

# Construction of Modern University Administration System with Multiple Power Entities Participating

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**Abstract.** Many power entities exist in domestic universities, including political power, academic power, administrative power and democratic power. There are game playing and spatial relation imbalance. In order to construct the university management system scientifically, we should pay attention to each power entity participating evenly, administrating jointly, and supervise and guarantee the allocation and exercise among the various power entities. According to the characteristic of different universities, each one needs to clear mission, construct the flexible administration system and mechanism, and also reflect features and personality.

## Introduction

The concept of modern university began at Berlin University in Germany in the early 19th century. It proposed the idea of “unification of academic and teaching freedom, teaching and academic research”. By the beginning of the 20th century, the fast developed American university proposed the provision of serving society. The provision thinks that universities should have such functions as “talent training, academic research, and serving society”. The modern university system continuously expands with the development of the economy and society in the world. Its essence is that under the government's macro regulation and control, universities are construct Independent, democratic management, and full implement the rights and responsibilities that the university should have as a legal entity and main body of the school should be implemented.

At the end of 20th century, China proposed to establish a modern university system formally. The Outline of the National Medium and Long Term Education Reform and Development Plan (2010-2020) (hereinafter referred to as the Plan) plays its role of building a modern university system with Chinese characteristics in the new era. The 19th Party Congress proposed to speed up the construction of first-rate universities and first-rate disciplines to realize the connotative development of higher education. The "Interim Procedures for the Formulation of Colleges and Universities Constitutions" (hereinafter referred to as Interim Measures) was promulgated in the form of "Order of the Ministry of Education". This means that the process of reforming and perfecting the governance structure of universities with the core of university regulations has entered a substantive stage, and it is urgent to speed up the construction of a system of modern university with Chinese characteristics.

## Analysis of Power Entities in the Construction of Modern University System

### The Game of Multiple Power Entities

First, the multiple power entities exist. According to the Plan, the goal of university is perfecting the modern university system with Chinese characteristics. To promote the optimization of the internal power structure of the university and improve the internal governance structure of the university should be an important way to achieve the goal, and it is also an important basis for realizing this process. With the continuous deepening of the reform of China's university management system, the power structure also presents a variety of modes. The power entities are diversified gradually. According to the reality of the power entities in modern universities in China, it mainly includes political power, academic power, administrative power, and democracy power and so on.

Second, the power space is imbalanced. Due to the historical development environment and the level of democratic management system, our country's universities have distinctively dominant administrative power derived from government power, The internal affairs administrators are mainly the person of the party affairs and administrative systems. The leadership and administration of the party committees are intercrossed and alternated. The idea of "administrative standard" is very deep, and the autonomous function of academic organizations in academic evaluation and discipline construction is not enough. The supervisory role of the faculty and staff congress in school development and internal governance practices has not been effectively played, and it is more difficult to achieve the balance of administrative power.

### **Multiple Power Entities Theory and Practical Analysis**

Academic power, Burton Clarke described the university as "the basic activity is academic work in the university." According to the study of the university's traceability and foreign university regulations, we can learn that university work generally revolves around talent training, scientific research, serving society, inheritance civilization and other academic affairs have become a consensus, it is to say that academic power is one of the most important power entities.

Secondly administrative power, it has a strong management theoretical basis. It is different from the truthful direction of academic power. It is a derived power that is used to better maintain the operation of universities. It relies on a hierarchical system and pursues the goal of efficiency. It also depends on the authorization of various rules and regulations shall be carried out in a "hierarchical" system, and shall be strengthened in accordance with regulations and grades.

Thirdly, it is the political power. The modern university system constructed in China is a modern university system with Chinese characteristics. The reform of internal governance structure of universities also has the distinctive feature of Chinese characteristics. That is to insist that the Party Committee is the core of leadership, which is also a decisive factor in the construction of university regulations in China. The "Implementation Opinions on Adhering to and Perfecting the Principal Responsibility System under the Leadership of the Party Committee of the General Colleges and Universities" issued by the Central Office of the Communist Party of China outlines a clear framework for improving the internal governance structure of the university. Nowadays, perfecting the "Principal Responsibility System under the Leadership of the Party Committee" means that the Party Committee should be the core of leadership, make full use of the ideological, political and organizational leadership of the Party Committee.

At last, it is democratic power. The democratic power of universities in our country is the embodiment of democratic management methods of universities. The basic form of representation is the teacher-centered teacher-worker-conference system and the student-centered student congress system. However, at the present, teachers and students participate in the Teachers' Congress and the School Congress, and they have the right to vote on relevant academic issues and student management issues. However, the voting results and their implementation are often affected by the administrative power of the school administrative department, it means administrative power often beyond democratic power. In addition to being influenced by political power and administrative power, teachers and students do not have reasonable appeal methods and lack of legalized institutional arrangements at many universities.

### **The Principles of Modern University System Governance Model**

#### **"Co-Governance", the Balanced Participation of Multiple Power Entities**

The natural properties of University confers academic power determine that academic power is highly liberal but unbounded, this results in the academic organization that exercise academic power to become a "loosely combined system" described by Wake et al. which often expressed as "organized disorder." The exercise of academic power should be the result of the joint participation and extensive cooperation of the power representatives such as academic representatives and administrative representatives. More stakeholders entering academic organizations can avoid the

academic organization administration and excessive elitism effectively, eliminate the emergence of “academic oligarchs” and avoid alienation and abuse of academic power.

