

# Cross-National Study on Academic Organizational Reforms in Post-Massification Stage

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Akira Arimoto\*

We need to clarify in this tentative proposal the basic viewpoint regarding the international project on higher education we are undertaking with cooperation of six countries: China, Germany, Japan, Singapore, Switzerland and the U.S.A. The relation between education and economic growth has become a kind of shared theme to discuss by attendants of both developing and advanced countries, because it has become an increasingly important issue in the field of higher education. Universities and colleges constitute the central part of higher education today; their growth and societal growth are determined each other by mutual interaction. Society cannot develop at all without a sufficient working of academic institutions and vice versa.

For the development of academic institution, therefore, how to construct an organization coping with social change is an inevitable question; and on the other side, it is manifest to say that success or failure of academic organizational reform will have a strong effect upon each country in its cultural, social, and economic development.

In this sense, we need to focus attention in this study on higher education on the theoretical and positive understanding of academic reforms in response to social change among the six countries, observing comparatively the real situations, problems, and subjects in each country.

## I. Background of study

1. A mutual relationship between higher education and economic growth is well testified in the fact that the social function of academic institutions usually has correspondence with economic growth (Hüfner,1993). Educational institutions have a mutual relation with social institutions and therewith a deep relation to economic institutions. Higher education is defined by economics as well as economics by higher education. For example, the economic institutions expect the higher education to train manpower which has the profound knowledge and ability to contribute to economic growth, but equally higher education demands that the economy provides return of income and affluence to meet with such trained manpower. Likewise, developments of knowledge, information, and technology through research made by academic researchers on campuses may contribute to economic growth. Service activity provided by

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academic faculty also brings about, directly or indirectly, a great deal of knowledge, information, and technology leading to economic development.

2. Recent social change has brought with it much change in universities and colleges through a variety of effects which include information-orientation, internationalization, retrenchment, student population decrease, etc. In particular, these effects emphasize the connection between economic change and academic change. Historically speaking, social economic growth naturally brought about academic growth, successfully leading to development from education for an elite group to education for the masses. The recent rise of economic retrenchment, however, is gradually resulting in academic budget contraction, so leading to rationalization of academic administration and management. According to Martin Trow's model (Trow, 1974), the universal stage is anticipated to locate after massification, but this ideal final stage seems to be hardly realized by the effect of emerging low economic development. We need to define the present hesitating phenomenon, which is potentially hesitating and groping for a universal stage, as a post-massification stage deriving from the massification stage (Cf. Ehara, 1994).

In Japan, for example, this trend is proceeding profoundly in the 1990s, though it already become evident around the second half of the 1970s. At this stage the relation between society and academe is apt to become so critical to the extent that academic reform is proclaimed as a perspective of social accountability and relevance of academe. Post-massification stage stays in the process of groping for universal stage under difficult conditions caused by social and economic depression. Higher education in the 1990s is increasingly facing a time of trouble, as Clark Kerr discussed (Kerr, 1994), as involving a unique combination of (1) intense interaction of higher education with society, (2) dominant initiative of society, (3) limited overall agreement on goals and methods, and (4) potentially prolonged and rising conflict—a "time of troubles." We cannot deny basically that similar kind of phenomenon is also recognized in Japan. Under these circumstances, the academic growth model dominant at the massification stage should be reconsidered in response to the emerging retrenchment.

As is expected, the social expectations of academe have gradually expanded within modern society, since universities and colleges are located in the midst of an information-oriented society with knowledge production and dissemination at their central function. On the other hand, universities and colleges will lose their *raison d'être* unless they can respond adequately to such social expectations, since they are increasingly dependent on financial support and cooperation from society. Depression of academic budgets caused by societal low economic growth, compels universities and colleges to reconstruct their structures and functions to cope with the new situation. The outcome of such reconstruction and reform is expected to have

some effects upon social economic growth and vitality in all countries facing the same kind of context, and hence the problem of academic organizational reform becomes a shared theme to discuss among the six member countries in this international project.

3. In every country facing the kind of social change which includes more or less economic retrenchment, some modification and shifting of academic policy may be observed. Each country must construct a concrete academic policy from a new viewpoint, in so far as the development of country substantially depends on academic organization through its development of such realms of function as teaching, research, and social service. Of course, some differences are recognizable in the real situations of higher education between those countries still standing at the stage of achieving massification as seen in China and Singapore and those countries which have reached the post-massification stage: considering the different situations distinguishable among countries and paying much attention to such countries, we can especially observe in U.S.A. and Japan that innovative efforts are proceeding with new emphasis and direction beyond the massification stage.

