

Analysis on the reform path of higher education management system from the perspective of separation of government and affairs

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Abstract: With the continuous promotion of China's higher education(HE) reform, it is extremely urgent to separate HE management from politics. To realize the separation of politics and affairs in HE management is an important goal and inevitable choice of HE management reform. Adult HE is an important part of lifelong education, which is of great significance to the sustainable development of individuals. Among the factors that affect the development of adult HE, the educational management system is a core element. Because different educational management systems determine the management concept, management system and division of management functions of adult HE. It is found that the basic characteristics of HE, especially its academic and public nature, determine that academic freedom and university autonomy are the inherent requirements of the development of HE. Academic freedom and university autonomy are also the scientific basis for the reform of China's HE system. From the perspective of separating politics from affairs, this paper makes a comprehensive analysis of the reform of China's HE management system(HEMS) at this stage. While clarifying the relationship between politics and schools, it points out the difficulties and development direction of the HEMS, so as to promote the effective implementation of the reform of the HEMS.

1. Introduction

With the tide of economic globalization and the deepening of China's political system reform, the special historical period of economic transformation, especially after China's entry into WTO and the grand goal of building a harmonious socialist society, has put forward higher requirements for the reform of China's HEMS, and will also have a far-reaching impact on the government's HE management functions [1]. Separation of government from public affairs is an important goal and direction of the reform of public institutions, which means that the relationship between the government and public institutions should be clarified. The important point is that the government realizes a certain degree of decentralization, reduces direct intervention in public institutions, and strengthens macro-management of public institutions [2].

With the continuous expansion of the scale of HE, the society has paid more attention to the management system of HE [3]. In the process of social development, based on the changes in the demand for talents in different industries, the management system of HE has undergone many reforms and achieved good results. The implementation object of lifelong education is adults, and the research object of adult HE is also adults. Adults are the implementation subject of lifelong education, and adults occupy an important part in the population composition [4]. According to the statistics released by the Department of Development Planning of the Ministry of Education in, "adult HE enrolled million undergraduates and specialties, an increase of million over the previous year; there were million students at school, a decrease of million graduates, and an increase of million over the previous year." The current adult HEMS in China is a typical centralized management model. Its main characteristics are that local adult education departments follow the policies of the central government, administrative power is concentrated in the central ministry of education, the central government directly leads the education at all levels, and the state assumes the main financial responsibility or all funds for adult education; Confirming adult education as a national cause; There are nationally unified curriculum, teaching plan, educational objectives and evaluation standards [5].

In essence, the reform of HEMS is a process of adjustment and innovation of HE organization system to adapt to national political, economic and social development [6]. The functional orientation of national governments at all levels in the reform of HEMS reflects the relationship of responsibilities, rights and benefits between the government and universities in the practice of HE, and also reflects the basic requirements of the state for the development of HE. As the main body engaged in HE, colleges and universities belong to the category of public institutions, and it is the reform object of the 18th National Congress of the Communist Party of China [7]. In order to establish a scientific and reasonable HEMS of "separating politics from affairs" and promote universities to "return to the academic standard", we must deeply study the essential characteristics of HE, explore the inherent requirements for the development of HE, provide scientific basis for HE reform, reveal the current difficulties faced by China's HE reform, and design the path of HE reform in combination with the inherent requirements of HE development. Colleges and universities are public welfare institutions. The separation of politics and affairs in the education management system of colleges and universities is conducive to promoting the independent development of colleges and universities, further improving the efficiency of running schools, and further promoting the reform of HE.

2. The present situation of the reform of HEMS in china

2.1. Main Problems Existing in the Current Management System of Higher Education

China's current adult HEMS is a centralized education management system, which is consistent with China's overall education management system [8]. The Ministry of Education of the People's Republic of China is the highest department of macro-management of adult education in China; Adult education work within the respective management responsibilities of education departments, science and education departments or training departments of other ministries and commissions in the State Council; Each local government guides and manages the adult education work in the region through the education committee or education department [9]. Faced with the change of social talent demand situation after the reform and opening up, some colleges and universities still lack the connection with the market, so that they can't meet the development needs of the industry in talent training. The main reason for this problem lies in the independence between the educational management system and the economic benefits in colleges and universities. Teachers and students in colleges and universities lack the awareness of knowledge transformation, and they are limited to in-depth theoretical research, ignoring the relationship between theoretical research and social productivity [10]. Even though the idea of "integration of production, teaching and research" has been widely recognized by the theory of HE, in the process of practical operation, due to the division of responsibilities under the guidance of the government, the theory and practical teaching work are lack of cohesion, and practical teaching is mostly a mere formality, failing to meet the teaching requirements. It is an important goal of the reform of the management system of HE to reasonably divide the responsibilities of the government, universities and society in the management of HE and correctly handle the relationship between the three. On the relationship between the government and universities, we should reasonably draw a correct power boundary; In terms of the relationship between society and universities, we should ensure the balance between their supply and demand and promote their harmonious development. In the era of planned economy, the education management of colleges and universities is dominated by the government, and the national development strategy is the basis for talent training, which ensures the correctness of talent training in China. After the reform and opening up, institutions of higher learning make use of the idea of marketization. The total number of students in all types of HE nationwide is 40.02 million, and the gross enrollment rate of HE is 51.6%. There are 2688 ordinary colleges and universities (including 257 independent colleges) nationwide, an increase of 25 over the previous year, or 0.94%. As shown in Figure 1.

