

The Characteristics and Trend of Power Allocation Policy at the Two Levels of University and School Since the Expansion of University Enrollment

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ABSTRACT

To build and perfect the modern university system with Chinese characteristics is the basic requirement and fundamental guarantee for China to build a powerful country in higher education. The expansion of university enrollment prompts the issuance of a series of governance policies that aim to standardize and enhance the internal governance system and governance capacity of colleges and universities. By sorting out and analyzing the policy texts, this paper finds that the power of the two levels of university and school enjoys the unique Chinese characteristics of clear governance structure, micro-allocation, policy shift, law-based school administration, and so on. Then, the paper puts forward prospect: the internal governance of Chinese universities inclines to consolidate the school-running entity, promote stakeholder involvement, expand the autonomy of school-running, comprehensively promote the rule of law, and highlight the Chinese model.

Keywords: power of the two levels of university and school, power allocation policy, Chinese model

I. INTRODUCTION

The establishment and improvement of the modern university system with Chinese characteristics is based on China's national conditions, educational conditions and the needs of the development of higher education. It is the basic requirement and fundamental guarantee for promoting the modernization of the university governance system and governance capacity, constructing the development model of universities in China, and building a powerful country in higher education. As is known to all, in order to vigorously develop the economy, meet the people's needs for higher education and solve the employment problem, China has carried out a far-reaching university enrollment expansion since 1999. According to statistics, there were 1.6 million college students in China that year, 520,000 more than in 1998, with an increase of as much as 48%. In the following decade or so, the number of students had increased by leaps and bounds. In recent five to six years, the scale of students is relatively flat and stable. [1] The expansion of university enrollment, promoted by the government and guided by policies, has greatly improved the development of higher education, but it has also

brought about a series of problems, including declining quality, shortage of teachers and difficulty in employment. The scale development of universities inevitably forces universities to practice their own internal skills, strengthen the construction of connotation, and it is urgent to reform the internal governance of universities in order to improve the quality and level. Attach great importance to the development of colleges and universities, the Party and the government have made an overall plan, and actively explore a new path for the development of universities. The reform of university internal governance, aiming at establishing and improving the modern university system with Chinese characteristics, has thus entered a new stage of exploration and revision. The reform of higher education policy, which reflects the will and determination of the Party and the country, has been going deeper and deeper.

II. THE DEVELOPMENT OF UNIVERSITY SYSTEM AND POLICY

In August 1998, "principal accountability system under the leadership of the Party committee" was formally written into the "Higher Education Law", marking the formal establishment of China's university leadership system. This is the foundation for the governance and development of colleges and universities, and the basic guarantee for the establishment and improvement of the modern

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university system with Chinese characteristics. In the past twenty years, Chinese colleges and universities have shifted from adhering to the leadership system to reforming the internal management system and mechanism.

In February 2004, the "Action Plan for Revitalization of Education 2003-2007" issued by the Ministry of Education stressed that colleges and universities should promote the running of schools in accordance with the law, democratic governance, scientific decision-making, and improve their leadership and management system and democratic supervision mechanism. In May 2007, the Party Group of the Ministry of Education issued the Opinions on Strengthening the Construction of Primary Party Organizations in Ordinary Institutions of Higher Learning, which pointed out that the party organizations at the college level are the "political core" and to ensure supervision, the important matters in the college should be collectively studied and decided by the party-government joint conference in accordance with the principle of democratic centralism. This not only clarified the party-government joint conference system of the college, but also established the power structure at two levels of university and school. In May 2010, the State Council issued the "Outline of The National Medium- and Long-term Plan for Education Reform and Development (2010-2020)", which formally proposed to improve the modern university system with Chinese characteristics, including the leadership system, rules of procedure and decision-making procedures of colleges and universities, and the administration of colleges and universities by law. The "Outline" has drawn a blueprint for the future development of China's higher education and pointed out the direction, which is of far-reaching and of great significance.