In Japan, reflecting on the factors of economic rationalization and the decrease of numbers of the traditional eighteen-year old students, the national government has resumed the review of academic policy since 1991 when MOE (Ministry of Education, Science and Culture) introduced new guideline for establishment of higher education institutions by 1991 Ordinance No. 28 of the MOE (Cf. Kotokyoiku Kenkyukai, 1992). Some traits can be recognized in this policy: deregulation of the procedures for establishment of academic institutions and their management; stress on qualitative development; reinforcement of self-reform; consideration of liberalization, individualization, and rationalization; introduction of marketplace principles and hence competition among institutions; encouragement of academic evaluation. It is manifestly and latently stressed in recent statements of academic policy that every institution is increasingly expected to think about survival under the changing circumstances.

4. Academic organizational reform is made necessary by environmental factors inside and outside the academic institution (Arimoto, 1994). As pointed out above, the external factor mostly constitutes of social change as well as government academic policy. In fact, by ignoring social and governmental demands and failing to pursue accountability, a modern academic institution is unlikely to survive. Focussing on internal factors, on the other hand, there have accumulated so many conflicts within campuses that attempt to solve them cannot be postponed anymore. In Japan, the period of campus dispute lasted for several years in the 1960s; and in the massification stage, students protested the discrepancy between quantitative and qualitative development of higher education. Insufficient reforms were instituted then on

almost all campuses, though academic organization was faced with reform of its structure and function so as to achieve the massification of higher education replacing provision for an elite.

The sort of cultural lag that occurred is clearly demonstrated by the fact that a self-study apparatus within universities and colleges in Japan was established only at the Research Institute for Higher Education, Hiroshima University, in 1992. This exceptional case lasted for approximately twenty years until the establishment of similar apparatus at Tsukuba (1986), and recently at the following institutions: Kobe (1993), Tokyo (1993), Tohoku (1993), Niigata (1994), Kyushu (1994), Kyoto (1994), Hokkaido (1995), etc.

Another case is also demonstrated in the fact that the reform of general education has scarcely taken place even today. In the 1960s, corresponding with enlargement and diversification of the students, the necessity was recognized for placing general education into the whole campus instead only into one course or Faculty of General Education. No remarkable reforms, however, were made then except in Tsukuba University and Hiroshima University, especially at the level of national university sector. In addition to this, the reform of curriculum, teaching method, and teaching facilities, stayed under developed with maintenance of a traditional lecture style and method, suited mostly to the phase of elite stage of higher education where innovation of curriculum and teaching methodology to cope with student diversification was mostly ignored. Still more important to say, academic organization started after the War has been kept until today without great reformation, though it was started on the basis of the academic disciplines needed then.

Of course, during the half century until today, the content of academic disciplines has had to change so as to reflect progress, and due to the progress of disciplinary change new arrangements of the traditional organization of chairs, departments, and faculties have been created. But this kind of climate does not lead to solution of internal conflict within an academic organization. Universities and colleges throughout the World standing on the massification stage of higher education are more or less faced with similar situations where there exists an accumulation of structural conflict and lag to be solved sooner or later.

There are two ways of approaching solutions to these subjects: government-led reform, intrinsically having a bureaucratic and unified direction; individual institutional reform with an individualized and diversified direction. Each country has its own characteristics regarding the trait of reform in this respect. In Japan, for example, the national government is stressing that the individual institution's own initiative should work effectively to overcome the gradual decrease of approximately 800 thousand traditional student population during the coming twenty years. Introduction of deregulation policy by the government, as in 1991 ordinance as indicated above, means that development of academic organization is not possible during the retrenchment period without stimulating competition among institutions to conduct organ-

izational reform independently and voluntarily by introduction of the principle of marketplace orientation and of liberalization.

## II. Purpose of study

### 1. Purpose of the project

The purpose of this project is to identify academic organizational reform at the massification stage by a cross-national perspective. Therefore, considering the transformation of the relation between social change and academic institution as described above, we should like to identify the real situation of each country at the massification and especially post-massification stage. The justification can be summarized along the following lines.