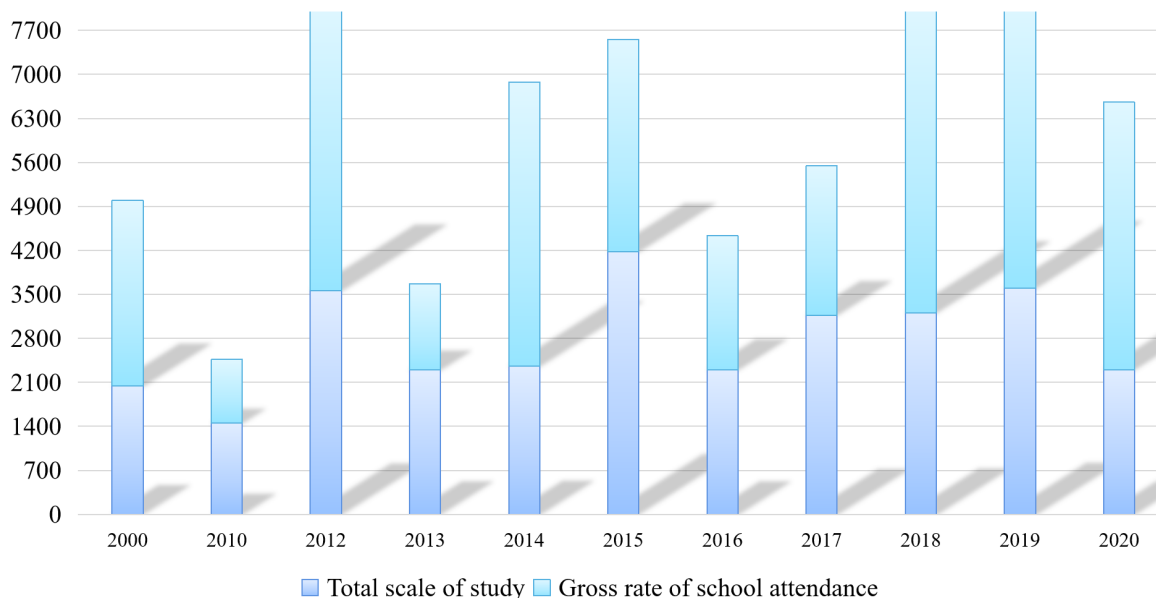


Figure 1 Total scale of HE and gross enrollment rate

From 1985 to 1992, after the Central Committee Office of the Communist Party of China issued the Decision on the Reform of the Educational System, the HEMS combining government and universities was gradually abolished, and the autonomy of colleges and universities in enrollment, teaching, management and other aspects was greatly increased. While realizing the integration with the socialist market economy, the potential of colleges and universities in the field of talent training and economic development was fully tapped.

2.2. The school structure blindly pursues "high level"

China's HE system includes different levels, such as junior college, undergraduate and graduate students, among which any level has its social value. The cooperation among all levels in the field of personnel training has played an important role in the social development and improvement of the education system. Some people regard adult HE in colleges and universities as an important source of income generation and school-running conditions, and only pay attention to economic benefits, while ignoring the social benefits of talent cultivation. The phenomenon of neglecting quality, income, management and enrollment has led to the decline of the quality of adult HE in colleges and universities, which has seriously affected the healthy development of adult HE in colleges and universities. From the microscopic point of view, the management system of HE refers to the management system of colleges and universities, which involves management systems such as division of leadership, institutional setup, management authority and mutual relations. It determines a series of management activities such as teaching, scientific research, personnel, finance, logistics, etc., and directly dominates all the management work of colleges and universities. On the one hand, it directly restricts the exertion of various functions of HE; on the other hand, it is the hub of the connection between HE and society. In essence, HE is the sum total of all social relations such as teaching, research, management, service, etc., which are carried out around the dissemination, processing and innovation of advanced knowledge.

