

Exploration on Comprehensive Reform of Professional Title Evaluation and Personnel System in Colleges and Universities under the Background of "Streamlining Administration and Delegating Power, Strengthening Regulation and Improving Services"

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Abstract. The decentralization of the evaluation right of college teachers' professional titles is an important measure for the reform personnel system of colleges and universities in our country. Under this background, this paper deeply explores how colleges and universities to construct matching post management system and optimize the salary distribution system and other personnel system reform problem from the perspective of system analysis, in order to realize the core functions of professional title evaluation, and promote the good and rapid development of the teaching staff in colleges and universities.. Finally, this paper analyzes the problems and contradictions that need to be further solved in the reform, and solutions are proposed.

Keywords: professional title evaluation in colleges and universities; personnel system; comprehensive reform.

1. Introduction

In order to make response to the modernization construction of the state's governance capacity and system, in March, 2017, the Ministry of Education and other four departments jointly issued the "Several Opinions on Deepening the Reform of Streamline Administration and Delegate Power, Strengthen Regulation and Improve Services in the Field of Higher Education" (hereinafter referred to as "Opinions"), further promoted to streamline administration and delegate power, strengthen regulation, and clearly "decentralize the evaluation right of professional title of college teachers directly to colleges and universities." The decentralization of evaluation right of is the beginning of a new round of reform of professional title evaluation policy of teachers in universities and colleges, and it makes the decentralization reform has substantive competition in the field of higher education [1]. The evaluation policy of professional titles of colleges and universities in our country generally follows the "Trial Regulations for Teachers' Post in Colleges and Universities" promulgated in 1986, the evaluation system for college teachers' professional titles has been basically set for many years, subsequently, although the countries gradually explored the decentralization of college teachers' professional titles title evaluation system, however, due to various factors, the original intention of the teacher post appointment system has not been fully realized, which has hindered the further development of the personnel system and professional title policy[1]. The country decentralize the professional title evaluation to colleges and universities, this policy help colleges and universities jointly promote the reform of the core system of personnel management, such as post appointment, performance management, and salary distribution, it promotes the deep development of personnel system reform, stimulates the vigor of running school in colleges and universities, promotes scientific development, characteristic development, and harmonious development of colleges and universities, and train high-quality and urgently needed talents for economic and social development.

2. Professional Title Evaluation Function Realization and Personnel System Reform

2.1 Professional Title Evaluation's Resource Allocation Function and Post Setting System

As a management system, the evaluation of college teachers' professional title itself bears the important function for arranging post resources, screening teachers' resources and realizing scientific and reasonable matching between teachers and posts, and it is an important means to rationally allocate teachers' posts [2]. The organic combination between decentralization of professional titles in colleges and universities and scientific and reasonable post setting will be conducive to give full play to the resource allocation function of professional titles, optimize the structure of the teaching staff, guide teachers to develop towards the direction required for the development of service schools, and stimulate the enthusiasm of teachers.

Post setting is the premise of effective post management, the original intention of university post setting is to set posts according to the needs of teaching work, and select and hire personnel according to the specific requirements of the post. Therefore, the scientific and reasonable post setting is not only conducive to the optimized allocation of teachers' resources, but also makes discipline construction and personnel training to be mutually promoting good development, and on this basis, promotes the building process of various disciplines, thereby achieving the improvement of the overall strength of the school[5]. The evaluation right of professional titles is decentralized to the colleges and universities, and the colleges and universities implement the independent evaluation of the professional titles, this work is carried out on the premise of the setting condition of professional and technical post, under the fixed condition of the total quantity of posts and the structure of professional titles, the number of indicators for the professional title evaluation in those days is determined by the condition of professional and technical posts. The setting of professional and technical posts should fully arouse the initiative and enthusiasm of professional and technical personnel, and implements classified management, four insistences should be done: 1. Total quantity check and structural control. The total number of posts in colleges and universities is the number of establishments checked by the higher department in charge, within the total number of posts, structural proportions and post rank, each university controls the total number and structure of school post setting, structure proportion and post rank. 2. Set up posts as needed, scientific and efficient. According to the needs of talent training, scientific research, social services and school development in colleges and universities, improve the post classification system, optimize the structure, and rationally allocate resources. 3. Classification management and dynamic adjustment. Distinguish different series and different levels of post, fully consider the factors such as discipline construction and talent team construction, and implement classified guidance and classified management. According to the cause development and the changes in the personnel structure of school, timely conduct dynamic adjustment of posts and staff employment to ensure that the post setting is compatible with the school development. 4. Equal competition and hire the best examinee enroll only those who are outstanding. The colleges and universities deepen the reform of the employment system and improve the selection, evaluation, incentive and guarantee mechanisms for talents, based on the position setting, in the approved positions, according to the conditions of employment condition and performance of post, etc., fair competition and hire the best examinee enroll only those who are outstanding. Teachers who fail to pass the examination will be downgraded or fired, the teachers who have excellent examinations can be promoted to hire, form a scientific and good selection and employment environment, and survival of the fittest, and promote the development of colleges and universities.

