

Policy Analysis of Chinese-Foreign Cooperative Education in China since Reform and Opening up - Based on Policy Instrument Theory

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Abstract Chinese-foreign cooperative education has become an important part of the internationalization of higher education in China after the rapid development of the last forty years. The government plays a key role in the development of Chinese-foreign cooperative education through the formulation and implementation of public policies. Furthermore, policy instruments are powerful drivers of policy performance and are central to the policy-making process. The study takes the policies related to Chinese-foreign cooperative education since the reform and opening up in 1978 as its research object and builds a two-dimensional analysis framework based on McDonnell and Elmore's policy instrument theory and the elements of Chinese-foreign cooperative education policies. With Nvivo 12 Plus to code and deeply analyze the policy texts, it clarifies the history of the policy on Chinese-foreign cooperative education and reflects on the advantages and shortcomings of the configuration of policy instruments.

Keywords Chinese-foreign cooperative education; policy tools; textual analysis

Introduction

The internationalization of higher education is an actor in the face of the new reality of globalization as well as a response to the turbulent times facing higher education. After the rapid development in the past 45 years of reform and opening up, Chinese-foreign cooperative education (CFCE) has become an important part of the internationalization of higher education in China. By the end of 2020, there were 2,332 Chinese-foreign cooperative educational institutions and programs in China, of which 1230 were above the undergraduate level, and there were more than 300,000 students enrolled in CFCE above the undergraduate level in China. CFCE, together with public and private higher education, is known as the “troika” of China's higher education.

To ensure the orderly development of CFCE, the Chinese government has formulated and promulgated different policies to meet the development needs of CFCE in different periods. For example, the *Interim Provisions on Chinese-Foreign Cooperative Schooling* issued by the former State Education Commission in 1995 defined the definition and nature of CFCE, and at the same time set out detailed provisions on the application criteria, operational mechanisms, and supervision mechanisms for cooperative schooling, constructing a basic framework for cooperative schooling policy. The *Regulations of the People's Republic of China on Chinese-Foreign Cooperation in Running Schools*

promulgated by the State Council in 2003 and the *Implementation Measures for the Regulations of the People's Republic of China on Chinese-Foreign Cooperation in Running Schools* promulgated by the Ministry of Education in 2004 have made it possible for cooperative education to be run following the law, and have provided policy guarantee for its healthy development. In early 2016, the *Opinions on the Work of the Opening-up of Education in the New Era*, issued by the General Office of the CPC Central Committee and the General Office of the State Council, explicitly stated that it is necessary to “improve the system and mechanism, and enhance the level of foreign-related schooling. By improving the access system, reforming the approval system, carrying out assessment and certification, strengthening the exit mechanism, strengthening information disclosure, establishing a mechanism for sharing successful experiences, focusing on the construction of specialties in natural sciences and engineering sciences that are urgently needed by the country, introducing foreign high-quality resources, and comprehensively upgrading the quality of cooperation in running schools” (Ministry of Education, PRC, 2016).

Although the cause of CFCE in China has gradually developed and prospered under the support of government policies, it is still in the stage of rapid development, and there are still many shortcomings. For instance, there is less research on policies related to CFCE. Studies related to this paper focus on the following two areas: first, research on the interpretation of a particular policy text, and second, research on the history and practice of the development of the relevant policy. Studies on the interpretation of a certain policy text mainly include Chen's interpretation of the *Regulations of the People's Republic of China on Chinese-Foreign Cooperative School Running* in terms of the issues of educational sovereignty, profit-making, and quality assurance (Chen, 2004). Yang and Bai (2012) interpreted the *Outline of the National Medium- and Long-Term Education Reform and Development Plan (2010-2020)* in-depth and summarized that: the Plan relaxes the qualification requirements for Chinese and foreign parties participating in cooperative education, the State's attitude of encouraging CFCE remains unchanged, and puts forward the establishment of several exemplary Chinese-foreign cooperative schools and a batch of Chinese-foreign cooperative education projects.