(1) Demand for rationalization and accountability is derived from both society and academic institution.

(2) In universities and colleges, stress is placed on the performance of social contributions by conducting research, teaching, and service activity on the basis of the logic of academic discipline and hence pursuing academic autonomy and freedom.

(3) A kind of pressure caused by the conflict and reinforcement between the perspective of social demand as indicated at (1) and the perspective of institutional demand as indicated at (2) is to be reflected in real reforms.

(4) Transformation from the old to new organization exists in the reflection of these three facets of (1) (2) and (3).

Considering these facets, we need to clarify how academic policy useful for the 21st century can be formed by observing the process of academic organizational reform in each country; and also clarify the mutual interaction of academic reform and societal development by analyzing the processes intrinsic to each country from an international comparative perspective.

### 2. Elements of Academic Organizational Reform

Basic elements constituting academic organization and their intrinsic nature should be focussed on through observation of the transformation processes of academic system and organization. This study emphasizes that academic work such as learning, teaching, research, and service, basically consist of knowledge, or application of knowledge as material and mediation. In other words, we need to pay attention to the nature of knowledge, to scientific knowledge, and the academic discipline and hence to the following elements.

(1) The function of knowledge is mainly divided into four parts: discovery and invention, dissemination, application, and control, as indicated by Table 1. Accordingly, analysis of reforms acquired in the four phases –research, teaching, service, and administration and

management organization—is indispensable.

**Table 1. Function of Knowledge and Academic Organization**

function of knowledge	academic organization
discovery of knowledge = research	research organization
dissemination of knowledge = teaching	teaching organization/curriculum arrangement
application of knowledge = service	service organization
control of knowledge = administration	administration and managerial organization

(2) The realm of knowledge is mainly divided into two parts: sequence and scope. This division implies a need to set up organizational reform as the object of analysis from the perspective of both knowledge differentiation and integration. The vertical differentiation, caused mostly by sequence, leads to the problem of organization at the level of undergraduate and graduate tiers; on the other hand the horizontal differentiation, caused mostly by scope, leads to organization at the level of chair, department, and faculty. Reform of undergraduate and graduate organization, the relation between structural and functional differentiation and the integration of these two tiers then become the objects of international comparison (Clark, 1983).

Reform of chair, department, and faculty organization, and the relationship between the differentiation and integration of these organizational structures also become the objects of the comparative study. At the same time, the differentiation and integration of teaching and research organization also become the objects of analysis.

(3) At the realm of control of knowledge, the object of analysis is directed to the administrative and managerial organization, in which two types of structure are distinguishable: a centralized structure, controlling knowledge from the top side of the administration; and a decentralized structure, controlling knowledge from the bottom.

The former type is embodied in a trustee committee with a strong trustee and president, while the latter embodies strong autonomy and freedom derived from the faculty meeting (Clark, 1983). In Japan, the private institutions belong to the former type and the national and public institutions to the latter type—though it is said that the national sector is gradually approaching the private sector in the style of control.

We intend to make a comparative analysis of each country with focus on this kind of administration and management mode.

### III. Framework for Comparative Study

#### 1. Effect of Social Change on Academic Institution



(1) The real state of social change may vary with each country, but even so common social change is to be recognized in the following factors: information-orientation; internationalization; lifelong-learning-orientation; academic budget shrinkage; decrease and transformation of the traditional student population. Characteristics proper to each country need to be identified by observation of these factors.

In Japan, for example, on the one hand the social weight of universities and colleges has been increased by environmentally changing demand for them; on the other hand, economic retrenchment has increased so much at both national and local level to the extent that academic system growth cannot be expected anymore on the basis of a traditional massification model.

We need to share a common understanding in this project of how an academic organization encounter the massification and especially post-massification stage. It is necessary for us to make clear the real state of academic organizational reform through observation of the situation of social change in each country and also the problems and subjects which confront academic organizations there at the prescribed state from massification to post-massification.

#### (2) Transformation of Academic Policy and its Characteristics

Demands for academic reform from massification to post-massification stage have been made by national and local governments at policy making level. In Japan, it is most remarkable that the national government transformation introduced into higher education policy a general relaxation and deregulation of academic organizations. Some characteristics are noticed as follows (Cf. Arimoto and Weert, 1994).