In August 2010, the CPC Central Committee promulgated the "Regulations on the Work of Grassroots Organizations in Colleges and Universities of the CPC", which emphasizes that the Party committees of colleges and universities shall exercise unified leadership over the work of colleges and universities, give play to their core role of leadership, and also clarify the responsibilities of Party committees and party organizations of colleges and universities. In March 2012, the Ministry of Education issued several "Opinions on Comprehensively Improving the Quality of Higher Education", which also emphasizes the need to improve the modern university system with Chinese characteristics, clarify the responsibility of running a university and improve the governance structure. In October 2014, the General Office of the CPC Central Committee issued the "Implementation Opinions on Adhering to and Improving the Principal Accountability System Under the Leadership of the Party Committee of General Institutions of Higher Education". It makes

it clear that the Party committee is the leading core of the university, uniformly leads the work of the university and grasps the direction of development; the Party committee adheres to democratic centralism and decides on major issues and important matters of the university through collective discussion; the secretary of the Party committee presides over the overall work of the Party committee and supervises and inspects the implementation of Party committee resolutions; under the leadership of the university Party committee, the principal is in charge of the university's administrative work and the legal representative of the university and he is in charge of teaching, scientific research and administrative management; at the school level, it is necessary to strengthen the construction of grassroots party organizations, improve the system of party and government joint meetings, and decide major issues through collective discussion. This is the party's basic stipulation on the two-level management system and power structure of colleges and universities. In January 2015, in order to promote quality and level of higher education, the state issued the "Overall Plan for Promoting the Construction of World-class Universities and Disciplines". It was proposed to improve the internal governance structure of universities, strengthen the statute system, academic management system and democratic management supervision, which points out the direction for the development of universities' academic and democratic power. In January 2017, the Organization Department of the CPC Central Committee and the Ministry of Education" jointly issued the "Interim Measures for the Management of Leading Personnel in Institutions of Higher Learning", which set clear norms and requirements for the internal power operation system and mechanism in universities, especially for power supervision. In February 2017, the CPC Central Committee and the State Council reiterated in the "Opinions on Strengthening and Improving Ideological and Political Work in Colleges and Universities" that the party leadership system in colleges and universities should be improved, and the Party committees and general party branches in colleges and universities should play their roles as the leading and political core. In April 2017, the "Opinions of the Ministry of Education and Other Five Departments on Deepening the Reform of Streamlining Administration, Delegating Power, Strengthening Regulation and Optimizing Service in the Field of Higher Education" was promulgated. It calls for strengthening the party's leadership over colleges and universities, improving democratic management, academic governance, and strengthening information disclosure and social supervision. It requires for colleges and universities to delegate power to departments, research and development teams and leading figures, so as to ensure that all reform measures are implemented. This laid a solid foundation for the university-school power allocation and implementation

of the school-running entity at two levels. In September 2017, the CPC Central Committee and the State Council issued "Opinions on Deepening the Reform of the Education System and Mechanism", which once again emphasized the implementation of the autonomy of colleges and universities in accordance with the law, the improvement of the modern university system with Chinese characteristics, the adherence to and improvement of the principal accountability system under the leadership of the Party committee, and the play of the core role of the Party committee. In August 2018, the Ministry of Education, The Ministry of Finance and the National Development and Reform Commission jointly issued the "Guiding Opinions on Accelerating the Construction of 'Double First Class' in Institutions of Higher Learning, which also emphasized the need to improve the modern university system with Chinese characteristics to ensure the overall improvement of colleges and universities through institutional construction.

III. DEVELOPMENT OF INTERNAL RESOURCE ALLOCATION POLICY IN COLLEGES AND UNIVERSITIES

The object of university management is resources, so the power of university mainly includes personnel power, financial power and affairs power, which is the most concerned and important power within the university. The essence of power allocation in colleges and universities is the allocation of resources and the reform and development of personnel, financial and affairs rights.