2.2 Professional Title Evaluation's Ability Grade Function and Evaluation Index System

The original meaning of the evaluation system for college teachers' professional titles is to appraise and grade the teaching and scientific research ability of college teachers, and form ability hierarchy ladder. According to the teacher's ability and corresponding professional title evaluation criteria, college teacher professional title evaluation divides teachers into several levels, the duties, status,

roles, rights and treatments of each level are hierarchically different [2]. The decentralization of the professional title evaluation right of college teachers, on the one hand, it means that colleges and universities can formulate evaluation criteria according to their own positioning, the type of colleges and universities, and the particularity of the school's teaching staff, on the other hand, it will inevitably lead to the diversity of evaluation criteria for college teachers[3], how to formulate scientific, reasonable and standardized evaluation criteria for college teachers' professional titles and conduct effective supervision is a major problem faced by the education administrative department and college administrators. Colleges and universities need to formulate corresponding evaluation index system for professional titles in accordance with their own development goals and different development stages, clear promotion conditions for professional titles, and guide teachers to work towards the direction of school development.

The formulation of a scientific and standardized professional title evaluation index system is an important prerequisite and guarantee for realizing the grade function of the professional title evaluation ability. There are four insurances on setting up the evaluation index system: 1. Adhere to serve development and encourage development. The evaluation index of professional title evaluation should be oriented—not only highlight the central position of teaching work, but also clear the important position of scientific research work, establish an equivalent evaluation mechanism for teaching achievements and scientific research results that match the development goals of the school, and promote the good and fast development of schools. 2. Adhere to follow the law and scientific evaluation. The scientific nature of the evaluation index of college teachers' professional title evaluation means that the contents of the evaluation criteria should conform to the diversification of different types of teachers [3]. The professional title evaluation index should combine qualitative and quantitative evaluation index system, not only pay attention to the education performance, but also value the teacher's style and morality; not only encourage competition breakthrough, but also stimulate innovation; not only strengthen local service results, but also emphasize technology application. 3. Adhere to the problem-oriented and classified promotion. China's professional title evaluation standards have different problems of weakening the starting point of fairness, so it is urgent to establish scientific and diversified evaluation criteria to meet the needs of difference [4]. According to the existing weakening of the disciplinary features and the single evaluation index, the colleges and universities should pay attention to the differences of disciplines, construct a classification evaluation index system that conforms to the development of disciplinary characteristics, and conduct classification evaluation according to different achievements and contributions. It can be divided into teaching-oriented, teaching and research-oriented, scientific research-oriented and social service according to the teaching needs of teaching, it can also be classified humanities and social sciences, science and engineering, art, and sports according to the characteristics of the discipline. 4. Adhere to the use-oriented and innovate mechanism. The applicableness problem of the evaluation index of college teachers' professional titles refers to whether the standards are consistent with the development orientation of colleges and universities, especially under the condition that the country promotes the classification management of higher education, colleges and universities should formulate corresponding evaluation criteria for the self-type positioning of schools to adapt to the actual situation of teachers in the school and promote the scientific development of the school [3].

2.3 Professional Title Evaluation's Performance Management Function and Post Appointment Management Mechanism

The "Opinion" has clearly decentralized the evaluation right of professional titles to colleges and universities, and the organic combination of "evaluation" and "hiring" has broken the "two skins" phenomenon of the "quantity evaluation" of the higher-level functional departments and the "employment" of the employers. In essence, the college teacher professional title evaluation system is an evaluation management system for teachers' performance. Through the basic links of ability evaluation, rank promotion, evaluation, re-employment/dismissal, etc., the colleges and universities realize a series of management such as planning, monitoring, evaluation and feedback on the performance of college teachers. The decentralization of professional title evaluation right of college

teachers, colleges and universities will have greater authority to carry out post management for the teachers of the school, in order to better achieve the purpose of "capable person up, weak person down," stimulate the work motivation of teachers and improve the performance level.

