

# *Policy Analysis on the Reform of Higher Education Management System in China*

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**Abstract:** With the continuous evolution of HE(higher education) modernization and the transformation from planned economy system to market economy system, China's current higher education running and management system has not adapted to the needs of the new situation. The management system of higher education has a wide extension and covers all aspects of higher education management. In today's modernization, we should learn lessons, sum up experience, and actively explore the reform path of higher education management system with China characteristics, in order to optimize and adjust the management system, improve its effectiveness, and then standardize, rationalize and effectively implement various management work. This paper puts forward the countermeasures for the reform of HE management system in the process of China's HE modernization, that is, innovating the HE management system, optimizing the internal management structure of universities, and conducting market guidance for the reform of HE management system on the premise of transforming government functions.

## **1. Introduction**

The management system of HE (higher education) refers to the management system of HE by governments at all levels and government education departments and the management mechanism of universities themselves. It includes not only the composition and influence mechanism of the relationship among schools, governments and society, but also the internal management mechanism of universities [1]. In recent years, with the rapid development of China's society and economy, the HE system in China is constantly undergoing reform and development. In recent years, our country has been adhering to the principles of "development-oriented" and "openness-oriented". Therefore, in the reform of university system, the most important thing is the reform of management system.

With the continuous evolution of HE modernization and the transformation from planned economy system to market economy system, China's current HE running and management system has not adapted to the needs of the new situation [2]. In today's modernization, we should learn lessons, sum up experience, and actively explore the reform path of HE management system with China characteristics, in order to optimize and adjust the management system, improve its effectiveness, and then standardize, rationalize and effectively implement various management work.

## **2. The content of HE management system reform in China**

The management system of HE has a wide extension and covers all aspects of HE management. From the perspective of the development of education, it is very necessary to reform the management system of HE with characteristics. However, the management system reform carried out at that time and under that background must ensure its effectiveness and rapidity, so that it can effectively regulate and restrict HE with characteristics. It is the requirement and inevitable product of the development of modern economy, modern science and technology and modern lifestyle.

The essence of the modernization of HE is to take the objective needs of the whole social modernization as the driving force, arm all levels of HE with all the latest achievements of social culture, and make HE have the dynamic force to adapt to and promote the modernization of the whole society. Its contents mainly include the macro-control of the government, the micro-management of educational institutions and the self-control within universities [3-4]. In the direction of development, it gradually tends to the educational management mode of famous foreign universities, especially with the gradual deepening of reform and opening up, major universities in China gradually go abroad and go global, introduce advanced management experience of foreign universities, change their concepts in combination with national conditions and their own development, and realize the optimization of university education management system.

## **3. Policy defects of HE management system reform in China**

### **3.1. Deviation of reform objectives**

Because the goal of the reform of HE management system has been so deviated, there will be two completely different opinions when evaluating the effectiveness of this stage of reform. After more than ten years of "co-construction, adjustment, cooperation and merger", this system has been established at least in form, and it is not unreasonable to call it a "major breakthrough". After the mid-1990s, the goal of reform turned to the system of "two-level management, focusing on the province". What it wanted to solve was who was in charge, that is, which level of government was in charge [5]. As far as the actual situation of China's HE management system is concerned, what and how to manage the reform is obviously the essence of the problem.

Institutions of higher learning and the government are subordinate and superior in the national administrative system. The government not only has the right to appoint and dismiss the president of institutions of higher learning, but also the documents and instructions of the government are the basic basis for running institutions of higher learning. Institutions of higher learning do not have the right to run schools independently. In some provinces, the number of students in private universities has approached or surpassed that in public universities; In terms of the source of HE funds, the past situation that the funds were basically allocated by the state is gone forever, and a multi-channel funding source structure of financial payment, social contribution and beneficiary burden is taking shape [6]. Under the guidance of the unified educational policy and plan of the state, we should expand the autonomy of colleges and universities in running schools, strengthen their ties with production, scientific research and other aspects of society, and make colleges and universities have the initiative and ability to adapt to the needs of economic and social development.

### **3.2. Fuzziness of policy text**

The guiding ideology is the soul and forerunner of the reform of HE system, and whether the correct guiding ideology can be established is the key to the success of the reform of HE system [7]. Therefore, to carry out reform, the first thing to be solved is the guiding ideology. It is also in this

sense that we believe that the current reform of HE management system must take it as the guiding ideology to help realize the modernization of HE. In order to deal with various conflicts of interest in the process of text formation, decision-makers generally use certain vague language in the decision-making process, so that all parties involved in the conflict can make interpretations that are beneficial to their own interests.

The fuzziness of the policy text of HE administration shows that the policy tools are too general and lack of concrete and operable methods. "When different organizations can't determine the role to play in the implementation process, or when a complex environment makes it difficult to know which tools should be used, how to use them, and what impact they will have, policy means will also become vague. The general policy of university education management system mainly depends on the general education policy of relevant government departments and educational institutions, and gradually realizes the concept of humanistic education in line with Scientific Outlook on Development's ideological guidance. Due to the government's macro-control and the expansion of management authority, the management system of HE has lost the power of independent decision. Although it has improved with the reform of the market economy system, it can not be completely transformed for a while, and the government and local institutions at all levels still have great decision-making power.