A. Reform and development of university personnel policy

Personnel system reform is the most important part of the internal governance reform in colleges and universities, as well as the foundation and premise. In September 1999, the Ministry of Education issued the "Opinions on Deepening the Reform of Personnel Distribution System in Institutions of Higher Education". In June 2000, the Organization Department of the CPC Central Committee, the Ministry of Personnel and the Ministry of Education jointly issued the "Opinions on the Implementation of Deepening the Reform of The Personnel System in Institutions of Higher Education". The two "Opinions" make arrangements for the reform of institutions of higher learning, the system of employing people and the system of distribution. The central goal is to emancipate the mind, change ideas, streamline administration, enhance efficiency and improve the level of running schools. Then around the personnel and distribution system reform, the State has issued a number of intensive policy documents. After the CPC Central Committee issued the "Guideline on Deepening the

Reform of the Personnel System for Cadres" in 2000, the Organization Department of the CPC Central Committee and the Ministry of Personnel issued the "Opinions on Accelerating the Reform of the Personnel System in Public Institutions" in July 2000, which made specific plans for the full implementation of the reform. In 2002, the Ministry of Human Resources issued the "Opinions on Trial Implementation of Personnel Employment System in Public Institutions", which made specific policy provisions on the basic principles, application scope and employment procedures of the employment system. In 2003, the CPC Central Committee and the State Council promulgated the "Decision on Further Strengthening Talent Work". In 2006, the Ministry of Personnel issued three documents successively, including the "Trial Measures for The Administration of Post Establishment in Public Institutions", the "Notice on Printing and Distributing the Reform Plan of The Income Distribution System for Public Institution Staff", and the "Implementation Measures for the Reform of the Income Distribution System for Public Institution Staff". In 2008, the State Council issued the Pilot Plan for reforming the Old-age Insurance System for Public Institution Employees. In 2010, the State Council issued the Outline of the National Medium- and Long-term Talent Development Plan. In 2011, the "CPC Central Committee and the State Council issued the Guidance on Promoting The Reform of Public Institutions by Classification". In the same year, the General Office of the CPC Central Committee and the General Office of the State Council jointly issued a dozen policy documents or so, including "Opinions on Further Deepening the Reform of Public Institutions' Personnel System". These reform policies urge the university to comprehensively carry out the reform of personnel appointment system, set up posts according to the need, determine posts, simplify the organization and simplify the personnel; We should improve the treatment of teachers, respect talents, science and labor, fully mobilize teachers' enthusiasm, initiative and creativity in devoting themselves to the cause of higher education, stimulate the vigor and vitality of universities and colleges, and improve their quality and efficiency.

2017, the "13th Five-Year Plan for The Development of National Education" proposed to reform the staffing and post management systems of colleges and universities, actively explore the implementation of total staff management in colleges and universities, implement the autonomy of post management, employing autonomy, teachers' title appraisal autonomy and salary allocation autonomy, and encourage colleges and universities to further delegate power to schools and departments. This made clear the direction for the reform of university personnel system. In January 2018, the General Office of the CPC Central Committee and the State Council

issued the "Opinions on Comprehensively Deepening the Reform of Teacher Team Building in the New Era", which provides guiding opinions on teacher selection and recruitment, professional access, professional title evaluation, post appointment system reform, and assessment and evaluation. In April 2018, the General Office of the CPC Central Committee and the State Council jointly issued the "Guidance on Promoting The Reform of Talent Evaluation Mechanism by Classification", stressing that the Party should supervise talents, it is necessary to ensure the autonomy of employers, deepen the reform of the evaluation system for college teachers, pay attention to comprehensive evaluation, and set up evaluation contents and methods by classification, hierarchy and discipline. This is the first time for China to clearly put forward the reform of talent evaluation mechanism, which has far-reaching significance for the development of talents in universities.

B. Financial policy reform and development in colleges and universities

Finance is the basic guarantee of university development. The expansion of higher education enrollment in 1999 was not well prepared compared with colleges and universities. There was a shortage of teachers, equipment and buildings, and a serious shortage of investment in education. However, China's colleges and universities realized the popularization of higher education in only eight years, which was a miracle and innovation in the history of the development of higher education in the world. There is no doubt that the financial governance of universities has played an important role in ensuring that it changes with the times and adjusts itself actively.

