Exploration on Deepening the Reform of "Decentralization, Management and Service" in Higher Education

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***Abstract:** At present, the reform of "decentralization, management and service" in higher education is in the stage of steady progress, but there are problems such as superficial autonomy in running schools, insufficient reform of separation of management, management and evaluation, and unbalanced allocation of government decentralization resources. To deepen the reform of "decentralization, management and service" in higher education, we should adhere to demand-oriented, problem-oriented and service-oriented, and promote the transformation of government functions and management methods.*

***Keywords:** higher education, decentralization, regulation and service, reform*

1. Introduction

The reform of "decentralization, management and service" in higher education is an important part of deepening the reform of the administrative system and transforming the functions of the government [1]. The 2014 government work report proposed "further streamlining administration and delegating powers", the 2015 government work report proposed "increasing the simplification of administration and delegating powers, and combining reforms with delegating powers", and the 2016 government work report further clarified and deepened the reform of the administrative system, the general requirement for transforming government functions is "simplifying administration and delegating powers, combining delegating power with regulation, and optimizing services". In April 2017, the Ministry of Education and other five departments jointly issued the "Several Opinions on Deepening the Reform of Streamlining Administration, Decentralization, management and service" in the field of higher education. "Improve the environment for entering and employing personnel in colleges and universities", "Improve the evaluation mechanism for the professional title of college teachers", "Improve the salary distribution system that conforms to the characteristics of modern universities with Chinese characteristics", "Improve and strengthen the management of the use of college funds", "Improve the internal governance of colleges and universities", "Strengthen supervision and optimization services" in eight other aspects, delegate power to local governments and colleges and universities, and endow colleges and universities with flexible school-running vitality.

2. The connotation and essence of the reform of "decentralization, management and service" in higher education

2.1 The connotation and essence of the reform of "decentralization, management and service"

The reform of "decentralization, management and service" means streamlining administration and delegating power, combining decentralization and control, and optimizing services. It is the content of my country's economic management system reform, a key tool for the country's macro-control, and an important means to promote supply-side structural reform. It reflects the government's the core concept of functional transformation has deepened the reform of the administrative management system. The reform of "decentralization, management and service" is to remove the institutional and institutional obstacles that restrict enterprises and the masses from doing business and entrepreneurship, reduce institutional transaction costs, fully mobilize market subjectivity, make the market play a decisive role in resource allocation, create a fair and convenient market environment, and better play the role of government.

The reform of "decentralization, management and service" is essentially a self-revolution of the government. It must cut power in its hands, remove the interests of departments, and delegate power to the market and society, so as to benefit the masses and enterprises. The essence of "opening" is the role of the government, how to redefine the government, market, social boundaries and their mutual relations. The essence of "management" is the transformation of government management. The management reform must adapt to the new normal of the economy and society, the new progress of science and technology and the new situation of comprehensively deepening the reform, including the management system, departmental responsibilities, government levels, operating mechanisms, technology platforms, and legal guarantees and so on, the purpose is to create a modern government. The core of "service" is the governance concept, governance mechanism, and governance system formed on the basis of the comprehensive and profound changes in "releasing" and "governing", which is the modernization of governance capabilities. "Serving" is both a reform measure and a reform goal. The purpose is to build a service-oriented government that the people are satisfied with.

2.2 The connotation and essence of "decentralization, management and service" in higher education

"Decentralization" and "management" are an inseparable organic unity, and the game between the two in the field of higher education has gradually moved toward equilibrium after the historical process of "unification and death" and "unification". In 2014, the Ministry of Education issued the "Opinions on Further Implementing and Expanding the Autonomy of Colleges and Universities to Improve the Internal Governance Structure of Colleges and Universities" to formally explore the issue of decentralization and governance. On May 9, 2016, Premier Li speech at a national teleconference on streamlining administration, delegating power, delegating power and optimizing service reforms clearly stated that "reasonably expand the autonomy of universities and research institutes", "Government departments should strengthen supervision and supervision, and the focus is on management direction, management policy, management guidance, management evaluation" and other spiritual guidelines.

2.2.1 The "release" of higher education

The core of higher education's "opening" is the role of government departments. It is to clarify the boundaries and interrelations between the government, universities, and society. The difficulty is how to fill the gaps, correct mistakes, control offsides, and let the government return to its place [2]. It is necessary for the government to determine the strength of reform and the ability to promote reform, to manage the reform and management of the government well, to decentralize the power of the school to the school, to reduce and standardize the administrative examination and approval of the school, and to ensure that the school fully exercises the school running. Autonomy, stimulate the vitality and creativity of colleges and universities. The streamlining of administration and decentralization in higher education actually allows the government to decentralize and reduce powers so that colleges and universities can run schools according to the educational needs of the people.

