



The Development and Reflection of the Reform of "Delegating Power, Improving Regulation and Upgrading Services" under Modernization of Educational Management

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Abstract. The reform of "delegating power, improving regulation and upgrading services" in higher education is an important part of the modernization of higher education governance system and governance capacity in China. Using the theoretical analysis framework of Policy Borrowing in Education, the reform policy is interpreted from the four aspects of Cross-National Attraction, Decision-Making, Implementation and Internalization. The study finds that the reform of "delegating power, improving regulation and upgrading services" in higher education is the result of the joint action of internal and external factors, and is fundamentally the inevitable product of the reform to a certain stage. However, this reform is still an "incremental reform" along the idea of "positive list management", so it has a transitional nature. Looking forward to the future, to promote the deepening of the reform in the field of higher education, it is necessary to pay attention to the concept consensus and innovation, promote the formation of the driving force of reform; use the rule of law thinking and tools to promote the construction of the rule of law; deepen the international and local dialogue, and build up a characteristic system of reform.

Keywords: Reform in Higher Education, The theory of Policy Borrowing in Education, Development and Reflection

1 Introduction

The reform of "delegating power, improving regulation and upgrading services" shows the concept and direction of the transformation of the government's education management function, and is an important way to promote the innovation of higher education governance mechanism. At present, the advance literature research focuses on the empirical analysis [1], theoretical speculation [2] and policy analysis. However, the process analysis of the reform policy is not enough, and the reform is not viewed in the international and domestic background. From the process perspective, the reform of in higher education is a policy activity with typical "Borrowing" characteristics. David Phillips and Kimberly Ochs believe that "the process of education borrowing is usually

a complex process in which the foreign education policy or practice is changed and adjusted by a country, and then implemented and absorbed. This is a process of "internalization" and "localization"[3]. The borrowing process of educational policies or practices between countries or regions mainly includes four stages of internalization of Cross-National Attraction, Decision-Making, Implementation and Internalization (Figure 1), which are repeated and repeated, and provide important methodological significance for the study of education reform policy transfer. These typical experiences have been input into policy issues through government personnel's overseas visits, expert and scholar research consultations, and news media coverage and dissemination, and have entered the policy reform agenda, providing reference for adjusting and optimizing higher education governance policies. Using The Policy Borrowing in Education theory, re-examine the higher education field "pipes" reform policy, not only conducive to the reform of higher education "pipes" complex scenario to understand the cause and effect, and the blind spots in the reform process, plugging point and difficult problems, and able to form a comprehensive evaluation of reform policy, overall grasp and understand the reform of higher education "pipes" policy historical position and realistic coordinates, is conducive to the reform policy evolution trend targeted optimization strategy.

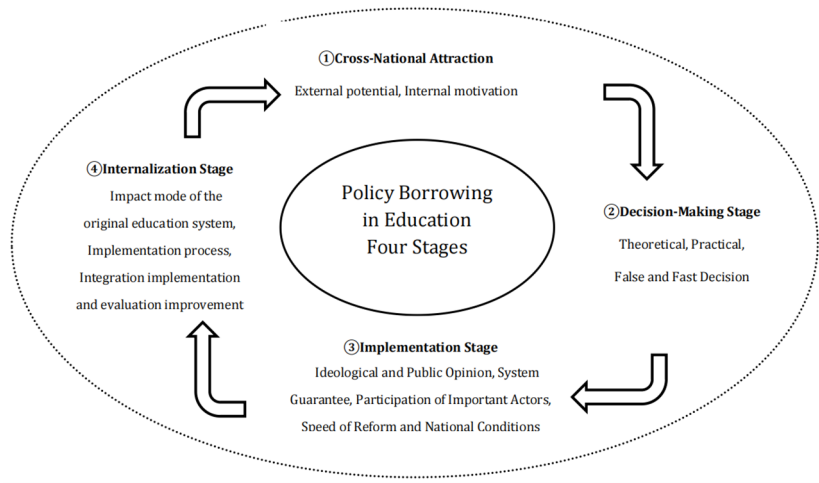


Fig. 1. The Four Stages of Policy Borrowing in Education

2 Cross-National Attraction: External Driven and Internal Led

The four step model of education policy reference theory proposes that Cross National Attraction is the first stage, which is divided into external potential and internal motivation. "External potential" refers to the external magnetic attraction effect of foreign education policies or practices on domestic education, including dominant philosophy or ideology, macro top-level design, implementation of strategic models and institutional structures, etc. Internal motivation "refers to the internal" catalyst "that triggers

a country's education policy to learn from or draw on foreign education, including economic competition and political change, institutional collapse, dissatisfaction with the current situation, and negative impacts of external evaluations[4].