The research on the development history and practice of related policies mainly includes: Wang and Li (2013) believe that after more than 20 years of development, Chinese cooperative school policies have gradually formed a system, but still lack the feasibility of the rules and regulations, lag behind the development of school practice, and lack the statute of consumer rights and interests. By analyzing the whole process of the development of the policy of CFCE, Xue (2017) suggests grasping the development and clarifying the development strategy and scientific layout. Li and Zhu (2019) used the Progressive Model to analyze and found that Chinese policies on CFCE are mostly adjusted according to the needs of the current stage of development and lack of foresight, and creatively proposed to play the role of Chinese-foreign cooperative education institutions as a “think tank”. Wu et al. (2010) analyzed the background, evolution, and policy implementation of Chinese-foreign cooperative education policies and found that the distortion of Chinese cooperative education policies is serious. Most of these studies are traditional qualitative studies, focusing on analyzing the evolution process of policies, stages of development, as well as existing problems and recommendations, and lacking rigorous logical argumentation.

Through the above-mentioned studies by scholars at home and abroad, it can be seen that research on Chinese foreign cooperative education policy is still in the preliminary exploration stage, and the existing policy research mostly centers on the policy text to

explain the causal relationship of policy changes, “neglecting various symbolic and polemical factors such as language, communication, dialogue, rhetoric, symbols, etc.” (Huang, 2016). The comprehensive quantitative analysis of policy content, on the other hand, combines descriptive quantitative analysis of policies with interpretive and predictive qualitative analysis, to reveal the deeper meaning of policy texts.

Data sources

UNESCO (2013) states that “A policy is a broad statement that sets out the government’s main goals and priorities. It is in line with the country’s constitution and can be sector-wide (e.g., education sector policy) or specific to a sub-sector (e.g., primary education) or a certain issue (e.g., low enrolment rates)”. Chinese scholar, Xie (2004) defines public policy as “a program of action or a code of conduct formulated by the public authorities of a society in a specific situation to achieve a certain goal”. Combined with the understanding of the policy concepts, the policy texts selected for this study mainly come from the official website of the Ministry of Education of the People's Republic of China, the Ministry of Education's Information Network for Supervision of Education Involving Foreign Countries, the Information Platform for Supervision of Chinese-Foreign Cooperative Schools, and the Chinese government website.

According to the sample search by issuing unit, keywords, and policy types, the preliminary search resulted in 147 policy documents related to CFCE from 1978 to 2022 on December 30th. To ensure the accuracy and representation of the sample selection, the initially collected data were further screened and organized: First, we included policies closely related to CFCE at the higher education level and excluded documents related to basic education; Second, policy texts at the central level were selected, i.e., the issuing units were the National People's Congress (NPC), the State Council, the Ministry of Education (MOE), the Ministry of Civil Affairs, the National Development and Reform Commission (NDRC), the Ministry of Finance (MOF), etc., and documents at the provincial level as well as those from the various scientific research institutes were excluded; Third, the types of policies selected are laws and regulations, circulars, opinions, programs, ordinances, plans, methods, provisions, etc. Relevant working reports, leaders' speeches, minutes of meetings, etc. are not counted in the sample.

After screening, 70 samples of effective policies as of December 30, 2022, were finally studied.

Methods

Based on the theory of policy instruments, this paper constructed a two-dimensional analytical framework for the types of policy instruments and the policy elements of CFCE by observing the types of policy instruments adopted by the selected samples, while combining the thematic contents covered in *Regulations of the People's Republic of China on Chinese-Foreign Cooperative School Running* 2003 and the *Measures for the Regulations of the People's Republic of China on Chinese-Foreign Cooperation in Running Schools* 2004.

X-dimension: Policy Instrument

Policy instruments have been described as the tools by which governments pursue their policies (Howlett, 2004). Since the 1950s, economists like Kirschen and political scientists such as Cushman, Lowi, Robert, and Lindblom have attempted to categorize policy instruments. Robert and Lindblom (1953) affirm the political and economic

importance of policy tools, arguing that the invention and usage of a variety of tools enable governments to solve social and economic problems. With the in-depth study of policy instruments, the theory of policy instruments has been continuously improved, among which McDonnell and Elmore's classification of policy instruments has a more far-reaching impact, in which they argue that four types of policy instruments can translate substantive policy objectives into concrete mechanisms for action, namely: mandates instruments, inducements instruments, capacity-building instruments and system-change instruments (McDonnell and Elmore, 1987). With further exploration, McDonnell added to his original framework seven years later by including a fifth policy tool type: persuasion instruments (McDonnell 1994). This paper combines the characteristics of Chinese-foreign cooperative education policy and utilizes McDonnell and Elmore's theoretical framework of policy tools to analyze the use of policy instruments in Chinese-foreign cooperative education policy in a comprehensive way.