2.2.2 "Management" of higher education

"Decentralization" does not mean not "taking care", but stripping away those things that should not be taken care of and cannot be taken care of, and concentrate on managing the things that should be taken care of. The core of higher education "management" is the transformation of government regulation. Regulatory reform must adapt to the new normal of economy and society, new progress in science and technology, and the new situation of comprehensively deepening higher education reform, involving management systems, government levels, departmental responsibilities, operating mechanisms, and legal guarantees. In other aspects, the purpose is to stimulate the vitality of colleges and universities and social creativity. In the transformation of government functions in higher education, the relationship between "delegation" and "management" must be well grasped, and the relationship between the government and colleges and universities can be handled well by combining delegation and management.

2.2.3 "Service" of higher education

Optimizing service is the ultimate goal. "Service" means that the government reduces excessive intervention in the market and service processes, strengthens government service awareness, and reduces administrative costs and improves service quality by providing a good reform environment. The core of higher education's "service" is that the government comprehensively improves higher education governance capabilities and continuously optimizes higher education service levels by establishing modern higher education governance concepts and constructing effective higher education governance mechanisms and systems.

3. The current situation of higher education reform

The research of some scholars shows that the reform is in a stage of steady progress as a whole, and the expansion and implementation of the autonomy of our colleges and universities is generally good [3]. The central government and provincial governments show a certain tendency to decentralize some autonomy; there are differences in the decentralization of university autonomy between provinces. The degree of government decentralization of autonomy in running schools is related to the actual acceptance of power by universities in the region ability related. The specific reform status is as follows:

3.1 Vigorously promote streamlining administration and delegating powers

In terms of policy, the government is firm in streamlining administration and delegating power, and supports the expansion of the autonomy of colleges and universities to run schools. The "Higher Education Law" clearly stipulates that colleges and universities have the autonomy to "autonomously adjust the proportion of enrollment in departments, independently set and adjust disciplines and majors, independently formulate teaching plans, select textbooks, and organize and implement teaching activities". In 2010, the Outline of the National Medium- and Long-Term Education Reform and Development Plan (2010-2020) emphasized that "focusing on streamlining administration and delegating powers and transforming government functions, and promoting the devolution of power from the central to local governments and the government to schools" provides a framework for the decentralization of school-running autonomy solid policy support. In April 2017, the Ministry of Education and other five departments jointly issued "Several Opinions on Deepening the Reform of Streamlining Administration, Delegating Powers, Delegating Power and Combining Optimization of Services" in the field of higher education, which further clarified the setting of disciplines and majors, establishment and post management, entry and employment environment, and evaluation of teachers' professional titles. The scope of decentralization in terms of mechanism, salary distribution system and funds.

The "decentralization, management and service" provides clear and specific policy guidelines. The government firmly believes that colleges and universities are independent in running schools, gradually expands the scope of decentralization, refines work requirements, and the work of streamlining administration and delegating power is in full swing. At the same time, colleges and universities are establishing and improving the institutional system of self-management. The formulation of the charter is to put the power delegated by the government into the cage of their own system to restrain their own behavior. The goal is to establish a modern university system, improve the efficiency of running schools, realize legalization of school autonomy. The "Interim Measures for the Formulation of Charters of Institutions of Higher Education" implemented in my country in 2012 stipulates the contents, basic rules, formulation procedures, approval and supervision requirements, etc. that need to be stated in the charter. The direction of running a school, training goals, etc., prompt colleges and universities to take the initiative to self-awareness and self-positioning.

In the process of "decentralization", preliminary results have been achieved in the docking work between local governments and the central government, and universities and government policies at all levels. In February 2017, the list of powers and responsibilities of the Guangdong Provincial Department of Education clearly stated that the Department of Education has 10 administrative licenses, 17 administrative punishment powers, 20 administrative inspections, 1 administrative confirmation, 1 administrative reward and 110 other powers and questions liability basis. The Chongqing Municipal Education Commission and other five departments jointly issued the "Implementation Opinions on Deepening the Reform of Streamlining Administration, Delegating Powers, Delegating Powers and Optimizing Services in the Field of Higher Education", and made "regular release of the professional structure analysis report of this junior college, appropriate addition of senior positions, and reasonable determination of junior high schools." After the Chongqing Municipal Education Commission issued the notice on the "Reference Catalogue for Undertaking the Reform of "Delegation, Regulation and Service" Reform, Chongqing University of Technology and other colleges and universities formulated the "Undertaking "Delegation, Regulation and Service" Reform Reference Catalogue in accordance with this catalogue. "List of Supporting Institutions for Reform". Learning from the previous experience of "disrupting it as soon as it is released", governments at all levels have begun to call on and urge universities to take the initiative to connect policies and improve their ability to take over power through self-regulation.