The purpose of post hiring management is to continually stimulate the enthusiasm, initiative and creativity of the teachers, and avoid the old-fashioned management mode that cannot be replaced and once and for all. The core concept of post hiring management is to classify and manage the posts according to different natures, and on this basis, optimize the proportion of personnel structure. Therefore, establishing and perfecting the post hiring management mechanism can help colleges and universities achieve the adaptation of people and posts, form a reasonable structure of teachers, and realize the rational allocation of university teacher resources [5]. At present, the employment of university posts is basically managed by the employment contract system. Under the condition of almost full staff, in order to develop, it is necessary to formulate clear post responsibilities, establish dynamic and effective target management, sign employment contracts with clear target periods, and strictly the final assessment, if the signing employment period goal is not completed, then the teachers will be downgraded or fired, put an end to human relationship, achieve the target on time, but the performance is relatively poor, if the number of posts is limited, the downgrade of the end can be implemented. In fact, the key point and purpose of post-employment management of teachers is to truly establish a competitive incentive mechanism, this requires breaking the lifelong tenure system of teachers and changing the traditional practices of emphasizing employment and despise management in the past teacher management. All colleges and universities need to flexibly choose the evaluation ways according to the specific conditions of different positions. However, no matter what kind of evaluation way is adopted, it must strive for scientific nature and fairness, and truly implement it, otherwise, it will lose the meaning of the evaluation itself, and it will bring difficulties to the implementation of post management work [5].

2.4 Professional Title Evaluation's Incentive and Restraint Function and Salary Distribution System

From the perspective of system content, the various benefits brought about by the promotion and employment of university teachers' professional titles have the effect of both material and spiritual stimulation, and can effectively stimulate the behavioral motive of teachers to work hard [2]. From the perspective of system procedures, the behavioral predictability contained in the salary distribution system will have a strong stimulation and restraint effect on teachers. Scientific and effective college salary management and stimulation system will directly determine the stimulation effect of college teachers, and it has an indispensable positive effect on stabilizing college teacher staff, attracting high-quality talents, improving the work quality and efficiency of college teachers, and achieving university development goals. [6] [7]. However, although since 2010, colleges and universities have begun to implement a comprehensive performance salary system, especially for the introduction of high-level talents, annual salary system or agreed wages are achieved[6], but most of the college teachers' salary levels are still linked to professional and technical post levels at present, The hiring of teachers in colleges and universities mainly give the corresponding salary and scientific research conditions based on the teacher's professional title. It can be said that the level of professional title still directly determines the salary level of college teachers [3][8]. This form can reflect the affirmation of the teachers' past performance to some extent; however, however, due to the smaller gradient of professional title grade and the increasing difficulty of promotion, it will inevitably cause some teachers to be unable to obtain ideal professional and technical posts and corresponding salaries, this will undoubtedly discourage teachers to some extent. Therefore, under the background of decentralization of professional title evaluation right, how to formulate an appropriate salary stimulation mechanism and give full play to and release the teaching and scientific research potential of university teachers, which is a major issue that colleges universities need to focus on.

The implementation of independent evaluation of professional titles and post appointment system in colleges and universities has changed the disadvantages of the original "lifelong system of professional titles" and teachers' salaries are only rising and not falling, it has laid a solid foundation

