



Governance and Autonomy: The Conflict and Coordination between the Governance Structure of the American Government and Universities

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Abstract. The relationship between the governance structure of government and universities, namely the relationship between government and university education, is not only the core issue of the public governance of higher education, but also an important content of the construction of modern university system and the optimization of university.

Keywords: Governance and autonomy; Government and University; Conflict and Coordination

1 Introduction

As a research field, "how to deal with the "thorny" problem between government and universities? This is the theoretical problem and practical dilemma faced by the crossover between higher education and public administration. Most of the studies of domestic and foreign scholars on the issue of "government relations" in the US are general discussion and fragmentary analysis, including few systematic and in-depth research literatures. From the perspective of theoretical thinking, there are four views: first, the view of prudent government intervention (Derek Curtis Bok); the theory of limited university autonomy (John Seiler Brubacher); the core problem view of "government relations" (Liu Hong); the theme theory of "relationship between government relations" (Haijie Xu, Ye Zhong). Jianwei Huang is in the "government relations" research —— to power boundary as the breakthrough point, as the power of the government in the "government relations", the essence of the "government relations" problem is not the contradiction of the government control and university autonomy, but the relationship as the power boundary can change the "zone". It should be said that this is the surpassing of the one-dimensional analysis of "controlling and being controlled" between the traditional "government relations" ^[1]. This study is not only beneficial to deepen the understanding of the particularity of the "government study relationship" in the United States(US), but also has certain reference value. Next, it will be made from the power category, power relationship and power map of "government relationship" in the US.

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2 Power category of "government education": public governance of higher education and university autonomy.

The power category of "government education relationship" in the US can be sorted out from two perspectives of organizational structure and power boundary, which is not only the premise of understanding the essence of the power relationship between government and university, but also the key to delimit the power list of each other in the practice of higher education management.

First, from the perspective of the organizational structure, "the power is a phenomenon in the organization, and the organization is the basis of the power, and it is impossible to understand the power without the organization" [2]. The role of power needs to rely on the organization to have an impact. The leading institutions of higher education of the US government mainly include two levels: the federal government and the state government. Combined with the "separation of powers" mechanism and system of the US, there are six dimensions of power categories formed. "At the level of the" federal government ", the institutions of higher education in the administrative organs are specifically directed to the Department of Post-high school Education of the Ministry of Education, and the main powers include the right of funding, coordination, policy strategy formulation and implementation, legislative proposal and project budget preparation of higher education. The legislative institutions of higher education are divided into the Senate and the House of Representatives, of which the education authority of the Senate is the Labor and Pension Committee, which mainly involves the legislative authority to higher education affairs, and the education authority of the House of Representatives is the Higher Education, Lifelong Learning and Competitiveness Committee in the Education and Labor Committee, including the legislative authority to higher education, the involvement of college student funding and employment, and the regulatory power of federal education programs. There is no direct counterpart in the judicial organs, but as the external governance subject of the higher education management institution, its main powers include the power of judicial interpretation, judicial review and judicial sanctions. At the state level, different state constitutions and laws are different, and the organizational design of the state government higher education governing institutions is more diversified. In general, the institutions governing higher education in the state administrative organs specifically point to the post-high school education governance structure in the administrative organs and the post-high school education governance structure in the quasi-administrative organs, involving 16 powers and powers; The governing bodies in the legislature mainly include the Higher Education Committee of the Senate, the Higher Education Committee of the House of Representatives, and the Joint Education Committee of both houses, involving 23 powers, including judicial interpretation, judicial review and judicial sanctions.

Second, from the perspective of power boundary, the higher education public governance power of the federal government and the state government in the US includes express power, implied power and prohibition power, among which the express power of the federal government includes national defense right, intellectual property protection right, tax power, enact and execute legal power, etc.; The implied power is main-

ly based on the explanatory power in Article I, paragraph 8, of the US Constitution; the prohibition power includes the federal exclusive, and the federal and state common power, mainly based on the Bill of Rights. The express power of the state government is the right to regulate and supervise higher education; the implied power and prohibition power is mainly the specific authority granted by the constitution. Correspondingly, the autonomy of US universities mainly includes the autonomy of employment, financial management and governance, and the autonomy of governance includes both academic autonomy and administrative autonomy.

3 Power relationship of "government education": the intervention and intervention of the US government in the autonomy of universities

Some scholars believe that the essence of the problem of "government relations" is the problem of power relations^[3]. Therefore, the core problem of examining the "government study relationship" in the US is to reveal the power relationship between the government governance right and the university autonomy, and specifically to explore how the government intervenes in the affairs of university autonomy.

First, the involvement of the US government in the autonomy of university employment is mainly reflected in three aspects: the personnel employment power of the university technology level, the personnel appointment and removal power of the management level and the personnel appointment and removal power of the decision-making level. According to the "act and enforcing legal power", the federal government can intervene in the personnel management of the technical level of public universities by means of administrative or judicial intervention. Based on the "organizing right" and "supervision power" of higher education, the state government clearly defines the role and authority of the state government in the university in the constitution or common law and the constitution of the university. The scope and intensity of state intervention in university employment autonomy is much greater than the federal government, and the employment autonomy of public universities is much more interfered by the federal and state governments than private universities.

Second, the involvement of the US government in the autonomy of university financial management is mainly manifested in four aspects: the budget, income, expenditure and asset management rights. The federal government mainly intervenes in the income, assets and expenditure management right of public and private universities based on the "tax right", "intellectual property protection right" and "expenditure right". The power of the state government to intervene in the fiscal and tax affairs of public universities is mainly based on the "regulatory power", but due to the low dependence on the state government in running funds, the influence of the state government on the fiscal and tax affairs of private universities is limited. There is no obvious "public and private" difference in the federal government's involvement in university financial autonomy, while there is no obvious "public and private" difference in the state government's intervention in university financial autonomy.