3.2 Decommissioning and combining layer by layer

"Combination of delegating power and management" is the combination of delegating power and management. The power that should be delegated must be delegated, and the affairs that should be managed must be managed. In the field of higher education, it is necessary to strengthen the leadership of the party and take into account the autonomy of colleges and universities [4]. In recent years, my country has continued to increase investment in higher education in terms of funding. Local governments and education departments try to refine the classification management based on the central government's classification of research-oriented, applied-oriented, and vocational-skilled universities according to the current situation in each region. The 2018 "Shanghai Universities Classification Evaluation Index (Trial)" takes the direction of running schools and management level, conditions and resources of running schools, quality and level of running schools, reputation and characteristics of running schools as the first-level indicators, and extends to the third-level indicators and assigns points. It is divided into four categories, namely "academic research type", "applied research type", "application technology type" and "application skill type". Some diversified classification methods are divided into comprehensive, multi-disciplinary, and characteristic according to the discipline category; according to the discipline setting and faculty, it is divided into research type, teaching type, and technology type. The government realizes that the central point of the transformation from direct management to indirect management is to place the focus of management behavior on evaluation and supervision. In 2004, my country established the Higher Education Teaching Evaluation Center of the Ministry of Education, whose function is to formulate according to the guidelines and evaluation index system of the Ministry of Education. The five-year round of teaching quality evaluation in colleges and universities, the establishment of evaluation expert pools to organize evaluation training, and the undertaking of consulting and information services for higher education evaluation. At present, the evaluation of undergraduate teaching in higher education in my country is more active, and more and more attention is paid to the quality of education. In the new era of diversified demand for higher education, the evaluation work of the government and education departments is more prominent and perfect. In terms of supervision, the government uses big data and intelligent technology to upgrade supervision technology, and strengthens supervision during and after the event through credit mechanisms, inspections and "look back". At the same time, the government has begun to attach importance to self-regulation, mainly supervising the government's own actions that may affect the decentralization of school autonomy and service quality, such as overstepping its authority, disguised examination and approval, and overt and undercover increases.

3.3 Initial framework for "service" service optimization

As the main body of service supply, the government takes higher education as the object to optimize the service quality of the government to higher education, including improving service efficiency, canceling complicated work procedures, and providing an excellent policy environment for higher education. The reform of my country's administrative examination and approval system has directly accelerated the development of a service-oriented government, and has made remarkable achievements in improving service efficiency and optimizing work procedures. From 2013 to 2018, there were 13 cancellations of examination and approval in the field of higher education in my country. In particular, in 2015, the State Council issued the "Decision on the First Batch of Cancellation of 62 Administrative Examination and Approval Items Designated by the Central Government" and the 2016 "State Council on the Second The Decision to Cancel 152 Administrative Approval Items Designated by the Central Government" canceled 7 approvals related to higher education, which effectively provided convenience for colleges and universities. Local governments also take positive and negative incentives to improve service awareness and quality.

Positive incentives mainly create a positive environment for the development of service functions by commending efficient service behaviors and guiding correct service awareness, while negative incentives are intended to eliminate negative attitudes through negative measures such as punishment, and promote optimization of required approval items. In addition to the process and efficiency, the relevant responsible persons shall be held accountable and punished when the approval items that have been cancelled are still being approved. In addition, the procedures for handling affairs are gradually liberated from the dilemma of complicated written forms and multiple windows. In 2016, the "Notice of the General Office of the Ministry of Education on Optimizing Educational Administrative Approval Services" proposed a "window" for the Ministry of Education's administrative approval to accept and promote online administrative approval. According to the requirements of "decentralization, management and services", the Fujian Provincial Department of Education has established

administrative regulations and administrative examination and approval offices for centralized examination and approval, four levels of powers and responsibilities, shortening the link and time of work and realizing one-window processing, and using web pages and APPs to achieve one-stop processing . "Information travels more and more" shortens the work time, simplifies the work process, and also allows data sharing to be realized.