In the first place, review of the economic effects of the academic function is to be pointed out. Under the national budget retrenchment, the management and social function of universities and colleges is to be reviewed in terms of economic rationalization and accountability. Actually, serious examination of academic organization (especially its structure and function) has been introduced through various kind of academic assessment from the need for reform on the basis of economic rationalization, efficiency, effectiveness, and accountability.

Second, privatization, or provision for greater expansion of the private sector rather than the public sector is increasingly stressed. In this regard, the private sector is already dominant in Japan, but recently it has been not a little argued that institutions in public sector should be privatized.

Third, deregulation of the establishment and management of institutions is encouraged. A typical example of this policy is recognized in the evidence that every institution can now manage its curriculum with regard to the combination between general and special education content as far as it is consistent with the maintenance of a framework of 124 credit points as a graduation qualification for students.

Generally speaking, it is said that this policy transformation across to a considerable degree

from the way in which control was delegated by governmental to become an institutional initiative in deciding curriculum content. In accordance with this policy, rearrangement of the relationship between general and special education is enforced to be undertaken to the extent that every institution has started to reconstruct or abolish its Faculty of General Education.

Fourth, marketplace principle introduced in the sense that survival of an institution is decided on the basis of achievement of every institution in relation to research, teaching, and social service activity. This is especially true for national institutions and therewith the logic of paternalism or sponsorship of the national government is being reviewed to encourage the self-help management of individual institutions; as a result, the budget allocation method is changing from a balanced allocation to a graded. As a whole, the policy has shifted towards the possibility of natural selection among institutions in accord with a market-directed principle.

Fifth, academic self-study and evaluation was asked to every institution in return for introducing deregulation to maintain a high qualitative standard sufficient for the higher education system. This means a fresh start for the accreditation system which has collapsed for many years despite its introduction into Japanese higher education system immediately after the War (Arimoto, 1993).

Sixth, accountability is stressed under the circumstances that society including government, sponsors, consumers, has something to say about the purpose of university and college; hence the academic reform is going to be driven by the initiative of society rather than university and college themselves. This logic is easily understandable as observed from the side of society but from campus this appears to be nothing but a threat to academics who are the specialists well vested in relevant knowledge. Namely, this contains a component to be considered as a threat not only to the existence itself of academic autonomy and freedom but also the substantial content of academic organization including curriculum, program, teaching, and research. Much attention should be paid to its development.

Observing some characteristics transformation of academic policy, it is not oversimplification to indicate that academic reform was eventually started in higher educational institutions throughout the country as a result of the governmental pressures.

In fact, special committees have been formed in order to consider campus reform by self-study and evaluation and to examine the content of reform itself. In Japanese universities and colleges where self-evaluation systems were not well developed, it is a sign of new reform and this trend must be considered as an important one. This kind of trend, therefore, is to be examined comparatively in the six countries.

Seventh, as a supplementary remark, we can notify that psychological stress of academics has increased in the course of academic reform. Academic people confronted with much

pressure for reform may be gradually revealing psychological burnout phenomena or something like it as a result of their undertaking rapid and intensive reforms.

The Carnegie international survey of academic profession showed some indications of this as far as Japanese academic profession is concerned (Boyer, Altbach and Whitelaw, 1994: Arimoto, 1995b).

## 2. Change of Academic Social Function

We need to make a comparative study on the transformation from the massification toward the post-massification stage in the relevant countries with a focus on academic social function. Topics to be discussed in this area are as follows.

### (1) Relation between General Education and Special Education

Conversion of higher education from quantitative to qualitative development is necessarily proceeding due to the effects of its massification. One immediate consequence, of how to deal with the relation between general and special education has become an important issue (Boyer, 1990). In Japanese universities and colleges, for example, the weight of special education has been elevated to the extent that quite a few people have pointed that weakening of general education is becoming manifest.

### (2) Relationship between Teaching and Research

In general, the research paradigm dominates the modern academic institutions since the German research model was institutionalized into universities; research is apt to be much more stressed than teaching and service among faculty members (Clark, 1995).

In Japan, the weight of academic policy is gradually shifting, at least regarding the formation of faculty organization, from undergraduate to graduate level. Signs can be detected of role differentiation between a teaching orientation mostly seen at undergraduate level and a research orientation mostly at graduate level. Therefore, the creation of role conflict caused by these role differentiations and integration between them are becoming inevitable problems to be solved.