As the four major functions of HE, whether it is to cultivate senior professionals, conduct scientific research, or social services and cultural heritage, it is based on and starts from the dissemination, research and development of advanced knowledge. Academic nature is the essential characteristic of HE, which requires that HE activities must be based on academic activities, with academic as the core. As the basic form of the objective existence entity of HE, academic activities are its most basic function. Only other major activities related to teaching and learning can have legitimacy. It is an important part of the HE system and an organizational management system with fundamental and overall significance. Its principles are as follows: First, it is clear that HE should

be managed by the state, and the government is the main body of HE management; Second, the level of government that undertakes the administrative management of HE and the mode to be adopted depend on the current political and economic system of a country and its specific national conditions and cultural background; Third, the state or government education administration and its management activities must follow the laws of HE, promote the development of HE as the goal, take the law as the basis, and administer according to law. Some colleges and universities pay too much attention to the immediate interests and do not attach importance to the long-term development of colleges and universities. For example, some colleges and universities blindly expand the scale of running schools in pursuit of higher market benefits. This completely market-oriented way of running a school affects the long-term development of HE. Especially with the continuous development and improvement of the modern education system, the industrialization of HE in China has begun to take shape. The market-oriented HEMS links the economic interests of colleges and universities with their own levels, which leads colleges and universities to pursue high-level positioning, but ignores the actual situation of their own development. Among them, in addition to the 211,985 colleges and universities classified by the state for HE, they also include key national and provincial colleges and universities. Some colleges and universities even put forward the slogan of building a "comprehensive research university", which has deviated from the original intention of hierarchical division of HE in China.

3. Path Analysis of China's Higher Education Management System Reform from the Perspective of Separation of Administration from Affairs

3.1. Transform government functions and mobilize local enthusiasm for running schools

Through the analysis of various problems existing in China's HEMS, how should China's adult HE system develop? The concept of lifelong education gives new opportunities for the development of HE. How to grasp the opportunities, face the challenges and make full use of the favorable factors to realize the rational and healthy development of the adult HEMS is the main problem facing us at present. Our educational system, including educational management system, can also learn from the reform attempts of centralization and decentralization to achieve continuous development. Throughout the countries with decentralized system, the central educational administrative institutions in these countries mainly carry out supervision functions and policy guidance, do not directly intervene in the local regular education administration, but only affect the development of education through various means such as educational appropriation, legislation, scientific research, statistics, etc. China's Ministry of Education, as the competent department of education, should change its functions as soon as possible, and through legislation, funding, planning, information services, policy guidance and other means, macro-control the adult HE in China. Relatively speaking, the management authority of adult education is still concentrated in the central education administrative institutions, and the local authorities have relatively few management authority, especially in adult HE, which is managed by the state in terms of enrollment plan, enrollment quantity and examination content. In the sense of administration and management, the system is a general term for the system and system in terms of institutional setup, affiliation and authority division in state organs, enterprises and institutions. For example, in the national management system, there are national system, leadership system, political system, economic system and so on. Educational system is the combination or unity of educational institutions and educational norms. It is composed of the institutional system of education and the normative system of education. Educational management system is composed of educational administrative system and school management system. As shown in Figure 2.