for the reform of the salary distribution system in colleges and universities, which makes the salary distribution truly embody the basic principles of "gives priority to efficiency as well as equity", and it is conducive to the construction of classified and graded salary distribution system. Under the salary system consisting of basic salary, basic performance salary and incentive performance salary implemented by national colleges and universities, It is necessary to provide basic protection for teaching staff, and stimulate the initiative and enthusiasm of the teaching staff. Among them, the basic salary and basic performance salary of professional and technical posts are divided into 13 levels, and the salary is determined according to the level of teachers' post, the reward salary mainly reflects performance of the post, most colleges and universities issue in the form of post allowance and the amount is determined based on the completion condition of the teacher's post objectives or the performance results achieved, get more pay for more work done, high quality and excellent rewards. From the specific situation of colleges and universities, because of different development goals and position, the scale and level of the teaching staff are uneven, and the salary distribution methods are naturally not uniform, they can be roughly divided into three categories: first, basic salary, basic performance salary and post allowance are paid according to the post level of employed teachers. This method is based on goal management and it is applicable to schools with stable teachers, enough quantity, high level and high quality; teachers can consciously complete the performance of teaching, education, scientific research and social services in accordance with the post objectives. Second, basic salary and basic performance salary are offered according to the post level of employed teachers, and post allowances are issued in full accordance with post performance. This method is based on process management and it is applicable to schools where the orientation of running school is mainly based on teaching and the number of teachers is insufficient and unstable, the teacher's post allowances are offered according to the teaching workload, educational performance, scientific research and social service performance. Third, the basic salary and basic performance salary are offered according to the post grade of employed teachers and the completion condition of post basic performance, the over-achieved performance is offered in the form of post allowance. This method is combined with objective management and process management, it is suitable for schools with relatively stable teachers, but the total number of teachers is still lacking, the basic performance of teacher post usually takes the teaching workload indicators as major requirements, in addition to moderate education, scientific research or social service performance. In the latter two methods, whether the post allowance is linked to the teachers' professional titles depends on other related policies and policy orientations of the school. For example, the teaching workload allowance, if the classroom teaching quality has a special evaluation system and allowance distribution system, then the teaching workload allowance for each class can be offered according to the teaching quality; or the school should encourage teachers to improve their professional titles, then teaching workload allowance for each class hours can be offered according to the professional titles of the teachers' appointment, the allowance standard is divided into several levels. However, no matter what kind of distribution method is adopted, the equivalent evaluation of the performance required by different professional title levels in teaching, education, scientific research and social services will play an important guiding role. The relationship between the professional title evaluation function and the personnel system discussed above can be seen in Fig.1.

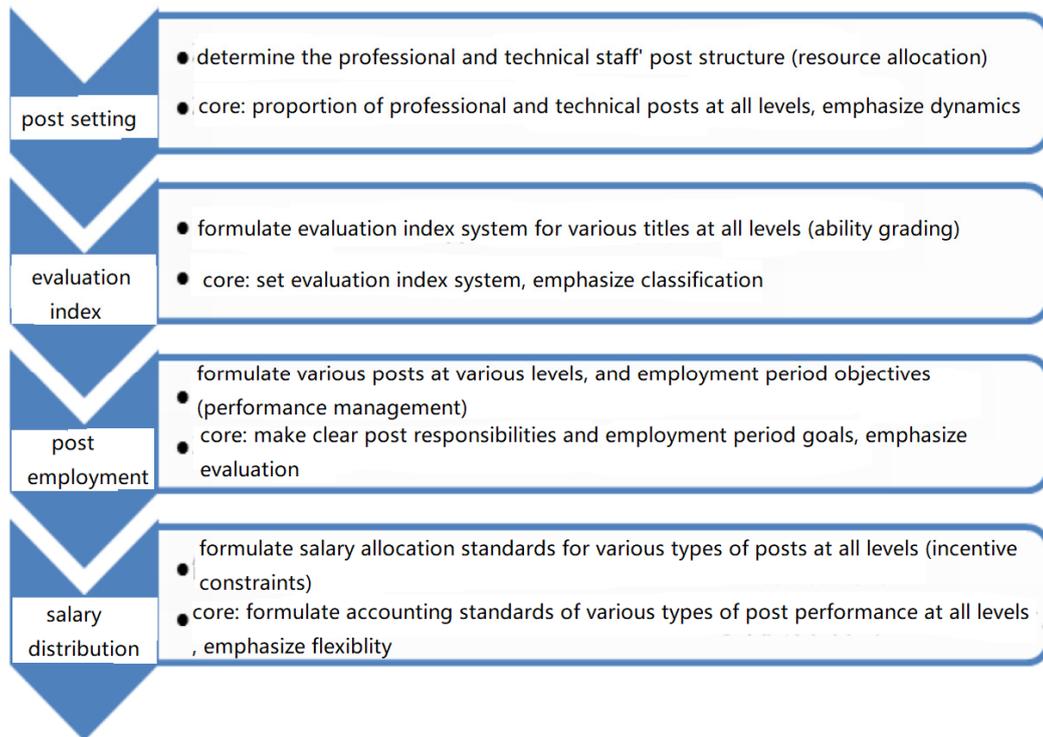


Fig.1 professional title evaluation function and personnel system

3. Existing Problems and Countermeasures

Although the "Opinions" clarified the core contents of simplifying administrative procedures, the country has also issued three reform guidance documents on the evaluation of teachers' professional titles, salary distribution and post setting management in higher schools successively, which helps to improve the decision-making power of schools and strengthen vigor of running schools in colleges and universities, but still faces some problems to be solved.