In fact, in June 1997, the State Education Commission and the Ministry of Finance promulgated the "Financial System of Institutions of Higher Education", which stipulated that institutions of higher learning should implement the financial management system of unified leadership and centralized management. Large-scale schools implement unified leadership, hierarchical management of the financial management system. It was especially emphasized that the principal is responsible for the financial work in colleges and universities, and the dean is responsible for the financial management in secondary schools (departments). This financial reform lays a foundation for the secondary financial management system of universities for a long time to come and plays an important role in ensuring the stable development of China's universities in the process of scale expansion and popularization.

In order to ensure the steady development of higher education, the state has issued a number of policies after the expansion of college enrollment to ensure that

colleges and universities increase income and reduce burden. In 1999, the state promulgated the "Decision on Deepening Educational Reform and Comprehensively Promoting Quality-oriented Education", which pointed out that universities should carry out logistics socialization reform, increase social investment and reduce the pressure on school funds. This was the first time since the founding of the People's Republic of China that social forces are allowed to enter colleges and universities, which throws a "stepping stone" for stakeholders to get involved in university governance. In 2000, the state promulgated the Opinions on Further Accelerating the Socialization Reform of Logistics in Institutions of Higher learning, which opened doors for colleges and universities to streamline themselves and increase efficiency. In 2010, the "Measures for the Disclosure of Information of Institutions of Higher Education" required universities to regularly and actively disclose their budget and final account information constantly expand the scope of disclosure and detail the contents. In 2011, the "Interim Measures for the Formulation of the Statute of Institutions of Higher Education" proposed that the statute should clearly define the decision-making and supervision mechanism of the school's financial management. In 2011, the National Program for the Implementation of Promoting the Administration of Schools in Accordance with the Law" stipulated that fees, expenditures and bidding for capital construction projects should be open to supervision.

In December 2012, the new "Financial System of Institutions of Higher Education" further defined the financial work practice the principal accountability system, stipulating that financial management system should be "unified leadership and centralized management", the larger universities can implement the financial management system of "unified leadership and level-to-level administration", and the financial institution of the school shall act as the secondary financial institution of the university and accept the unified leadership, supervision and inspection of the primary financial institution of the university. The implementation of the two-level financial management system in colleges and universities plays an important role in standardizing the financial behaviors of colleges and universities, strengthening financial supervision, improving the efficiency of capital use, and promoting the healthy development of them. In April 2013, the Ministry of Education issued "Guidelines on Promoting the Reform of Pilot Colleges" to encourage pilot colleges to independently allocate various resources and determine the internal income distribution. In 2015, the Ministry of Education issued "Several Opinions on the Implementation of Financial Management Leadership Responsibility and Strictly Enforcing Economic Discipline in Directly Affiliated Colleges and Universities", stressing the need to standardize internal

financial governance system and operation mechanism and establish and improve the rules of procedure of financial management leading group (management committee) in accordance with the principles of unified leadership and centralized or hierarchical management. In 2015, "Opinions of the Ministry of Education on Strengthening the Internal Audit Work of Institutions of Higher Learning Directly Under the Ministry of Education" put forward that financial audit in colleges and universities is conducive to standardizing and supervising financial work. In 2017, the "13th Five-Year Plan for the Development of National Education" indicated a new direction and puts forward new goals and requirements for universities to further delegate power to their departments.