2.1 External Potential

Case1: the model of decentralization and co-governance of American higher education governance. Through the idea of decentralized checks and balances, in the vertical implementation of the legal right, in combination with the US "separation of powers" mechanism and system, clarify the powers and responsibilities of the federal and state governments, confirm the status of the independent legal entity of colleges and universities; Implement multi-party co-governance horizontally, On the basis of clarifying the autonomous powers of American universities, such as employment and employment, financial management and governance, Establish an institutionalized governance mechanism in which the government, society, market and universities cooperate and balance each other, Formed the internal and external coordination mechanism of higher education governance, It reflects a moderate degree of government involvement, Universities to maintain their spiritual independence, The characteristics of decentralization and co-governance with extensive social participation.

Case2: autonomy and performance balance model of higher education governance in Europe. The governance of European higher education has begun to change from the government control mode to the government supervision mode, and institutional autonomy, quality assurance and proper authorization have gradually become the core of European higher education governance. British higher education adjusts the grant of power, constructs mechanism of resource flow, reshaping relationship between government and universities, and forms the governance framework of government control, market operation, social participation and university autonomy. German higher education takes "contract management" as the core governance concept and "target agreement" as the governance tool, and gradually realizes the shift from bureaucratic and centralized national regulation to the result-oriented and performance-oriented governance model. French higher education in law, it gives universities the status of official legal person, guarantees their full financial budget power through the form of contract and agreement, confirms the role of government from the direct manager to the partner, supervisor, guarantor and sponsor of universities.

Case3: the corporate model of higher education governance in Japan. With the implementation of the reform of the national administrative system in Japan, the government has used the legal tools of power such as decentralization, and target performance to implement the corporate reform policy of national universities. In terms of internal governance, university has been separated from the national administrative organization, and has been transformed into "knowledge management body". Through legislation, the president is defined that the principal is the representative of the legal person of the university. "All national universities are required to set up a council, business agreement meeting and education research council, so as to form a basic internal governance structure with full responsibility for important matters, operation management, education research and so on [5]". In terms of external governance, the

government mainly performs the functions of system supply, macro planning, regulation and supervision; implements the recruitment of external professionals to participate in the university management system, breaks the barriers between university and society, and improves the efficiency and benefit of resource utilization; establishes a third-party evaluation system to link the evaluation results with the allocation of government funds, and promotes the competition among national universities.

2.2 Internal Motivation

Objective needs to accelerate the transformation of government functions and modernize China's governance system and capacity. "Promoting the modernization of national governance system and governance capacity" was first proposed at the Third Plenary Session of the 18th CPC Central Committee. "The country includes higher education, and higher education is the most important part of the core competitiveness of the country.[6]" The CPC Central Committee and the State Council to the field of higher education "delegating power, improving regulation and upgrading services" reform as an important aspect of comprehensively deepen reform of education administrative system, due to the governance and higher education governance homogeneity, higher education "delegating power, improving regulation and upgrading services" reform become national management system and management ability of modernization "grand opera", should be for the modernization of higher education management system and management ability to provide policy support, and promote the construction of higher education power.

Deepen the comprehensive reform of higher education and promote the actual demand of the supply-side structural reform of higher education. The reform is the key point of the comprehensive reform of higher education, and is consistent with the purpose, goal, problem orientation, dynamic mechanism, rule of law requirements and ultimate value of the comprehensive reform of higher education, "on the premise of correctly handling the external relationship and making full use of external resources, the comprehensive and comprehensive reform of the internal system and mechanism of colleges and universities"[7]. The focus is conducive to solving the deep-seated and difficult problems of the supply-side reform of higher education.