Mandates instruments are interpreted as rules governing the behavior of individuals and institutions (McDonnell and Elmore, 1987), which usually consist of two parts: rules prescribing the behavior of all persons in a given social group and penalties for non-compliance (McDonnell 1994). Mandates instruments are manifested in the form of must, prohibitions, shall not, should not, stipulations, etc. For example, the *Circular on Cooperation between Foreign Institutions and Individuals in Running Schools in China* 1993 clearly states that "Overseas institutions and individuals running cooperative schools in China must abide by Chinese laws and carry out Chinese educational policies" (MOE, 1993). In 2013, the Ministry of Education and five other departments mentioned in the *Implementing Opinions on Regulating Educational Fees and Charges and Combating Indiscriminate Charging in Education, 2013* that "indiscriminate charging of fees in the name of Chinese-foreign cooperative education is strictly prohibited" (MOE, 1993).

Inducement instruments are used to provide money or power to individuals or institutions in exchange for something of value, which may be a client-specific program (e.g., compensatory education for disadvantaged students, work incentives for mothers on welfare) or a tangible program (e.g., an interstate highway) (McDonnell et al. 1987). Inducement instruments such as conditional economic grants, are usually accompanied by rules to ensure that the funds are used following the intentions of policymakers, as demonstrated by the support of loans, the provision of grants, the granting of subsidies, tax incentives, the granting of powers, and so on. For instance, the *Regulations of the People's Republic of China on Chinese-Foreign Cooperative School Running* 2003 stipulate that "Chinese-foreign cooperative educational institutions shall enjoy the preferential policies stipulated by the State following the law" (MOE, 2003). In 2020, the *Outline of China's National Plan for Medium and Long-term Education Reform Developments (2010-2020)* states that "several exemplary Chinese-foreign cooperative educational institutions should be supported" (MOE, 2010).

Capacity-building tools are recognized as a means of providing funds to individuals or institutions in the hope of obtaining material benefits or human capital benefits in the future (McDonnell and Elmore, 1987). Compared to capacity-building, which is long-term and has uncertain benefits, the impact of Mandates and Inducements tools is immediate, direct and tangible (McDonnell 1994). Capacity-building tools are manifested in the form of training, education, evaluation, and improvement of hardware and facilities. For example, the *Circular of the General Office of the State Council on the Pilot Reform of the National Education System* 2011 states that "the introduction of international high-quality

educational resources and the improvement of the level of Chinese-foreign cooperative education”. In 2009, the General Office of the Ministry of Education (2009) mentioned in the *Notice on the Evaluation of Chinese-foreign Cooperative Schools* that “the evaluation of Chinese-foreign cooperative schools is based on the self-assessment of the school sponsoring units, and based on the self-assessment, the evaluation is organized by random sampling and other means of on-site inspections”.

System-change instruments are those that reduce or eliminate the authority of Officials or institutions in specific areas of decision-making by statute or administrative regulation, etc., while transferring that authority to a different individual or institution in the hope of improving efficiency through the transfer of power, and which is manifested in the creation of institutions, the establishment of a system, and so on (Frances, 2014). For instance, the *Regulations of the People's Republic of China on Chinese-Foreign Cooperative School Running* (2003) stipulate that “To further standardize the order of Chinese-foreign cooperative schooling, improve the quality of schooling and promote the healthier development of Chinese-foreign cooperative schooling, the Ministry of Education is currently taking four measures to strengthen the supervision of Chinese-foreign cooperative schooling. In other words, it is focusing on promoting the construction of ‘two platforms’ and ‘two mechanisms’” (MOE, 2003).