C. Reform and development of college affairs policy

Affairs right is the center of university internal governance. In May 2010, the State Council issued the "Outline of The National Medium- and Long-term Plan for Education Reform and Development (2010-2020)" proposed to give full play to the important role of academic committee in discipline construction, academic evaluation and academic development, explore the effective way of professors managing the academic studies, and give full play to the role of professors in teaching, academic research and school management. It also put forward that all kinds of colleges and universities should formulate their statute in accordance with the law and manage their schools in accordance with the provisions of the statute. This was the first time that a guidance opinion on academic management of colleges and universities at the national level was formally put forward. It has far-reaching significance and is the most important link to improve the modern university system. At the same time, it was proposed for the first time that colleges and universities should strengthen the statute construction, which is an important content that must be implemented to improve the system construction of modern universities with Chinese characteristics. In 2011, the Ministry of Education issued the "Interim Measures for the Formulation of the Statute of Institutions of Higher Education", which promoted the large-scale regulations construction movement of Chinese colleges and universities. In December 2011, the Ministry of Education issued the "Regulations on the Teaching Staff Congress of the University", which stipulated that the teaching staff congress should adopt the principle of democratic centralism to carry out its work under the leadership of the Party committee of the university. In March 2012, the Ministry of Education issued "Several Opinions on Comprehensively Improving the Quality of Higher Education", proposing to strengthen the construction of academic organizations, optimize the structure of academic organizations at both levels of the university and the university, formulate rules of academic committees, improve the internal governance

structure of the college, implement professors governing academic studies and democratic management, and expand the autonomy of teaching, research and management of the college. In order to improve the quality of higher education, attention has been paid to the power allocation of academic affairs at both levels of university and school, which is also the key point to improve the modern university system with Chinese characteristics and has great and far-reaching significance. In April 2013, "Guidelines of the Ministry of Education on Promoting The Reform of Pilot Colleges" proposed the method of nominating and electing the dean by the pilot professorship committee, entrusts the academic committee with the right of discipline construction, academic evaluation, review in academic development and evaluation of academic achievements, and implements and expands the autonomy of the pilot universities. It was an important opinion and development direction for reforming the internal governance structure of the college, and it is of great significance for deepening the governance of the college and implementing the school-running entity. In January 2014, the "Regulations on Academic Committees of Institutions of Higher Education" issued by the Ministry of Education required that colleges and universities should establish and improve the academic management system and organizational structure with academic committees as the core in accordance with the law, plan as a whole to exercise the academic affairs review, evaluation and consultation etc., improve the system and norms of academic management system, and actively explore effective ways of professors governing academic studies, so as to provide necessary conditions for the normal work of the academic committee. This marks the beginning of a new era in the healthy development of higher education in China. In July 2014, the "Regulations (Trial) of the Council of Institutions of Higher Learning" of the Ministry of Education was promulgated. In January 2015, the State Council reiterated in the "Overall Plan for Promoting the Construction of World-class Universities and First-class Disciplines" that institutions of higher learning should establish and improve the implementation mechanism of their statute, strengthen the construction of academic organizations, and improve the democratic management and supervision mechanism. In 2016, the Ministry of Education issued the "Implementation Outline for Running Schools in Accordance with the Law (2016-2020)", which aimed to accelerate the development of a new pattern of government administration in accordance with the law, universities running schools in accordance with the law, and society participating in university governance.

IV. THE BASIC LOGIC AND CHARACTERISTICS OF THE DEVELOPMENT OF INTERNAL GOVERNANCE POLICY IN CHINESE UNIVERSITIES

The reform of higher education in the past twenty years has been the basic logic of improving the modern university system with Chinese characteristics. The internal governance reform of colleges and universities in the past twenty years has realized the great leap from "big" to "strong" in China's higher education.

A. The internal governance structure of universities is more clear and stable

From the internal governance structure in colleges and universities, the mechanisms for Party committee leading, principal managing, professor governing academic studies and democratic administration have basically taken shape and the power system of the Party committee, the principal, the academic committee and the teaching and administrative staff congress bearing the function of democratic supervision is also preliminarily established, the structure of political power, administrative power, academic power and democratic power is clarified and policies and laws give them due legitimacy and positioning. Policies also clarify the two-level system of management of the university and school, and provides policy guarantee from the two levels of power allocation of the university and school. The principal accountability system under the leadership of the university Party committee is recorded in the higher education law, and the university has also established the system of joint meeting of party and government. The power allocation organization at both levels of the school and the university has been given a clear response in terms of policies. The intertwining power allocation system of the university and the university is more systematic and standardized, which pays attention not only to the horizontal power allocation, but also to the vertical power allocation. The power allocation at the college level has been effectively supported by policies.