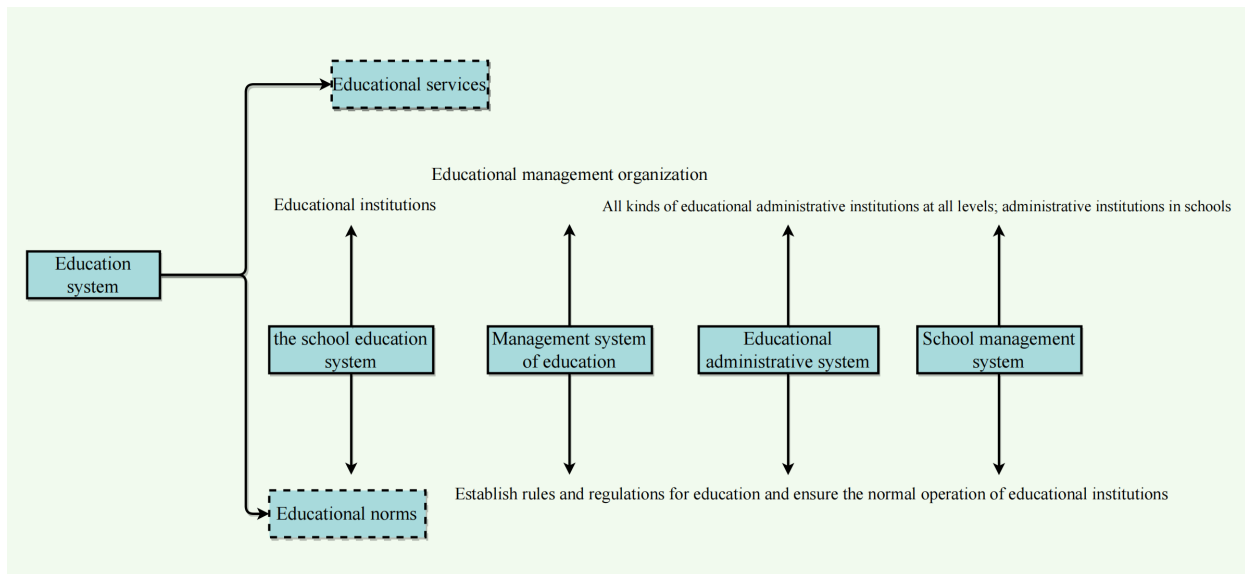


Figure 2 Structure of education system

One of the fundamental problems of education management is the education management system. It is the embodiment of a country's social, historical and cultural traditions, economic and social system, political principles and policies and other factors in the field of education. In a deep sense, the educational management system also determines a country's basic educational pattern, system, organization and system. In a long sense, it affects a country's deep cultural level and social quality level, and serves as the foundation for future development. Some scholars believe that the adult education management system refers to the relevant organizations specially set up by the state for adults to receive appropriate education, and it is also an important part of the national education management system.

The situation in China is that because of the differences in geography, humanities, society, economy, etc., the overall development of adult HE is not balanced, coupled with its huge scale, which is relatively complex on the whole. The lack of local conditions and flexible unified management not only wastes the country's manpower, physics, financial resources and time, but also makes the development gap of adult HE in various regions gradually widen for a long time, which is not conducive to the healthy development of adult HE. Based on the current situation of China's HE development and the inaccurate role of the government in HE management for a long time, the adaptability of the HEMS to the more open educational environment and social development needs has not been improved. Therefore, straightening out the relationship between the government and HE has become the starting point and foothold of China's HE system reform at this stage. As a place for the research and dissemination of advanced knowledge, universities need the spirit of free exploration and a relaxed academic environment, and they need to stick to their inherent academic nature, which means that university autonomy and academic freedom are not only the prerequisite for the smooth development of academic activities, but also the rights that universities must have for their own development. University autonomy and academic freedom are the driving forces of the university's continued development, and its goal is to explore advanced knowledge and be responsible for the public interest, which are the two main things that universities have to do today.

3.2. Coordination and unity of public welfare concept and educational concept from the perspective of separation of government and affairs

From the perspective of its own position, HE aims to provide the public with all services in the field of knowledge, which has an obvious public welfare attribute. Although HE has different specialties, it does not represent a narrow industry interest. When HE involves public interests, it also has an inevitable connection with the society. The HE system under government intervention will gradually be unable to meet the needs of the market-oriented operation mode. From the

perspective of separating politics from affairs, in order to promote the reform of HEMS, it is also necessary to grasp the precise functional positioning, build a balanced power structure, improve the scientific institutional setting, and ensure an efficient operating mechanism. (1) Realize the standard return of education, teaching and educating people. (2) Pay more attention to the output of scientific research. (3) Attach importance to personality development. (4) Focus on service administration. It is of great significance to the development of education. Perfecting the basic laws, regulations and system of HE can effectively solve and coordinate the problems and difficulties in the reform and development of HE, and provide better experience, better guarantee and better development for the future. The establishment of HE legislation will confirm the legal status of adult HE in the education system from a legal perspective, which is in coordination with its major historical responsibility in the lifelong education system, expand its impact on the entire education and society, and constantly improve its social service capacity.

Group interests represent the self-interest of enterprises and colleges, and the development of enterprises and colleges under the market economy system needs to play games with various power subjects to gain more rights and interests, so as to realize their own sustainable development, especially for enterprises with more urgent market demand. Personal interests are represented by college students. Facing the increasingly severe employment situation, in the process of completing HE, it is necessary to ensure that individual rights and interests are not infringed by various means. Finally, strengthen the role of government supervision. Separation of administration from affairs is the basis for the free development of China's HEMS at this stage. Apart from strengthening the construction of traditional talent training fields, the reform of HEMS aims at market-oriented operation, and gains profits from it. However, under the guidance of market-oriented operation concept, the public welfare attribute of HE will gradually disappear, and the shortage of talents in social development will become more serious.

4. Conclusions

Since the 1990s, China's HEMS reform has made great achievements. However, with the deepening of the socialist market economic system reform and the continuous development of the internationalization trend of HE under the background of economic globalization, there are still many problems that need to be solved urgently, especially the transformation of government management functions. Promoting development through reform is an important concept of China's social development, and it is also an important path that HE management reform should adhere to. Based on the separation of politics and affairs, it is an important part of the development of HE to clarify the important responsibilities of the government, universities and society in the management of HE and speed up the reform of the management system. The reform of the educational management system of institutions of higher learning is an overall coordination of the interests of all parties in the process of diversified development. Under the guidance of the government's macro policies, they actively seek new opportunities for development, establish a modern HE model integrating school enterprise cooperation, "production, learning and research", and achieve mutual benefit and win-win results of HE in social, political, economic, cultural and other fields.

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