### **The Allocation of Political Power**

The fundamental purpose of China's modern university system construction is to serve the construction of the socialism. The main task of university governance is to train and bring up the builders and successors of the socialism. Therefore, the fundamental guarantee for these contents is to persist in and improve the leadership of the party, it is the key to maintaining the socialist direction of the university. However, at the same time, the basic and decisive role of “party leadership core” in the internal governance structure of the university must be reflected in the focus on resolving power allocation and exercise among various power subjects. “Party leadership core” is based on the governance mechanism of “decentralization, participation, and cooperation”, and the participation of teachers, students, party members, and other power entities is widely realized.

### **The Governance Model Construction Based on the Game of the Power Entities**

#### **Multiple Power Entities Participation in Co-Governance**

Most universities in the construction of the modern university system include political, academic, administrative, and democratic rights entities, insisting on governing the school according to the law, practicing professorships, implementing democratic management, and implementing a system of school- and faculty-based management. This is completely consistent with the spirit of the Plan and the Interim Measures and the previous theoretical analysis. The university charter itself is a model based on legal theory, it is the highest rule within the university, and it is the university's “charter” status. “Professor management” is not confined to the understanding of scholars and professors, it is an abstract expression of the multiple power participation in school management. It is a common standard that regulates the participation of various types of power entities in academic affairs management and academic activities.

#### **Horizontal Dispersion of Administrative Power to Academic Power**

Universities propose to guarantee academic power, it is to give full play to the important role of academic committees and other academic organizations in discipline construction, academic evaluation, and academic development. From the process of structural optimization, the horizontal dimension of the school's power space promotes the decentralization of administrative power to academic power, promotes the de-administration of the university and guarantees the power of academic autonomy. From the perspective of content, it is important to play an academic organization's role in managing academic affairs, promoting academic freedom, and supervising administrative power. The goal of optimization is to enhance the supervision power of academic power and democratic management rights, guide academic power to participate in the decision-making of major affairs of the school, and strive to build an effective restriction mechanism of between different power entities.

#### **The Balanced Setup of Political Power and Administrative Power in Organization Structure**

Adhering to the principle of the principal responsibility system under the leadership of the school party committee, many universities charter constructions describe the specific contents of political power and administrative power clearly, and stipulate the working mechanism of the principal's office conference system and other administrative powers, as well as the establishment of the school council. The regulation not only reflects the balanced setup between political power and administrative power in the organizational structure, but also embodies the concept of co-governance and realizes the mutual restraint and supervision of power.

#### **Upper-Level School Authority's Vertical Downward Movement of Authority in the Lower Levels of the Department**

Many universities require schools to set up secondary departments and working mechanisms. This

type of power organization model has the advantage of "high consistency" in action, and implements a top-down power operation and supervision model. The power of the upper-level power is vertically downward means it does not implement the school-level powers to monopolize powers, guarantees academic freedom for teaching and research, and in a certain extent, it improves the efficiency of university management and mobilizes the enthusiasm of secondary units.

### **Problems and Thoughts in the Construction of Modern University System**

#### **Governance Content Should Reflect Characteristics, Governance Structure Needs to Demonstrate Personality**

Interim Measures is a guiding document, but it is not a template. From the published articles of association, many institutions of higher education have very similar structures and contents. Most of them are in accordance with the Interim Measures, combined with the requirements of laws and regulations mechanically. Different universities involve different characteristics, philosophy and mission of running a university. From the cultural perspective, this is a long historical process and accumulation of experience. To perfect the construction of a modern university system, we must ground gas and promote its vitality. In particular, in addition to the legal and governing structures, we should express our value pursuit from the manifestation of content and structural personality.

#### **Clear School Mission and Establish Flexible Governance System and Mechanism**

With the deepening of economic and social development and the reform of higher education, many universities have tangled up with their own development orientation and are often puzzled by the development of "type education" and "level education." How to develop disciplines and professions? How to intervene social and market factors? How to participate in? Therefore, universities should have a clear development goal and orientation, and really value the foundation of connotation development so as to rationalize the internal governance structure. At the same time, regulates the positioning of society and the relationship between the market and the school, thus establishing a flexible governance system and mechanism, and truly realizing the reform, innovation and scientific development of the university system.

#### **Coordinate Internal Governance Institutions and Promote the Establishment of a Power Balance Mechanism**

Universities take talent training as the main content. Talent training modes include work-study combination, school-enterprise cooperation, and scientific research. It is a multi-faceted process in many aspects. Therefore, the internal governance structure should be more flexible. It is necessary to establish hierarchical management, classification evaluation, mutual coordination model. According to the governance theory analysis of modern university system, we can see that the power space of internal management should be based on the actual situation to interact and build a check and balance mechanism, focusing on the democratic participation of the multi-power main body, and must respect the interest claims and game relations of the various power entities within the university. On the basis of strengthening the mechanism construction and ensuring the legal implementation of university regulations, it will inevitably promote the realization of self-management and democratic supervision. It will truly develop the "rule by law," "de-administration," and "professor management".

University governance develops with the establishment of a modern university system. The modern institutional construction from the perspective of university governance should be both a school-running goal and the actual situation of the school, it has a flexible school-running system and mechanism, achieves a balance of powers combined with a coordinated internal governance structure, the modernization of the university's internal governance structure model and governance capabilities, the promotion of modern university system construction, and the provision of adequate human and intellectual support for building socialism with Chinese characteristics.

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