B. The power of university is more microcosmic

The horizontal and macro power structure of the university shows the general direction or context of the power distribution of the university, and the vertical and micro power structure shows the theoretical direction and practical path, so that the interests of the power subject can be more clearly expressed. The 20-year process of the internal governance reform in Chinese universities clearly shows that while the macro-control of power based on the main body of power allocation tends to be stable, the object of power allocation, namely the allocation of resources, shows a clearer context in terms of policies. The centralized expression is that university governance has expanded

from "exploring the internal leadership system of universities as the center" to "reforming the internal management system of universities as the focus", and the internal governance of universities has realized a leap from "single point to multiple points" or one "from point to surface". Its purpose is to explore and establish a university management model with Chinese characteristics and a university operation mechanism that is compatible with the socialist market economy system. [2] The reform of university internal governance, especially the micro-power allocation at the university and college levels, is a solid foundation for exploring the establishment of modern university system with Chinese characteristics, which is in line with the development of the times and social needs. The national policy of personnel right, financial right and affairs right of the university is not only the embodiment of the national will, but also to ensure that the internal governance can be scientific, standardized, more instructive and operational.

C. The policy of power allocation within the university is progressive and continuously deepened

From the point of view of the time frame of the object of power allocation, the reform and development of personnel right in colleges and universities are the first step, followed by the reform and adjustment of financial right, and then the reform and practice of affairs right. This proves and illustrates that personnel right allocation is the premise and key of internal governance reform, financial right is the guarantee, and the foothold and focus are the reasonable allocation of affairs right. On the other hand, the policy development of personnel right, financial right and affairs right also confirms the basic law that internal governance reform and economic and social development complement each other and go abreast. The coverage of the policy itself is also being optimized and adjusted, with more focus on key areas and core parts. The extension of the policy is more precise and specific, which ensures the standard and rigorous implementation of the policy. Since 2010, the allocation and operation of the academic affairs right of universities have been increasingly favored by the policy, from giving play to the role of academic organizations of universities and strengthening professors' role in academic studies, to democratic management and supervision. Basically, the management of academic affairs is constantly getting clearer and more definite and obvious.

D. The administration of schools in accordance with the law has been significantly improved

The policy of running schools in accordance with the law and establishing rules and regulations has been running through the internal governance reform in the past 20 years, and further improved and standardized the responsibilities, powers, rules of procedure and

decision-making procedures in major decision-making and important links, reflecting the will and determination of the Party and the government to run the university in accordance with the law. Especially since 2010, the policy has emphasized the strengthening of university statute, which has become an important part of the establishment and improvement of the modern university system with Chinese characteristics. Constitution is the "basic law" of colleges and universities, which bears and solidifies the achievements of internal governance reform. The state formulates and implements university statute through different policies and systems, which has been gradually implemented into the practice of governing colleges and universities according to law. At present, China's public universities have basically formulated the university statutes, and the system of running schools in accordance with the rules has been gradually established, and the work of running schools in accordance with the law has been effectively promoted to a new height.

E. Reform of university internal governance is highly consistent with government regulation

As a centralization country, China's government is the sponsor of universities and the decision maker of the reform. The reform of internal governance of universities is mainly promoted by the government, presenting distinct Chinese characteristics and characteristics of the centralization system. The reform of Chinese universities is the result not only of the coercive institutional change from top to bottom by the government, but also of the driving force of universities to pursue excellence [3]. As the sponsor of universities, the government has the responsibility to ensure that universities play their due functions scientifically and regularly. As the university has the function of evaluation and supervision, the government also directly participates in the management of the university to some extent; especially the personnel and financial rights are firmly in the hands of the government, and the affairs right of the university has also been indirectly controlled by the government in the past ten years. The leading position of government administration has been strengthened and consolidated, and the centralization system of higher education is deeply rooted in the heart and integrated into it. Although the internal governance reform of universities led by the government has a profound imprint, it is also an indisputable fact that academic power and democratic power are concerned about and promoted. This also shows the existence of insufficient degree of autonomy of universities, and the centralized power allocation at the two levels of schools and universities, as well as the dominant political power, weak academic power and lack of democratic power.