4. Problems existing in the "decentralization, management and service" of higher education

4.1 Superficialization of school-running autonomy

First, governments at all levels are conservative in terms of subjective motivation. The autonomy of running a school itself belongs to colleges and universities, and the decentralization of the autonomy of running a school is a return rather than a gift. At present, the government still regards the autonomy of running schools as the power possessed by the government itself. Cognitive inertia generates subjective emotions of reluctance and inactivity. This misunderstanding of cognition and emotion directly affects the boundary of decentralization. After the central government issues policies, all relevant departments and governments at all levels will habitually narrow the policy boundary layer by layer, and some power choices that can be released or not are in their hands. After "exploitation", there is not much autonomy left in the hands of colleges and universities. In the end, public policies have not achieved their ideal goals, and even public policies have failed and are ineffective, wasting a lot of public resources.

Second, policy docking is superficial. Influenced by the idea of administrative management for a long time, there is a solidified management hierarchy in our government management, which requires colleges and universities to act according to the specific rules of procedure formulated by the government and education administrative departments, which will lead to the emergence of formalism and bureaucracy. Policies pursue the systemic and normative nature of language, which usually requires in-depth interpretation at various levels. In the process of docking and interpretation, it is easy to generate inertia. Adhering to the negative attitude of "not doing well", copying the original text layer by layer does not really match the specific environment. Combining specific issues, the final policy docking has become a process of going through the motions. It is also extremely difficult to grasp the degree of policy interpretation by governments at all levels and universities. The limited interpretation ability and different perspectives further lead to behaviors such as insufficient interpretation and excessive interpretation, which in turn lead to the expansion or reduction of power, decentralization and disconnection from the actual situation and other adverse consequences. .

From this, it can be seen that the reform of "delegating power, delegating power, improving regulation and improving services" has paid attention to the questions of "whether it has been changed" and "how much reform has been done", and has achieved certain results in terms of the number and speed of reforms. As the government and education administrative departments still manage many affairs that should not be managed, there are a series of problems such as inadequate decentralization, lack of supervision and dislocation of services in the management of colleges and universities, resulting in insufficient quality and efficiency of the reform of "decentralization, management and services" in higher education Therefore, the reform of "delegating power, delegating power, delegating power and serving" higher education needs to pursue the quality and efficiency of reform on the basis of speed and quantity.

4.2 Insufficient reform of separation of management and evaluation

The reform goal of the separation of management, management and evaluation is to truly realize that the government "can do nothing without the authorization of the law", and the school "can do it without the law prohibiting it". In July 2010, the "National Medium- and Long-Term Education Reform and Development Plan 2010-2020" proposed the separation policy of "management, evaluation" for the first time in building a modern school system; " and "expanding the autonomy of schools to run schools", the general goal is to form a new pattern of higher education governance in which the government manages according to law, schools independently run schools according to law, and all sectors of society participate and supervise according to law. In June 2015, the Ministry of Education issued "Several Opinions on Further Promoting the Separation of Education Management, Evaluation, and Promoting the Transformation of Government Functions", which contained 22 articles in 5 parts, and put forward specific requirements for further promoting the reform of the separation of

education management, management and evaluation. In January 2017, the "Thirteenth Five-Year Plan for the Development of National Education" proposed that basic systems such as education standards, supervision, evaluation, supervision, investment guarantee, and teacher team building should be improved. Social forces organize education and basically achieve management and management scores. It has formed a pattern in which the government manages according to law, schools independently run schools according to law, and all sectors of society participate and supervise according to law.

4.3 Unbalanced allocation of government decentralization resources

The expansion and implementation of the autonomy of colleges and universities in my country is subject to the differences in the positions of governments in different regions and departments on the reform of "delegating power, regulating services". Compared with the economically developed regions in the east, the central and western regions have a relatively conservative attitude towards the reform of "delegating power, delegating power, regulating services" in the field of higher education. For example, in November 2019, the Gansu Provincial Department of Human Resources and Social Security was criticized by the Gansu Provincial Party Committee and the Provincial Government for "setting up restrictions at various levels in the process of introducing high-level talents, which made it difficult for universities and scientific research institutes to introduce talents". According to the Law Enforcement Inspection Report of the Standing Committee of the National People's Congress and the Ministry of Education's answer to reporters' questions when it released the five-department document, local colleges and universities in my country still lack substantive autonomy in terms of recruitment and employment, professional title evaluation, and salary setting. In a sense, the expansion and implementation of the autonomy of higher education institutions in my country is constrained and influenced by the complex game between the central and local governments, universities and the government, and different departments within the government.

5. Suggestions for deepening the reform of "decentralization, management and service" in higher education

5.1 Put those that should be put in place, and those that should be managed should be managed, and the combination of delegation and control to optimize service capabilities.