We need to make a comparative analysis of relationship of role differentiation between undergraduate and graduate levels and accordingly that linking teaching and education. In addition to this, considering that service is reportedly said to be ignored more than research and teaching, the view of service has to be questioned against the background that academic institutions are increasingly expected to provide society with various functions.

### (3) Response to internationalization and lifelong learning oriented society

Responding to internationalization, a target of doubling the enrollment of international students, from present forty thousand to 100 thousand in numbers, in universities and colleges in Japan has been established. At the same time, academic functions are expected to provide

more to society and the service function is to be questioned at this turning point, as it is increasingly asked to improve academic organization toward a lifelong learning system including expanding opportunity for adult learners (Arimoto, 1995a).

In addition, it is often suggested that the service function is likely to be ignored among academics if it is compared with teaching and research (Boyer, Altbach and Whitelaw, 1994). These problems, typically observed in Japan, also need comparative analysis.

### **3. Structural Reform of Academic Organization**

To analyze comparatively the structural reform of academic organization in terms of norm, undergraduate organization, graduate organization, and administration organization.

#### **(1) Normative Structure**

This means the aspects of ideals, culture, and the value of academic organizations, and identifying the purposes of university and college education. Every institution is expected to clarify its own ideals and purposes in order to demonstrate its own distinguishable individuality. As Clark Kerr discussed recently, the missions of higher education have been sifted to a considerable degree:" the long-run trends have been (1) from the university to diversified universities of higher education, (2) from one to a few to many assignments, and (3) from service to a few, to many, to most people." (Kerr, 1994b, p.177). We need to identify comparatively the changes in ideals, missions, and purposes of academic institutions in each country facing with a turning point.

#### **(2) Separation of the Graduate from the Undergraduate Organization**

It is said that separation of the two tiers seems to be indispensable to meet with the nature of knowledge. German university, which had kept maintaining nineteenth century type of institution structure until recently, was compelled to introduce graduate courses in 1990s, as discussed by Burton Clark (Cf. Clark, 1995). It is not exceptional especially in Japan in introducing two-tier-system as shown that recent reforms have moved substantially in this direction. Concretely, academic policy for reinforcing the graduate school is taking place by establishment of so-called independent graduate schools: these may take the form of independent graduate faculty as well as independent graduate courses, and allow faculty belonging to the undergraduate tier move up to the graduate tier. This trend means a transformation toward conforming to an American mode which was, in the history of higher education, innovatively institutionalized at the end of the nineteenth century in order to modernize the relationship in some universities between teaching and research structures.

#### **(3) Chair System and Department System**

There are several layers of academic organization: bottom, middle, and upper level. At the bottom level, the operating unit consists of sections such as chair, department, and institute.

The organization at this level is changing at the national universities in Japan where the chair system institutionalized since the former Teikokudaigaku (Imperial University) was established. The Arrangement of the department as well as faculty formation is also changing in Japan. Trends of this kind show that the chair system cannot cope with the development of science under the explosion of knowledge and differentiation of academic disciplines. As a result, interdisciplinaryization and integration so as to meet with emerging new academic disciplines are accommodated by rearrangement of departments and faculty. To coordinate teaching, a major chair is inevitably introduced to overcome the difficulties of making interdisciplinaryization and integration of the curriculum which is caused by the territorial chair system of research involvement. Associated with this trend, it is manifest that newly named departments and faculties have increased at the expense of abolishing and integrating their precursors.

Despite these trends, however, it is said that the traditional academic organization in Japan has a faculty directed arrangement which strongly identifies a logic of research orientation and not that of teaching. Even in the so-called comprehensive universities, many faculties exist but these are essentially professional schools involved in professional and special education, and hence they are not necessarily adequate to provide common general and liberal education for the massified students from the perspective of the comprehensive university (Arimoto, 1995b).

Today, it is evident that general education is increasingly needed at the undergraduate level and hence reform of the organization is inevitable if this situation is to be overcome. The question is how to reform a structure suitable to special education in the realm of a given discipline to that suitable for general education as a common provision for massified and diversified students. To integrate the various disciplines is necessary for both research and teaching so as to meet the needs of a comprehensive university. From this perspective, we need to have a comparative study on the situations in the relevant countries.