Influenced by the traditional social mechanism, China's HE management system adopts a government-led management system, and many universities are sponsored by the state. In the long run, China has formed a HE management system sponsored by the state and directly managed by the government. With the change of economic system, education has also changed [8]. The central government began to reform the education management policy, and relaxed the rights of local governments in education. The central government only gave macro leadership to universities, and more power of university management was assigned to local governments and colleges. However, how and the limits of the overall planning of local governments are not clearly defined in the policy text, which will inevitably lead to the "dislocation", "absence" and "out of position" of the government in implementing the policy.

### **3.3. The path of reform is unknown**

The reform of market economy promotes the change of HE concept, and then promotes the government to formulate HE policies and regulations that adapt to the development of market economy. These HE policies and regulations have become the basic basis for the changes in the relationship between universities and the government [9]. In the traditional HE system in China, the government has more interference and centralized power, and because of the influence of teachers and local policies, the distribution of schools is uneven, which also increases the dropout rate of students. Any policy to achieve results, there must be a specific path to implement, therefore, the implementation path of the policy should also be one of the policy contents, especially for such a major policy as the reform of HE management system.

The organic combination of government macro-management and independent school running is a development trend that is independent of people's will, and it is also the only way for China's HE to modernize. This means that the stakeholders of HE administration policy should have corresponding mechanisms to express their opinions and opinions on the nature, scope and priorities of HE administration policy issues, conduct full deliberative democracy, and finally realize the effectiveness of HE administration policy. This makes the internal management level of the university uncoordinated, unable to cultivate suitable professional talents for the development of market economy, and unable to meet the needs of society or enterprises for talents. However, the current educational reform in China has not completely solved some deep-seated problems that

affect the development of education in China. Therefore, in the process of HE reform, we must thoroughly eradicate the backward and conservative management concept in theory and re-establish the socialization concept of HE management from the perspective of modernization.

#### **4. The focus of China's HE management system reform in the future**

##### **4.1. Innovating the management system of HE**

In order to achieve long-term and sustainable development of HE, it is necessary to innovate the educational management system, properly handle all kinds of problems encountered in the development of universities and promote the further development of universities. Therefore, in order to truly promote the effectiveness of the reform of HE management system, we must let the government retreat from the daily management work and give the school full autonomy. Actively introduce advanced market management experience, make the change of university management mechanism adapt to the change of social supply and demand, constantly accumulate experience, form its own characteristics, and continue to improve and adjust itself until it becomes the main body of the market. On the premise of ensuring its own characteristics, it will form a long-term relationship of cooperation and exchange with the market and society. With the gradual deepening of China's reform and opening up and the emergence of various economic sectors with the socialist market economy as the main body, the proportion of social forces participating in running schools in the whole HE will become larger and larger.

##### **4.2. Optimize the internal management structure of universities**

Optimizing the allocation of educational resources in universities and rationally allocating resources according to the needs of HE management are of great help to improve the education level. Today, after 20 years of reform, this "administrative relationship" has not changed substantially. The outstanding performance of "administrative relationship" is that universities are still subordinate institutions of the government in form and substance, and universities still have to implement the administrative instructions of the government to a large extent. Therefore, the determination of the reform breakthrough can only be found from the existing educational administrative management mode and the existing educational administrative management power chain [10]. The reform of the management system of HE can only be realized when the autonomy of running a university is implemented, that is, when the government changes its functions, the university has established a mechanism of democratic governance and self-restriction, and its reform goal can be said to be truly realized.

##### **4.3. Market guidance of HE management system reform**

The guidance of the market plays an important role in the reform of HE management system, which is innovated around the constant changes of the market. As a special industry, education should be guided and regulated by the market. Proceeding from the vital interests of the reform of HE system, we should actively participate in various activities related to the management system of HE and create a fair and reasonable social environment. Nowadays, the reform of HE must grasp the key issue of teaching quality, ensure the teaching quality, appropriately reduce the enrollment scale and strengthen the construction of teachers. Improve the quality of teaching, and then cultivate outstanding talents to meet the needs of China's modern scientific research development. Universities should also coordinate the relationship between schools and relevant government departments to ensure that they get corresponding help and rights in the process of running schools.

For the government, we should not interfere excessively with universities, so as to give full play to the independent role of universities and promote their all-round development.

## 5. Conclusions

The reform and development of China's HE system has benefited from the rapid development of China's social and economic level in recent years. In recent years, China has always adhered to the principle of development and opening up in the reform of HE management system. The essence of the modernization of HE is to take the objective needs of the whole social modernization as the driving force, arm all levels of HE with all the latest achievements of social culture, and make HE have the dynamic force to adapt to and promote the modernization of the whole society. The modernization of HE and the reform of the government's macro-management system of HE are not only a very important topic in the development of HE in China, but also a complex issue involving a wide range. There are still many problems to be further discussed and studied.

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