First, there is a contradiction between the limitations of the total number of posts and post structure and the stability of the teaching staff. As far as colleges and universities are concerned, the development of senior talents is the driving force and guarantee, how to make the majority of older professors with great contribution receive preferential treatment, and ensure that young teachers with excellent performance have enough development space, which is the core problem that restricts the development of colleges and universities, the number of posts at different levels is fixed, and the long-standing changeless atmosphere cannot leads to a lack of motivation for some teachers, which is unfavorable for the stability and level improvement of the teaching staff. Therefore, if the professors who have outstanding contribution are evaluated as a tenured professor, their posts are not included in the total number of school posts, and to a certain extent, it not only retains older professors but also provides development space for young teachers.

Second, there is a contradiction between the flexibility of the appointment mode and the difference of the professional title evaluation system. The personnel management system such as annual salary system and pre- appointment system appears in the national development plan, which means that the teaching staff of colleges and universities is complicated, due to the different post natures of various personnel, the post duties are different, and the evaluation index systems are also very different, this puts forward new demands on professional title promotion, post appointment and salary distribution. Therefore, in order to develop well and fast, colleges and universities need to establish a flexible and different professional title classification evaluation index system, in allusion to the personnel with different post nature, a scientific and applicative professional title evaluation index system is established in combination with the post responsibilities.

Third, there are conflicts in the evaluation index system in post appointment, professional title evaluation and salary distribution. At present, the three major management systems, which are led by

the personnel department, have not been able to achieve overall planning and integration, the formulated evaluation index system has conflicts, which hinders teachers' professional development to some extent. Even if the professional title is obtained, there are differences in the appointment conditions of the corresponding posts, and there are differences in the evaluation points of the performance distribution, the three cannot be integrated with each other, which affects teachers' enthusiasm and satisfaction to a certain extent. The post setting is the basis, the post responsibilities and appointment standards are formulated according to the development and positioning needs of the school, on this basis, the evaluation of professional titles should formulate corresponding classification evaluation index system to select talents needed, when the teachers get professional titles, and should realize the value of professional title through salary distribution system, the corresponding graded and classified salary distribution system is built according to the post responsibility and professional title evaluation index system, only when the three are integrated, the personnel system can better serve the development of the school.

Fourth, the lack of supervision mechanism constrains the effectiveness of the comprehensive reform of the personnel system. The "Opinions" gives the autonomy to the colleges and universities; the teaching staff is the key to restrict the college development and the effect of educating people, that is to say, the personnel system of the colleges and universities is the key to the development of the colleges and universities, at present, due to the imperfect supervision mechanism, the phenomenon of "rule of man" rather than "rule of law" unavoidably appear in the comprehensive reform process of the personnel system, such as man-made customized positions, the formulation of professional title evaluation indicators and the arbitrary modification of management methods, which largely restrict the development of the school, even the development of the school deviates from the right track, affects the development of the teaching staff of colleges and universities, and it also deviates from the original intention of the management right of the personnel system decentralized by the country, those who established management methods use power to benefit their own people. Therefore, it is necessary to improve the supervision mechanism of professional title evaluation and the regulatory mechanism of personnel reform, ensure procedural justice, achieve practical fairness, and create a good environment for the construction of college teachers.

4. Conclusion

In short, the decentralization of professional title evaluation right can play a key role in achieving "good governance" in higher education [9]. The country has broken the unified evaluation mode of professional title in colleges and universities for many years, which will become an important starting point for improving the level of college teachers, and it will play a long-term and effective positive role in the reform of personnel system in colleges and universities. Colleges and universities should take advantage of the opportunity to decentralize the evaluation right of professional titles to colleges and universities, give full play to the leverage of the professional title evaluation system, and combine the development orientation of colleges and universities, deepen the reform of the personnel system such as post appointment and salary distribution, and break the lifelong system of post appointment in colleges and universities, arouse the initiative and enthusiasm of all teaching staff, establish and improve "post can be promoted and demoted, the personnel can enter and exit, the treatment can be high and low" dynamic management mechanism of colleges and universities, moreover, the reform supervision mechanism should be improved to create an open and fair teaching staff construction environment, then the colleges and universities can truly build a high-level teaching staff with high morality, consummate business, reasonable structure, vitality and conform to the school's reform and development goals, thus further promoting talent training, scientific research system, internal management system and a series of comprehensive reforms and inject momentum and vitality.

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