Expanding and implementing the autonomy of universities in running schools and improving the modern university system with Chinese characteristics. The Chinese government has implemented the centralized management of universities in the form of "unitary divided governance", resulting in the unequal ruling power of the government and the management power of colleges and universities. From and decentralization to combine the pipes, to optimize service, higher education reform put forward the "the trinity" reform mode, is helpful to correct the government, colleges and universities and social three "decision-making unit" governance structure relationship and interest deviation, meet the requirements of the modern university system with Chinese characteristics of pluralistic work pattern.

The reform is not only exploration of the policy of expanding and implementing the autonomy of Chinese universities, but also a new trend under the influence of the diffusion of world higher education governance ideas and the reference of policies.

3 Decision-Making Stage: Passive Decision and Active Choice

Decision-Making includes four types: theoretical, practical, false and fast decisions, so what kind of decision is the reform policy? So what kind of decision does the reform policy belong to in higher education?

3.1 Reality Obstruction

As China's higher education by the popularization towards popularization stage, its development center of gravity by the expansion of scale and quantity, to pay attention to quality improvement and connotative development, but China's higher education operation system long-term influenced by the centralized management mode, cause the power imbalance of higher education stakeholders, lack of coordination mechanism between the governance body. First, government intervention lacks effective checks and balances. Confined by previous curing centralized management inertia constraints, the government often with the role of "universal" as direct intervention, make universities in discipline setting, establishment and post, into the people of choose and employ persons, title evaluation, salary distribution, funds use management depth reform "timid". Secondly, the independent management of colleges and universities lacks an effective coordination mechanism. The internal administrative system in colleges and universities, political power and administrative power show strengthening and alienation, while academic power and democratic power reflect the tendency of weakening and weakening. Social participation lacks an effective integration mechanism. (1) The third-party institutions and social organizations have a weak awareness of participation, the breadth and depth of participation are insufficient, and fail to form an effective mechanism for social forces to participate in the external governance. (2) The participation of social external forces in the internal governance of colleges and universities has not attracted attention, and it is difficult for most of them to truly "directors". These have laid a practical foundation for the reform policy of "decentralization, administration and service" in the field of higher education.

3.2 Theoretical Support

New public management theory that pursues efficiency and benefit. From the late 1970s to the early 1980s, facing the failure of the traditional administrative management mode, a new public management movement of "reshaping the government" and "reconstructing the government" was set off around the world. David Osborne and Ted Gebler proposed 10 points of government reform [8]. Therefore, the new public management theory is also described as a reform movement pursuing "3E": Economy, Efficiency and Effectiveness. As the concept of new public management gradually infiltrates into the field of higher education through national policies, the governments of various countries have changed from "comprehensive intervention" to "remote control" in higher education governance. on the one hand, they pay attention to management by objectives, reduce process control, and enhance the autonomy of colleges and universities in running schools. On the other hand, it emphasizes the performance evaluation,

links the funding with the performance, and strengthens the accountability of the results of colleges and universities.

Public governance theory that emphasizes multi-subject coordination. Face the emergence of "governance crisis", the public governance theory has been regarded as the reform paradigm of "post-new public management", which is the transcendence of the new public management movement, gradually becomes the globalization trend of a new round of government reform. Public governance theory is by the new public service, network management, holistic management, digital management and public value management theory development of new management theory, pay attention to the government, market, the third-party departments in the process of public management participation and coordinated operation, emphasizes the construction of multiple collaborative management system[9]. "good governance" in public governance theory gradually applied to the reform in the field of higher education, the field of higher education presents a new pattern of diversified service subjects, flat service organization structure, and the rise and development of the third sector.

3.3 Decision-Making Process

The reform policy in higher education is gradually deepened with the promotion of national administrative system reform. In 2010 national long-term education planning outline put forward, marks the higher education system reform into a new period of development. The 18th National Congress of the Communist Party of China in 2012 clearly stated that delegating power and transforming government functions were identified as the "bull nose" for deepening the reform of the administrative system. In 2013, 2014 and 2015 have issued *The Decision on Some Major Issues Concerning Comprehensively Deepening Reform* *The Further Expanding the Provincial Government Education overall Power Opinion* *The further implement and expand autonomy of college education, improve the internal governance structure of colleges and universities* and *The Deepening Education Separation of management, operation and evaluation, promote the transformation of government functions*. In 2015, the national teleconference on delegating power, improving regulation and transforming functions put forward the concept of "delegating power, improving regulation and upgrading services" for the first time. In the 2016 Government work report, it is clearly proposed to "promote the reform of delegating power, improving regulation and upgrading services". In 2017, *The Opinions on Deepening the Reform of Delegating Power, Improving Regulation and Upgrading Services in the Field of Higher Education* were officially released, compared with the reform of "management, operation and evaluation", The reform focuses on the government's "own revolution", With the combination as the main line, And the characteristics of multi-sectorial coordination, To further delegate power to local governments and universities, It also means that the centralized management system of higher education really begins to loosen.