Persuasion instruments are used to guide people's behavior through beliefs and values conveyed by policy goals, and they rely on persuasion rather than rules, money, or authority to influence people to act (McDonnell 1994). Persuasion instruments usually need to be combined with other policy instruments to have a sustained effect. For instance, *Implementing Opinions on Encouraging and Guiding Private Funds to Enter the Education Sector and Promoting the Healthy Development of Private Education 2012* proposed that “private funds are encouraged to cooperate with schools in China, participate in the introduction of high-quality educational resources from abroad, and organize high-level Chinese-foreign cooperative educational institutions according to law” (MOE 2012).

Y-Dimension: Elements of Policy on CFCE

To comprehensively analyze the characteristics of the policy on CFCE, this study chooses the *Regulations of the People's Republic of China on Chinese-Foreign Cooperative School Running* (2003) and the *Measures for the Regulations of the People's Republic of China on Chinese-Foreign Cooperation in Running Schools 2004* as the content models based on the study of the policy texts. The two policies are specifically aimed at the Chinese-foreign cooperative education business, and they are guiding documents in this field with greater influence. Their policy content and framework structure cover almost all aspects of CFCE, such as establishment, organization and management, approval and activities, education and teaching, and supervisory activities (Hong et al., 2016). Based on the themes and structures covered in these two policies, this study combines the content of the sample policies on CFCE over the past 40 years of China's reform and opening up, and establishes the following six categories of longitudinal research dimensions, namely; project/ institution establishment, organization, education and teaching, assets and finance, change and termination, supervision, as shown in Table 1.

Table1. Specifics of the policy elements of Chinese-foreign cooperative education in Y-Dimension

Longitudinal Research Dimensions	Details
Project/institution Establishment	Cooperation agreement; school qualification; school investment; school conditions; application preparation; submission of materials; application process etc.
Organization	Rules and powers for the establishment of councils/boards of directors/joint management committees, requirements and powers for the appointment of principals/principal administrators, etc., and management of teachers and students, etc.
Education & Teaching	Course content, selection of teaching materials, enrollment plans, issuance of certificates, teacher training, teaching equipment, etc.
Assets & Finance	Financial and accounting system, asset management system, fees, foreign exchange management, non-profit activities, etc.
Change & Termination	Separation and merger of institutions, change of cooperating scholars, change of address of institutions, change of legal person/principal/principal administrator, change/termination of conditions and procedures, etc.
Supervision	Requirements for the duties of the approving authority and its staff, supervision and penalties for the agency/project, etc.

A two-dimensional analytical framework was established from the above analysis (Figure 1).

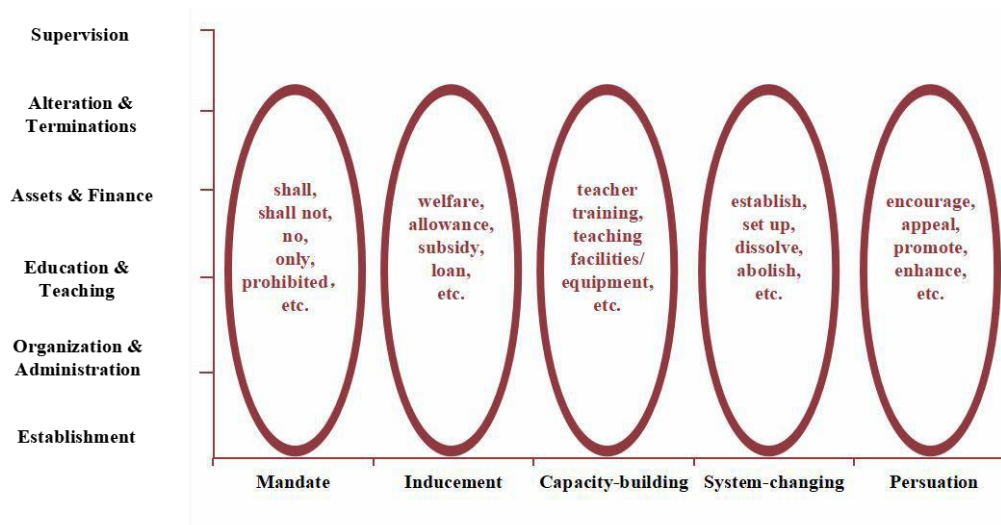


Figure 1. Two-dimensional analytical framework of Chinese-foreign cooperative School policy