#### (4) Reform of Administration Organization

Rationalization of administration organization shows how the organizational logic of industrial society has invaded academic institutions, and it is being reinforced in accord with increased economic retrenchment around academic institutions. Reform is expected to promote integration and cohesion of the whole campus especially at the post-massification stage where an inclination to seek organizational efficiency, effectiveness, and accountability becomes predominant. Comparison is to be made in this regard in relevant countries.

It is supposed that the characteristics of the organization of administration is gradually moving from decentralization to centralization of administrative power. In Japan, faculty autonomy was powerful: the president and deans who are usually elected by the vote of faculty had little power. Recently, however, under the rising rigid economic environment and its effect

upon academic management, the expectation for rationalization of administration and management has been to elevate organizational integration and cohesion. For example, it is typically observed that the power of president has been reinforced by introduction of post of vice-president and of presidential adviser. This trend affects the traditional autonomy of the academic guild.

#### (5) Structure and Allocation of Academic Budget

It is important to clarify the trend of reform by focussing on this issue. The degree of economic rigidity over the retrenchment period has had various effects among the countries participating in this international project. In Japan, national universities are funded by the national budget, while private institutions are funded by student fees and other income though they have some support from the government. In the case of the national universities, severity of the national budget constraints directly affects decision making for the academic budget; while, in the private sector, a decline of student enrollment has the same function. At the present time, both sectors are exposed to the same kind of negative effects. Such effects of the economic situation on academic society needed to be comparatively analyzed.

Moreover, such reductions of academic budget must have direct or indirect effects upon academic functions. Worsening academic income forces an academic organization to reform its function, especially its ability to maintain the substance and extent of its purposes, beliefs, and functions (Zusman, 1994). Which function is to be maintained, reduced or abolished? What factors affect the academic function of autonomy and freedom? Loss of essential functions probably brings about the stagnation of social function, resulting in degeneration. International comparison is needed to clarify these factors.

### 4 . Academic Vitality and Productivity

The concept of academic productivity is used here to provide an index of academic vitality: academic institutions aiming at production and dissemination of knowledge contribute to social development including economic growth through this activity.

#### (1) Academic Productivity

Mainly two types of academic productivity are distinguishable: research productivity with weight on the side of research; teaching productivity on teaching. We need to clarify these two types by observing various factors related to them.

#### (2) Conditions of Academic Productivity

Using an index of academic productivity, we can clarify the social stratification of institutions and countries identifying those institutions standing at the center of learning and those at periphery, as J. Ben-David pointed out (Ben-David, 1977: Arimoto ed., 1994). The social conditions of defining such academic productivity and social stratification include such factors

as politics, economics, social system, academic policy, academic budget, institutionalization of science into the university, academic climate, academic administration and management organization, etc. In the twentieth century, for example, it is often said that the center of learning exists in the United States and it is proved by much evidence. What is the status of this evidence? Why are other countries put at the periphery? What is the state of shift of COE (center of excellence) in each country and also what conditions define such shift? By paying attention to such observations, we can analyze the trend of academic organizational reform in the relevant countries, and through this examination we can clarify the relationship between academic and societal vitality.

### 5 . Inputs and Outputs of academic institutions

Academic reform has much connection with the decline of the student population and the placement of graduates into the job market. In Japan at the stage of massification, the reason why academic reform was not considered seriously was largely due to the continuing gradual increase of student enrollment and also to the favorable and satisfactory placement of graduates. But, both aspects are now confronted with a turning point. A decline in numbers of traditional students and increased difficulty of placement force reforms at both input and output levels of institutions. Even the throughput level – or the educational process from input to output – which has been mostly ignored thus far, should receive attention under such an environmental change.

#### (1) Change of Student Population

We need to clarify the statistical data of the eighteen year-old population and analyze the relationship between changes in the number of enrolled students and access to higher education. In higher education systems throughout the relevant countries and the different types of institutions, various patterns of access can be recognized from rigid requirements to open door access.

Accordingly, the concept of ability and achievement of students eligible for higher education may be said to be diversified through these countries and their institutions. The doors of university and college are not necessarily opened for applicants especially at the stage where academic programs are being reviewed even to the extent of curtailment and closing. In this sense, the appropriate scale of access opportunity needs to be comparatively studied among the six countries.