To sum up, the policy reform of "delegating power, improving regulation and upgrading services" in higher education does not stop at the theoretical level, but belongs to the practical and rapid decision-making type.

4 Implementation Stage: Blindly Copy and Contact with Reality

The influencing factors of the theory emphasizing the implementation stage include: ideological and public opinion support, system guarantee and participation of important actors, speed of reform and adaptability of national conditions.

4.1 Ideological Consensus

Before and after the launch of the reform policy of "delegating power, improving regulation and upgrading services" in higher education, the central and local governments interpreted and promoted the implementation of the reform implementation opinions by organizing teleconference and symposiums, so as to win social support and create a good atmosphere. The national education administrative department actively follow up, summary and promotion reform successful cases and typical experience (Table 1). The policy study, publicity and education and the participation of "important actors" have prepared sufficient public opinion guarantee and ideological consensus for the comprehensive implementation of the reform policy of "delegating power, improving regulation and upgrading services" in higher education.

Table 1. Guidelines for the Practice and Operation of the reform policy in higher education

Serial Number	Case Analysis
NO.1	(1)Tianjin is decentralizing personnel power in universities.(2)Peking University is building an open and international employment mechanism.(3)South China Agricultural University is promoting job classification management.
NO.2	(1)Yunnan Province is improving the management of fund utilization and expanding the authority of university asset disposal. (2)Xiamen University is optimizing the management model of research funds. (3)Nankai University is innovating service methods and establishing research finance assistant positions. (4)Southwest Petroleum University is managing research projects and creating intelligent financial systems.
NO.3	Shanxi Normal University and Jiangxi Normal University expand the autonomy of their colleges and fully and reasonably authorize teaching and research institutions.
NO.4	

4.2 Institutional Construction

The efficient implementation of policies needs the support of the construction of relevant supporting systems. The State Council issued *The Work Plan for Streamlining Administration, Delegating Power, Strengthening Regulation and Changing Government Functions*, which for the first time proposed further promote the reform of in higher education. The number of policy release and the scope of policy supply expanded. *The Opinions on Deepening the Reform of Delegating Power, Improving*

Regulation and Upgrading Services in the Field of Higher Education have stated. We will combine delegating power, improving regulation and upgrading services, the Ministry of Education and other five departments jointly issued the special document of the Opinions on Deepening the Reform of streamlining Administration, Delegating Power, Strengthening Regulation and Optimizing Services. It marks the continuous expansion of the reform of "delegating power, regulation and service", the more specific content of the policy and the initial formation of the policy framework. In 2018, *The Higher Education Law of the People's Republic of China* was revised for the second time. From the perspective of governing education according to law, the government in the form of a positive list, indicating that the reform of in higher education has risen from policy opinions to legal provisions. The implementation of this series of national formal systems has promoted the effective implementation of the reform policy of "regulation and service" in higher education.

4.3 Implementation Guarantee

As a comprehensive "consensus decision", the reform policy of in higher education involves education, science and technology, human resources and social security, development and reform, finance and staffing, which should not only do a good job in terms of division of labor and clear responsibilities, but also requires close cooperation and cooperation. On the one hand, establishing and improving the working mechanism is the core of organizational guarantee. At the national level, the National Education System Reform Leading Group and the State Council to promote the transformation of government functions and the reform have been established successively; at the provincial level, the implementation measures and detailed rules have been formulated respectively. On the other hand, the establishment and improvement of the supervision mechanism is the key to the organizational guarantee. In the process of government departments gradually canceling the items of education administrative examination and approval. It is necessary to improve the "double random" spot check, education supervision, credit mechanism, work inspection and quality assurance monitoring and other mechanisms, do good in and after supervision and supervision.