This study follows the quantitative textual analysis method by further reading the 66 policy samples collected and coding them by NVivo12plus. Based on McDonnell and Elmore's theoretical framework of policy instruments, using the Mandates instruments, inducements instruments, capacity-building instruments and system-change instruments and persuasion instruments as five parent nodes. According to the dimensions of Chinese-foreign cooperative education policy elements, the project/ institution establishment, organization, education and teaching, assets and finance, change and termination, and supervision were set up as 6 sub-nodes. After a detailed reading of the policy text, the textual content was categorized into the corresponding coding nodes, which ultimately led to the formation of a two-dimensional distribution table of Chinese foreign cooperative education policy tools (Table 2).

Table 2 Two-Dimensional Distribution of Policy Instruments for CFCE

	Mandates instruments	Inducements instruments	Capacity-building instruments	System-change instruments	Persuasion instruments	Total
Project/institution Establishment	102	6	6	1	10	125
Organization	25	7	6	2	0	40
Education & Teaching	39	8	29	3	11	90
Assets & Finance	22	3	7	0	0	33
Change & Termination	7	1	0	2	0	10
Supervision	60	14	27	10	13	124
Total	255	39	75	18	34	421

Discussion

Analysis of the characteristics of Chinese-foreign cooperative school policy in stages

Over the past 40 years since the reform and opening up, the Chinese-foreign cooperative school-running business has flourished as the main form of cross-border education in China, becoming an important part of China's education opening up to the world, and also taking out a characterized road of integration between China and foreign countries (Xiong, 2019; Ahmed and Mikail, 2023). Looking at the Chinese-foreign cooperative education policy texts of various years, the development of China's Chinese-foreign cooperative education policy can be divided into four stages: The first phase 1983-1994, was the start-up stage when Deng Xiaoping proposed in 1983 that "education should be oriented towards modernization, the world, and the future", which pointed out the direction of the internationalization of China's Education and laid the ideological foundation of CFCE (Wu, 2017). In 1986, Nanjing University and Hopkins University cooperated to set up the Chinese-US Cultural Exchange Center, which is the symbol of the birth of CFCE in China. In 1993, the State Council (1993) clearly stated in the *Outline of China's Education Reform and Development* that "international cooperation in running schools should be carried out within the scope of relevant national laws and regulations". With the accelerated pace of reform, opening up

and modernization, the number of foreign institutions and individuals wishing to run schools in cooperation with China gradually increased, and to seize the opportunity, the State Education Commission issued the *Circular on Issues Concerning the Cooperative Running of Schools by Overseas Institutions and Individuals* in China in the same year, which was the earliest formal document on CFCE in China.

The second phase from 1995 to 2002, was the rapid development stage. In China, significant progress was made in education legislation in the 1990s, and the policy of cooperative schooling took the opportunity to develop rapidly. To strengthen the management of cooperative education, the State Education Commission promulgated the *Interim Provisions on Chinese-Foreign Cooperative Education* in 1995, which set out detailed regulations on the establishment, operation, and supervision of Chinese-foreign cooperative education programs and institutions, and built a basic framework for Chinese-foreign cooperative education policy. With economic development and the guidance of a series of policies, the cause of CFCE in China has been developing rapidly, and by the end of 2002, a total of 712 Chinese-foreign cooperative education institutions and projects had been approved in China.

The third phase from 2003 to 2009, was the normative development stage. At the end of 2001, China joined the World Trade Organization (WTO), and to better integrate into the world, China has successively revised several policies and regulations. As an important form of China's education opening up to the outside world, CFCE also needs to be adjusted accordingly. In September 2003, the State Council promulgated the *Regulations of the People's Republic of China on Chinese-Foreign Cooperative School Running (2003)*, which guides the business of CFCE in terms of establishment, organization and management, education and teaching, assets and finances, alteration and termination, and legal responsibility. In June 2004, the Ministry of Education promulgated *Measures for the Regulations of the People's Republic of China on Chinese-Foreign Cooperation in Running Schools 2004*, which further standardized the implementation of the *Regulations 2003*. The number of policy texts on CFCE in China has grown rapidly in this period, in which the quality testing and evaluation of CFCE has been mentioned many times. In 2009, the Ministry of Education issued the *Evaluation Program for Chinese-Foreign Cooperative Schools (Trial)* to provide guidance for the evaluation work and promote the sustainable development of CFCE in China.