#### (2) Reform of Entrance Examination

The entrance examination is a subject of importance in considering the input level of the educational process. In Japan, a transformation was made from a system where each individual institution conducted its own examination to a nationally unified system where the national

center for entrance examinations conducts a unified examination. This reform of input, however, was not necessarily linked to a throughput reform within university or college.

The present organizational reform must be intrinsically related to the entrance examination, as it is the reform of the internal structure and function of the academic organization. Which students to select, and how to teach them must be a principal subject of the educational process. Entrance examination, teaching, and graduation are located in the heart of the educational process. In Japan, it is said that despite much attention being paid to entrance examination reform thus far, little attention has been given to clarify the ideals of undergraduate education, or to find students corresponding to such ideals (Cf. Hiroshima Daigaku, 1995). This suggests that reform of the organization of teaching alone is not sufficient to achieve the objectives of the international comparison.

At the same time, it is also indispensable to observe the relation of organizational change to the changing trend of employment. As is seen recently in Japan, where "iceberg age" is named after the current tight employment market for university graduates, the employment rate is going down and fewer job chances are available for graduates, as an effect of economic stagnancy. Hence, career education, ignored thus far, is to be thought again seriously within the campus.

#### **6 . Reform of Curriculum and Teaching in the Classroom**

Related to the above item of 5, reform connected with class teaching is set as a subject of analysis, since if we deal with reform of educational process as an important theme the throughput of students is located at the center of education. Elements to be analyzed there are as follows: curriculum, faculty, student, environment of teaching, etc.

We plan to make a comparative study on some particular aspects of these subjects: structural change of curriculum; specialization and integration of discipline; real state of teaching reform.

#### **7 . Academic Profession and students**

Academic staff, non-academic staff, and students are important factors to be analyzed in this study and we intend to make comparison of these categories in each country as possible as we can. Following items will be used in such analysis:(1) change of population of academic staff, non-academic staff, and students, (2) culture of academic staff, non-academic staff, and students, (3) consciousness and behavior of academic staff, non-academic staff, and students. In the case of study on academic profession, recent Carnegie survey, which the author of this paper is one of collaborators, could provide with reference materials for consideration: major themes included there are as follows: the profile of the professoriate; access to higher education;



professional activities; working conditions of faculty; governance in the academy; higher education and society; international dimensions of academic life (Boyer, Altbach, and Whitelaw, 1994; Arimoto, ed. 1993).

#### IV. Methodology of International Comparison

To make an international comparison on the subjects indicated above, researchers undertaking this project will need to use indexes adaptable to every country. Indexes to be shared in this project are as follows.

##### 1. Indexes for comparison of academic organization reform in every country

- (1) Six countries
  - a. type of post-massification stage (Germany, Japan, Switzerland, U.S.A.)
  - b. type of massification stage (China, Singapore)
- (2) Sectors
  - a. national institutions
  - b. public institutions
  - c. private institutions
- (3) Institutional typology
  - a. research university
  - b. masters-granting institution
  - c. four year institution
  - d. two year institution
- (4) Geographic zone
  - a. urban zone
  - b. rural zone
- (5) Discipline
  - a. humanities
  - b. social sciences
  - c. natural sciences
  - d. engineering

Cross-national analysis is expected to be made by combination of the framework and indexes discussed above.

INDEXES FRAMEWORK	NATIONS	SECTORS	TPOLOGY	ZONES	DISCI- PLINE	OTHER INDEX
social change						
social function						
structural reform						
input/output						
curriculum/class						
faculty						
student						
non academic staff						

## 2. Annual Research Plan

A tentative design of the annual research steps and plan to proceed this project is as follows.

### (1) Step of International Comparison

- a. gathering the relevant basic statistics and materials for each country and exchange of information about such statistics and materials.
- b. conducting and analyzing a common survey including, for example, a survey by questionnaire and/or by interview.
- c. comparison of academic organizational reform in the six countries on the basis of the information and data gathered as well as the result of questionnaire and/or interview survey.
- d. application of the research results gained in this project to the academic policy and academic organizational reform in each country.

### (2) Annual plan

Taking these steps into consideration, the following annual plan is conceivable.

- a. 1st year(1995-96)
  - theoretical study: examination of research framework.