As long as it is a matter that colleges and universities can manage independently, the relevant authority must be delegated, especially the autonomy in the use of funds, the disposal of achievements, the evaluation of professional titles, the selection and employment of personnel, the distribution of salary, and the setting of disciplines and majors; any regulations that restrict the enthusiasm of scientific research and teaching personnel, to cancel or modify. At the same time, we should strengthen ideological and political education in colleges and universities, deepen the ideological and political construction of college courses, cultivate socialist successors, improve the internal governance structure of universities, and improve university governance capabilities. Implement the "power list" and "responsibility list" system of relevant government departments, explore and implement the government's "negative list" management model for colleges and universities, establish and improve the supervision system, strengthen the management during and after the event, and truly manage the management.

5.2 Further promote the innovation of higher education management methods

Improve the classification management of higher education, guide the rational positioning of colleges and universities through classification management, avoid the tendency of homogenization, form their own characteristics, and develop their own ideas and styles. To achieve higher education performance management, according to different school-running tasks, school-running requirements and school-running characteristics, from the establishment of performance goals, the design of performance evaluation index system, the collection and feedback of performance information, the selection of performance evaluation subjects and methods, and the use of performance results. Establish a performance management system for higher education [5]. Improve the quality management of higher education, strengthen education supervision and evaluation; give play to the role of supervision and evaluation in diagnosing, guiding and stimulating; establish and improve the accountability system for information disclosure in colleges and universities. In accordance with the needs of quality diversification, lifelong learning, individualized training, and modernization of

governance in the popularization stage of higher education, accelerate the construction of a new form of higher education characterized by digitalization. For example: improve the digital system of higher education teaching; improve digital application capabilities, improve digital governance capabilities, and enhance digital international influence.

5.3 Further promote higher education collaborative governance partnership

Guide the government, universities, and the society to participate together, and build a new type of partnership. Optimize the multi-department collaborative governance of the government system. In the process of promoting the reform of "decentralization, management and services" in higher education, it is necessary to pay more attention to the advantages of all parties, strengthen the integration and coordination of departmental functions, and establish a management that conforms to the law of higher education development, matches affairs and rights, and aligns rights and responsibilities. mechanism, and strive to achieve the effective integration of internal resources in higher education management and the coordinated integration of external resources[6]. Establish a supervision and evaluation mechanism for the participation of multiple subjects.

5.4 Deepening reforms, reshaping government supervision and building internal control systems in colleges and universities

Improve the internal control system of colleges and universities, carry out the construction of internal control system of colleges and universities, take the flow of funds as the main line, sort out and investigate all aspects of the overall economic activities of the college, check and fill in the gaps in the existing system, clarify incompatible positions, build a dynamic risk assessment framework, and strive to Form an internal control system of "comprehensive coverage, clear procedures, and effective", and place the use of scientific research funds in the internal control procedures. The construction of risk prevention and management system in colleges and universities is a problem that must be taken seriously in the process of expanding and implementing the autonomy of colleges and universities under the background of the reform of "decentralization, management and service". With the establishment of the legal status of colleges and universities as independent legal persons, legal disputes between colleges and universities and the government, enterprises, and stakeholders such as teachers and students will continue to increase, and colleges and universities are faced with complex legal risks, compliance risks and Governance risk, and even financial risk, etc. In this regard, the practice of the construction of the rule of law in my country's colleges and universities still lacks mature experience support. Therefore, in the process of cooperation with academic administrators, university legal advisers need to organically integrate legal skills with the academic expertise of academic administrators. Another example, as a legal adviser to a regulator, requires familiarity with the legal and regulatory system in the field of higher education. On this basis, strengthen the legality (compliance) review of university rules and regulations.

5.5 Improve the legal person system of colleges and universities

Improve the corporate governance structure of colleges and universities, clarify the relationship between different types of power (right) groups, and enhance the ability of colleges and universities to undertake the autonomy of running schools delegated by the government. The current problem lies precisely in the inability of institutions of higher learning to effectively undertake this part of the power after obtaining the decentralization from the government. Obviously, for Chinese institutions of higher learning, the core problem of the corporate governance structure is how to coordinate the horizontal power relationship between academic power and administrative power, as well as the vertical power relationship between colleges and universities and grassroots academic organizations. On this basis, in view of the complexity of university governance and the diversity of tasks, it is necessary to pay attention to the cooperation, complementarity and negotiation and communication between academic power and administrative power.

6. Conclusion

The reform of "delegation, management and service" in higher education is particularly important for the self-organization of colleges and universities in China. At present, certain achievements have been made in the reform of "delegation, regulation and service" in higher education, but there are also

certain problems. "Management and service" suggested that the delegating should be done, the combination of delegating and regulating, to optimize service capabilities; to innovate higher education management methods; to promote higher education collaborative governance partnerships.

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