5 Progressive Internalization Stage: Abnormal Development and Fusion Symbiosis

The Policy Borrowing in Education theory points out that the internalization mainly involves: Impact mode of the original education system, implementation process, and integration implementation and evaluation improvement. Specifically attempting to answer the following question: What impact does it have on China's traditional centralized higher education management system? How was the reform policy implemented in higher education? How to make localized adjustments to this policy and gradually integrate it into a more effective higher education governance mechanism?

5.1 Establish the Reform Concept of "Streamlining Administration, Strengthening Regulation and Optimizing Service"

"Delegating power" is the premise of the reform. Higher education decentralization should be in accordance with the legal basis and legal authorization, reposition the government, universities and social boundaries and scope of action, crack the original government centralized management mode, let the government "reduction authority, to redundant", do fill a vacancy, error correction, offside, improve ability of independent development of colleges and universities, stimulate social subject creativity.

"Improving regulation" is the basis of the reform. Higher education delegating power and improving regulation combined with under the premise of following the law of higher education, play a good government to perform the regulatory functions, after the same time strengthen the supervision mechanism innovation and technology update, absorb social professional forces to participate in, make the higher education governance structure by unidirectional management to diversified work.

"Upgrading services" is the purpose of the reform. Higher education optimization service to "delegating power" and "improving regulation" on the basis of profound change requires the government to establish modern management concept, improve the modern management system, reduce the direct intervention of administrative examination and approval, create development environment, optimize the government supply ability and improve service quality, provide people's satisfaction of service.

5.2 Implement the Reform Principle of "Overall Design, Pilot Promotion and Step-By-Step Implementation"

From the perspective of policy implementation process, the reform of has gone through the government top-level design, reform policy pilot and step-by-step promotion and implementation stage, reflecting the characteristics of gradual progress. In general, the reform in higher education has achieved many results. In contrast, it is also found that there are deviations in the implementation of policies.

There is a "Different caliber" for streamlining administration. The reform does not set unified and standardized requirements, but only stipulates that all departments and local governments should formulate implementation rules in light of their actual conditions. So different departments, places and types, different levels decentralization pace and amplitude differences between colleges and universities, causing some decentralization field false, less, empty and put the place phenomenon, affect the release of the overall effect[10]. Due to the lack of the ability of universities to undertake, caused the government power "put down" and universities "catch" practical contradiction.

There is a "regulation panic" for strengthening regulation. In and under the background of decentralization, higher education needs to change the traditional "to escrow, to punish escrow" regulatory way, the implementation of the regulatory mechanism, subject to the need of the multiple responsibility of the government, and colleges and universities on the supply of government resources, to obtain special status, grade, privilege, such as "symbol capital", the new type of higher education supervision

mechanism in the "legalization" file teaching, project of coat, with more concealment and inducing, make the university autonomy disguised tendency to shrink.

There is a "mindset" for optimizing services. According to the annual reports of some local governments and the websites of education administrative departments, under the influence of traditional centralized administrative management experience, there is still a sense of emphasizing management over service, they unilaterally believe that management is service. Some places regard the amount of decentralization as an important indicator to measure the results of the reform of "streamlining administration, administration and service" in higher education. In addition to assessment index is too stiff, management system setting, program form complicated (Table 2), these problems weakened the administrative efficiency and service effect.

Table 2. Five Local Undergraduate University Interview Survey Want to Solve the Public Service in the Top Three

Five Local Undergraduate University Interview Survey	Teaching and Research Personnel Want to Solve the Public Service in the Top Three
Guangdong ShaoGuan university	
Guangdong HuiZhou university	(1)assessment index is too stiff
Guangdong University of Petrochemical Technology	(2)management system setting
Guangdong Jia Ying university	(3)program form complicated
Guangdong ZhaoQing university	

6 Conclusions

Using the theoretical analysis paradigm of Policy Borrowing in Education, we can accurately grasp the evolution process and stage characteristics, and realize that the reform in the field of higher education is both a historical problem and a practical problem; it has both the universality of education globalization and the particularity of localization. But fundamentally speaking, the policy is a natural and inevitable product of the country's overall reform of "delegating power, improving regulation and upgrading services" to a certain stage. The suggests to further deepen the reform from attaching importance to conceptual consensus and innovation, Using the rule of law thinking and tools and deepening international and local dialogue.

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