- gathering data: basic information and data concerning academic organizational reform in each of the relevant countries.
- b. 2nd year(1996-97)
  - exchange of information and data among participating researchers on the basis of the reports from each country, and holding a seminar meeting for that purpose.
  - investigation into the present reform situation in each country by conducting a common questionnaire survey and, if possible, several relevant interviews relating to such investigation.
  - analysis and adjustment of the results of the surveys and interviews.
- d. 3rd year(1997-98)
  - holding a seminar meeting for exchanging and analyzing information and data of the relevant countries by bringing them together.
  - synthesis of the information and data from the standpoint of international comparison of academic organizational reform.
  - publication of the final report.

#### Note:

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## ポスト大衆化段階の大学組織改革に関する国際比較研究

有本章\*

第2回教育国際会議（THE SECOND SIX-NATION EDUCATION CONFERENCE）は、世界6カ国（中国、ドイツ、日本、シンガポール、スイス、米国）が参加して、1995年5月30日～6月3日に米国ワシントン市及びフィラデルフィア市で開催された。小論は、高等教育部門での筆者の基調報告「ポスト大衆化段階の大学組織改革に関する国際比較」を若干補筆したものである。高等教育プロジェクトの主担当者として、基本的視点と枠組みを提案することを主旨としており、以下はその概要である。

教育と経済発展という国際共同研究に関わる全体テーマは、高等教育の社会的重要性が増大している今日、先進国でも発展途上国でも共通の主題として重要である。高等教育の中心機関である大学は一方で社会発展によって規定されるとともに、他方では大学発展が社会発展を規定するのであり、特に後者の側面を強調するとき、自ずから大学の比重を重視せざるを得ない。社会変化に的確に対応した大学組織の構築が大学発展にとって不可欠であると同時に、大学の組織改革の成否が各国の文化、社会、経済の発展に強い影響を及ぼすことは自明である言わなければならないからである。その意味で、本高等教育プロジェクトでは、社会変化と大学改革の関係を先進国と発展途上国の大学組織改革に焦点付けて国際比較し、問題点や課題の解明に主眼を置く必要がある。

まず、研究の背景を述べると、高等教育の発展と経済の発展との密接な関係は、大学の社会的機能が経済発展との関連性を持つことの中に証明されるに相違ないが、今日の社会変化は情報化、国際化、財政緊縮、学生人口の減少など多様な様相を呈しつつ大学へ大きな影響を及ぼしている。特に経済の変化と大学の変化は切り離して考えられない。従来、経済成長の持続は大学の成長をもたらし、高等教育のエリート段階から大衆化段階への発展を成功裡に導いたが、最近の低成長経済は大学財政の縮小をもたらし、大学経営の合理化要請を帰結している。この現象は、大衆化段階の後に到来した「ポスト大衆化段階」として把握できよう。この段階では、大学と社会の関係がきびしさを増し、大衆化からユニヴァーサル化への発展が模索されながらも、佇立を余儀なくされるばかりか、アカウントビリティの視点に立った大学改革の必要性が問われ、大学発展モデルは現在の縮減期に直面して、再考を余儀なくされている。

こうした経済を軸とした急速な社会変貌を反映して、各国には大なり小なり大学政策の転換や変容が認められ、高等教育の大衆化段階にある国々と、ポスト大衆化段階にある国々では、現実の実態に相違があるとしても、巨視的には大衆化段階を次段階への変換の模索との関係で直視することは重要である。したがって、本プロジェクトは、上記した社会と大学との関係の変化を考慮しながら、各国における大衆化段階からポスト大衆化段階を中心にした大学組織改革の実態を明らかにすることに主眼を置くものである。

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大学制度・組織に注目し、その変容過程を考察するには、大学組織を構成する基本的要素とその性質に注目する必要がある。本研究では大学の諸活動である学習、教育、研究、サービスが基本的には知識を基礎に、あるいはそれを素材や媒介に成立することを重視する。すなわち、知識（専門分野）の性質に注目して、知識の機能、領域、統制の各側面からの国際比較分析を行い、①社会変化の大学組織への影響、②大学組織の社会的機能の変化、③大学組織の構造改革、④大学組織の活力(生産性)、⑤大学組織の入口と出口の問題、⑥カリキュラムと授業、⑦教員、職員、学生、等に関する比較研究を行う必要性を指摘する。さらに、比較の指標としては、ポスト大衆化段階型（米国、日本、ドイツ、スイス）と大衆化段階型（シンガポール、中国）を対象に、セクター別、大学種別、立地条件別、専門分野別の比較を提案する。