F. The Chinese model of university internal governance is becoming more and more distinct

The greatest advantage of the socialist system with Chinese characteristics is the leadership of the Communist Party of China. To explore the modern university system with Chinese characteristics, it is a must to rely on the leadership of the Party to achieve steady progress. In the practice of higher education reform, the "principal accountability system under the leadership of the Party committee" is scientifically selected and written into the higher education law. The establishment of the leadership system is the basis for the high-quality development and long-term stability of colleges and universities. The core content of the principal accountability system under the leadership of the Party committee is the centralized and unified leadership of the Party, the institutional arrangement endowed by laws and policies, and the basic feature of the internal governance structure of Chinese universities. [4] The Party committee is the core of leadership in a university. It uniformly leads the work of the university, grasps the direction of the university's development, makes decisions on major issues of the university, supports the principal to independently exercise their functions and powers in accordance with the law, and ensures the completion of central tasks. The Party committee of the university is responsible for supervising and administering the Party, while the commission for discipline inspection is responsible for the supervision of discipline enforcement. The college implements the system of party-government joint meeting, and the mechanisms of collective discussion and decision on major issues of career development, a pair of responsibilities, and democratic centralization is the guarantee of the healthy and scientific development of the college. It is the characteristic, advantage and guarantee of China's modern university system that the Party committee and the general Party branch of the college play their roles as the leading core and the political core more clearly. The leapfrog development of Chinese colleges and universities in the past 20 years benefits from the strong leadership of the Communist Party of China and is the decisive force in building a powerful country in higher education.

V. THE DEVELOPMENT TREND OF INTERNAL GOVERNANCE IN CHINESE UNIVERSITIES

Xi Jinping pointed out that "We should seize the opportunity, make look-ahead layout, and make an overall plan and strategic design for speeding up the modernization of education and building China into an educational power with a higher historical position, broader international vision and profounder strategic insight." Twenty years' development of university governance policy has laid a foundation for exploring and constructing the internal governance of universities

with Chinese characteristics and outlined the "proper modality" of future development.

A. Continuously consolidating the school running entity

"The better end point in higher education is the grassroots" [5]. The university is a kind of academic organization heavy at its bottom. In order to respect the law of academic development and the characteristics of university organization, and to realize academic freedom, universities generally focus their management on the grass-roots level. The existing reform policy of higher education governance clearly points to the shift of power center of higher education to schools and giving scientific function orientation and reasonable power allocation of secondary colleges. The reform policy clearly states that autonomy and more decision-making power should be given to the academic development and professional teaching of secondary schools. The policy of implementing the school-running entity of secondary colleges must be better implemented in the combination of theory and practice, and the development of universities will increasingly present its "proper modality".

B. Promoting stakeholder involvement in university governance

The University is an organization of stakeholders. Any organization or individual that influences the development of the university organization or is influenced by it is a stakeholder. Social participation in university governance is not only a consensus, but also an international experience. The theoretical purpose and practice of co-governance in universities in China are constantly verifying the correctness of "co-decision-making", and the mechanism of social support and supervision in universities has received policy response. The "Regulations of the Council of Institutions of Higher Education (Implementation)" was promulgated in 2014. Representatives of government departments and co-construction units, representatives of social partners, alumni, social celebrities, experts and other external stakeholders supporting the development of the university are all members of the board of governors, providing institutional arrangements for strengthening the connection between the university and the society, expanding decision-making democracy and supervision, and obtaining social support. With clearer, more specific and more scientific policies supporting the legitimacy of university internal governance system and the "right way" of joint decision-making, the reform of university internal governance will be presented as a process of co-governance, and the co-governance of stakeholders will gradually be realized in modern universities.