The fourth phase from 2010 to the present, is the transformation and upgrading phase. In 2010, the State Council promulgated the *Outline of China's National Plan for Medium and Long-term Education Reform and Development (2010-2020)*, which states, "Encourage schools at all levels and of all types to carry out various forms of international exchanges and cooperation, and set up several exemplary Chinese-foreign cooperative schools and a batch of Chinese-foreign cooperative school projects" (MOE, 2010), which guides the direction of the business of CFCE and reflects the transformation of China's opening up from "expanding" to "doing well". In 2013, the Ministry of Education put forward the general objectives of quality assurance of CFCE in higher education institutions in the *Opinions on Further Strengthening the Quality Assurance of Chinese-foreign Cooperative Education in Higher Education Institutions*, "High-level and model Chinese-foreign cooperative educational institutions should be gradually increasing, brand majors and model curricula should taking shape, the structure should be more optimized and the layout should be more reasonable, the quality assessment and accreditation system tends to be perfected, the platform for quality supervision and information disclosure should be built, and the promotion of the reform and development of higher education should become more

obvious, and the contribution to the economic and social development of the country and the local community should be further enhancement” (MOE 2013). In 2016, the Ministry of Education issued a *Circular on Promoting the "Belt and Road" Education Initiative*, in which it proposed to “support enterprises and individuals to participate in the opening-up activities of education such as Chinese-foreign cooperative schools, cooperative scientific research, and foreign-related services following market rules and under the law” (MOE 2016). During this period, the cause of CFCE in China has made great progress and has become an indispensable part of Chinese education reform and development.

Two-Dimensional Characterization of Chinese-foreign Cooperative Education Policies in China

Overall, the policies on CFCE over the past 40 years of Chinese reform and opening up have used the tools of Mandates, inducements, capacity-building and system-change and persuasion instruments, covering various aspects such as project/institution establishment, organization, education and teaching, assets and finances, change and termination, supervision, etc., which have positively facilitated the development of the cause of CFCE.

1. X-dimension analysis of Chinese-foreign Cooperative Education Policy.

This paper analyzes the use of five major types of policy instruments in Chinese-foreign cooperative education policy as shown in Figure 2.

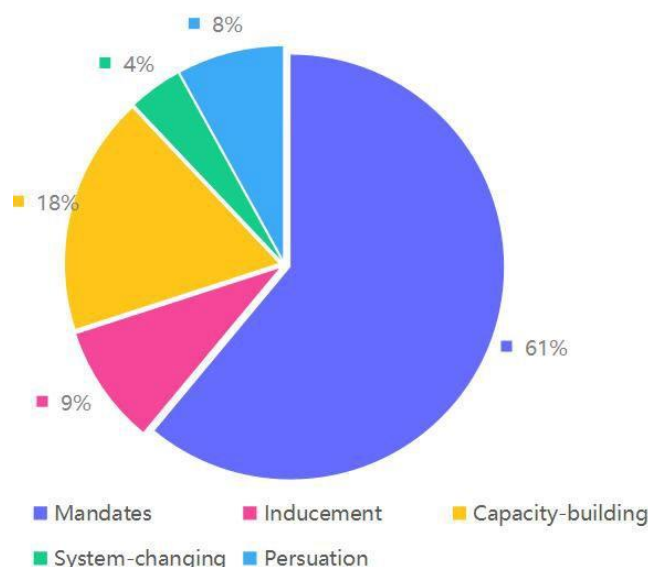


Figure 2. The distribution ratio of the use of policy instruments for CFCE in China

From Figure 2, it can be found that the use of the Mandates instrument accounts for 61% of the total of all policy instruments, which is the most frequently used policy instrument in Chinese-foreign cooperative education policy. The percentages of the use of capacity-building instruments, inducement instruments, persuasion instruments, and system-change instruments are 18%, 9%, 8%, and 4%, respectively, which are much lower than that of mandates instruments, which indicates that China is now mainly adopting mandates instruments to promote the development of the business of CFCE, reflecting that the government hopes to regulate the CFCE through a strong policy.

