quality assurance policy?
*Is there a tension between the fact that while higher education is becoming more international, but quality is still mainly being assessed in the national context?	
13.	In terms of the internationalization of higher education, after the implementation of the quality assurance, what is your reflection on the content and process of the quality assurance policy?

APPENDIX 2: THE INTERVIEW QUESTIONS FOR INSTITUTIONAL ADMINISTRATORS

1.	Internationalization has been a world trend in higher education. However, for different country and different education level, its definitions are different. With respect to higher education, how do you define or understand internationalization?
2.	In your institution, what are the most important aspects of internationalization?
3.	According to the Ministry of Education, the higher education system is being developed as an internationally competitive entity capable of responding flexibly to national and regional needs. In terms of your institution, what are the influences of this policy?
4.	In terms of the development of internationalization, what are the procedures or strategies that your institution uses?
5.	Since 2005, the Finnish quality assurance system changed to use the audit approach. In the auditing targets, ‘international services’ is emphasized in the support services. For your institution, what are the main aspects and strategies of international services?
6.	What are the challenges for your institution to develop internationalization currently?
7.	As an administrator of a higher education institution, what is your reflection on the audit (accreditation) approach of quality assurance? What is the advantage of it? And what is the challenge of it? Like the problem or weakness of the procedure or the criteria?
8.	According to the audit manual of FINHEEC, the most important aim of audits is to support the higher education institutions to meet the European quality assurance principle. In terms of your institution, what is the influence for your institution?
9.	Through the development of internationalization, what are the benefits and risks for the quality of higher education?
10.	‘International services’ is very important in the auditing process, what are the main aspects of international services in your quality assurance policy?