C. Continuing to expand the autonomy of colleges and universities in running schools

"The key to solving the autonomy problem of institutions of higher learning is to separate the right of school hosting, the right of school management and the right of school operation" [6]. The policy of improving the autonomy of colleges and universities in running schools according to law has been promulgated, and the autonomy of colleges and universities in running schools will be gradually implemented. From the perspective of personnel policy, the "13th Five-Year Plan for the Development of National Education" proposes to reform the staffing and post management system of colleges and universities, actively explore and implement the autonomy in post management, employment, title appraisal and salary allocation of colleges and universities, and further delegate power to schools and departments. From the perspective of financial policy, the government is the main body of running a university and is responsible for the investment of running it. With the gradual progress of "separation of management and evaluation", the government will strengthen the supervision and restriction of universities by means of quality assessment and quantitative assessment, which has become a common practice in foreign countries to manage public universities. From the perspective of the right to affairs policy, the state clearly puts forward to attaching importance to and giving play to the role of academic organizations, standardize academic management and attach importance to academic development through the policy requirements, promote "professors governing academic studies", and return the right to academic affairs to academic organizations more quickly. The "Opinions on Further Streamlining Administration, Delegating Power, Strengthening Regulation and Optimizing Services in the Field of Higher Education" in particular have pointed out the direction for further expanding and implementing the autonomy of universities in running schools.

D. Promoting school administration comprehensively in accordance with the law

Comprehensively governing the country by law is an essential requirement and an important guarantee for socialism with Chinese characteristics. Running a university according to law is a concrete manifestation of comprehensively implementing the rule of law in university governance, and a fundamental guarantee for building a modern university system with Chinese characteristics and running a socialist university with Chinese characteristics well. Running the university according to law is the basic idea and the basic way of university management and it is also the key to accelerate the construction of modern university system. It is necessary for the state and local governments to constantly improve the law on the

status of modern university system, further clarify the legal definition of institutions of higher learning, and reasonably divide the boundaries of power and responsibility. The university should take the statute as the basis of the rules and regulations of the university, scientifically and rationally determine the allocation and operation mechanism of power (right) resources within the university, and form a modern university system with statute as the guide, organic connection and mutual support. [7] With the gradual improvement and deepening of the national legal system, the gradual improvement and refinement of university statute will take root, and the comprehensive and law-based governance of the university will be deepened and become the basic target and fundamental model of university reform and development.

E. Highlighting the Chinese model of university governance continuously

The modern university system with Chinese characteristics is a standard based on adhering to the overall leadership of the Party, adhering to the socialist direction of running schools, and adhering to the value of cultivating people by virtue. History and practice have proved that the establishment of a modern university system with Chinese characteristics must be carried out under the leadership of the Party, persisting in showing Chinese characteristics and Chinese strength of education in China. With the continuous improvement and maturity of university governance environment, governance mechanism, governance policies and governance conditions, the Chinese model of university internal governance will become more and more distinct and have more and more development advantages, and will certainly contribute "Chinese approach" to the reform and development of university. This is not only a Chinese characteristic, but also a Chinese advantage.

VI. CONCLUSION

Building a strong country in higher education is an important part of the great rejuvenation of the Chinese nation. To truly strengthen higher education, it is necessary to balance the internal and external development realities. While internal governance reform should be the basis, the study of advanced experience should be considered, it is more important to take root in China, strengthen institutional construction, and establish a Chinese model of university governance by relying on policies to standardize school running. In this way, modern universities with Chinese characteristics can be built. In the past two decades after the expansion of college enrollment, the governance reform of colleges and universities has been deepened continuously, which promotes the continuous improvement of internal driving forces, the governance structure has become more mature, the operation

mechanism has become more efficient, and the Chinese features have become more prominent. Such a "modality" is the proper meaning of the reform of the internal governance of Chinese universities and will become the direction and basic model of the development of the internal governance of Chinese universities.

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