The stage of development also characterizes the government's use of various education policy instruments (Figure 3). In the three phases of start-up development (1983-1994), rapid development (1995-2002), and normative development (2003-2009), the Mandates instrument occupies an absolute position, which is because the institutional context and the policymakers' values affect the choice of policy instruments (McDonnell et al., 1987). Influenced by the Chinese higher education management system, the formulation of policies on CFCE is inclined to be a Mandates instrument, through the establishment of a series of rules and regulations to ensure the efficiency of policy implementation and the orderly development of CFCE. With the improvement of the policy system, the CFCE has entered a critical transformation and upgrading stage (2010-present), and the frequency of the use of inducement instruments, capacity-building instruments and persuasion instruments has increased, with the frequency of the use of capacity building instruments exceeding that of mandates instruments, which has effectively contributed to the sustainable development of CFCE.

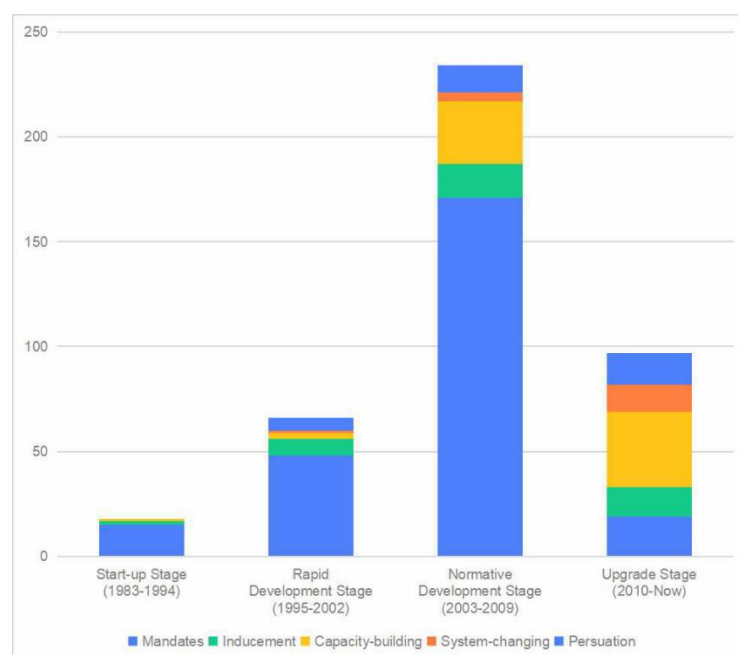


Figure 3. The Use of Policy Instruments for CFCE at Different Stages in 1978-2021.

2. Y-dimension analysis of Chinese-foreign cooperative education policy

The use of policy instruments in Chinese-foreign cooperative school policies on project/institution establishment, organization, education and teaching, assets and finance, change and termination, and supervision is shown in Figure 4.

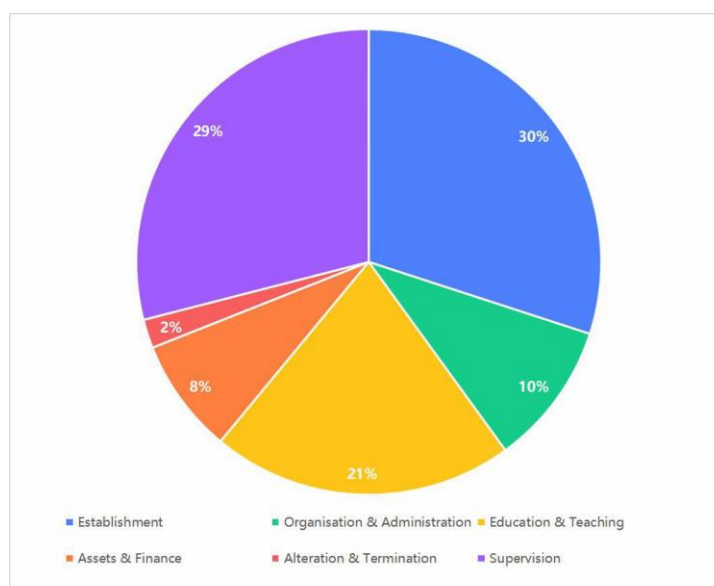


Figure 4 The use of policy instruments among the policy elements of CFCE

It can be found that Chinese policy tools for promoting the policy elements of CFCE are mainly focused on the establishment of projects/ institutions (30%) and supervision (29%), which shows that the Chinese government supports the development of CFCE, but