Thirdly, the involvement of the US government in the academic autonomy of universities is mainly manifested in three aspects: the academic freedom, academic performance and academic trend of universities. The federal government intervenes in the academic affairs of universities according to the "spending right", "intellectual property protection right" and "national defense right", but there is no obvious "public and private" difference, but under the "prohibition of the violation of the Bill of Rights", it is mainly related to public universities. According to the "supervision power" of higher education, the state government's intervention in the academic affairs of public universities is mainly reflected in the management of university academic freedom and academic performance, and the intervention in the academic affairs of private universities is mainly reflected in the academic performance index of "whether it meets the standard right of degree awarding". Therefore, the scope and intensity of the federal government are greater than and higher than that of private universities.

Fourth, the involvement of the US government in administrative autonomy is mainly manifested in four aspects: university strategic decision-making, enrollment management, student management and other affairs. The federal government is able to intervene in the strategic decisions of universities, manage the admissions of students, and the spending right to participate in the student administration of all public and private universities eligible for federal funding. The state government is mainly based on the "supervision power of higher education", and its power boundary is limited to the intervention in the administrative affairs of public universities.

The above analysis shows that from the point of the government main body, the federal government relying on different power channels, the university main body intervention is wide, but the depth of the influence is not so big, public university funds mostly from the state, and the influence of the state public university depth more than the federal government. From the perspective of the main body of universities, American public universities are more involved by the government because of their unique nature, while private universities have relatively more autonomy.

4 Power map of "government Studies": Picture and characteristics of power relations in the US

"Educational practice is actually such a spectrum of education: one end is composed of rights, individuals and freedom; the other end is composed of power, state and order. ^[4]"It can be said that the government and universities are at the two ends of this structure. By taking the power boundary as the entry point, it draws a map of the power relations of the "government" in the US, and extends the characteristics of the power relations of the "government" in the US from the perspective of "four views".

First, the "relationship between government studies" in different "views". The first "view" is to look at the kind or power of the university; the second "view" is to see the autonomous affairs of the university.

Second, the "relationship between government studies" in different "look layers". Based on the administrative level of the US government, the "viewing layer" of the

US "government relationship" can mainly reveal the power map from two dimensions of the federal government and the state government.

Third, the "government education relationship" in different "stands". Because of the national organization on the basis of the "separation of powers" political thought, namely the government power mainly dispersed in the legislative, administrative and judicial in the three state organs, the mechanism exists in the federal and the two levels of government, the two levels of government legislation, administrative and judicial organs can be regarded as the us "relationship" three different "stands", but the three different "stand" and can be divided into upper and lower two layers.

Fourth, the "government study relationship" in different "hotspot". American universities are mainly divided into public and private universities, so there are two main "points": one is the relationship between government and public universities; the other is the relationship between government and private universities.

The author depicts the power map between the governance of the US government and university autonomy from different "views, viewing layers, stands, and attractions", And the personality and commonness of the "government relationship" in the US, They believe that the "natural barrier" and "power gap" of the power boundary " in the US coexist rather than mutually exclusive; The comprehensive presentation of power boundary in the "government relationship" in the US depends on multiple rather than single power analysis; The logical starting point of the change of power boundary in the American "government relationship" is the public interest rather than the private interest; The direct cause of the change of the "government study relationship" in the US is the dynamic adjustment of the power boundary rather than the static distribution; The "power map" in the "government relations" of the US is special and complex rather than universal or simple.

5 Conclusions

"The government relations" study —— to power boundary as the breakthrough point of the book is unique, with the power boundary as the breakthrough point, on the basis of the power classification, analyzes the intertwined different levels of different power and different affairs, for the university "government relationship" system and in-depth study, objectively and detailed presents the us government governance and university autonomy. Specifically, from the perspective of research, the book takes the law of government public governance as the logical starting point, takes the power boundary of higher education public governance as the research perspective, and hits the "key" of the problem of "the relationship between government studies". In the analytical framework, based on the classification of the public governance of government higher education and the power of university autonomy, an analytical framework is constructed for the study of "government relations" in the US. On the observation window, why the government control, and how to intervene in the university autonomy, the us government of university personnel, property, administrative and academic affairs intervention and the power boundary example, argument, depicts the us government of different types of university autonomy intervention "panoramic"

power map, for the comprehensive observation "government relations" problem provides a new window. From the theoretical point of view, it redefined the connotation of "power boundary" from the perspective of the power relationship between the government and the university, revealed that the essence of "government relationship" is the boundary between the government control and the power right between the "power gap", and provides a new idea for supplementing and revising the traditional "university autonomy theory" and "academic freedom view". Of course, the book is "not perfect", and some of the conclusions and questions need further thinking. For example, the argument that the logical starting point of the power boundary change in the "government relationship" of the US lies in the public interest rather than the private interest, this judgment ignores the self-interest of the government to some extent.

Eric Ashby proposed: any kind of university is the product of genetics and environment^[5]. From a comprehensive view of the power relationship between the American government and the university subject, the political system of the US deeply affects the different fields and levels of the "government relationship", so the "government relationship" system should consider different national conditions and times^[6]. "Mountain stone, can attack jade", to the US "government relations" power picture system research, not only can combine the government and university power relationship of theoretical research and practice research, to enrich and development of higher education public governance theory to provide realistic basis, and can further explore the "government relations" opened the international vision, especially in the context of national governance structure transformation, the reform of higher education administrative system, establish a modern university system, adjust and optimize the relationship between government and university provides a positive experience.

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