also has strict control over the introduction of foreign resources, hoping to regulate the establishment of Chinese-foreign cooperative education projects and institutions through strong means. At the same time, strengthening the supervision of cooperative schools is conducive to ensuring the quality and level of its operation. In addition, the use of policy instruments for education and teaching elements is also relatively high, accounting for about 21% of the total, and the policy hopes to build high-level Chinese-foreign cooperative schools and promote high-level talent cultivation and academic discipline construction through the requirements for specific elements such as course content, textbook selection, enrollment plans, certificate issuance and teaching equipment. The remaining elements of organizational, assets and finances, and changes and terminations were relatively small, at 10%, 8%, and 2%, respectively.

Looking at the different stages of development (Figure 5), the policy instruments have different proportions and roles in the different policy elements of Sino-foreign cooperative education. In the exploratory start-up phase (1983-1994), about 73% of the policy instruments were about Chinese-foreign cooperative education programs or institutions and also accounted for a significant proportion of the two phases of rapid development (1995-2002) and standardized development (2003-2009), which addressed how to run education in China in cooperation with institutions and individuals outside the country. With the rapid development of cooperative education, the Chinese government has begun to carry out a series of evaluations of cooperative education, and a series of issues such as how to supervise and manage, how to carry out education and teaching, and how to carry out organization and management have received more attention, and the proportion of policy tools used in these elements of development has increased. In response to the call of the state to “set up several exemplary Chinese-foreign cooperative schools and several Chinese-foreign cooperative school programs” (MOE, 2010), strengthening supervision and regulating education and teaching have become the main links in the transition period of the policy (2010-present), which also marks the kernel of Chinese-foreign cooperative school from chasing the quantity to improving the quality.

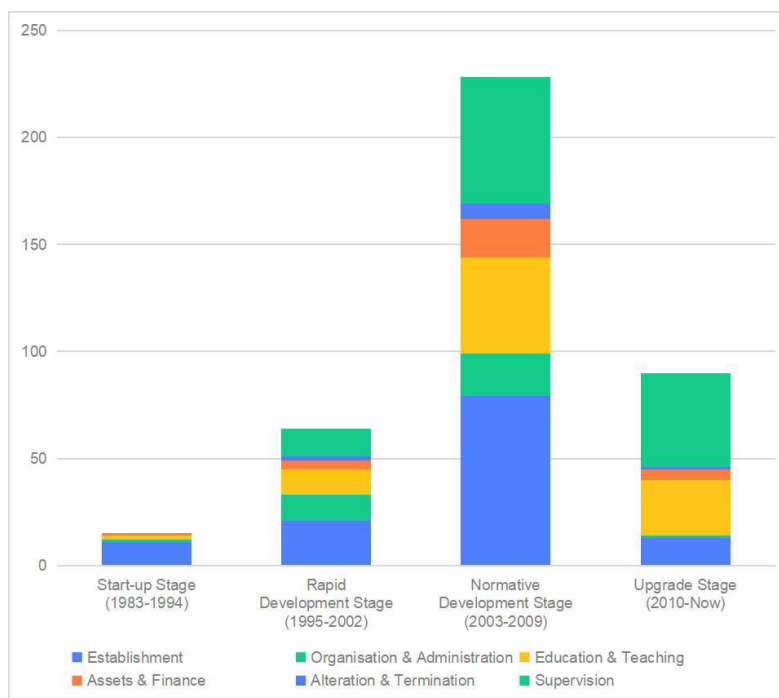


Figure 5. The Usage of Policy Instruments of SFCE Policy Categories at Each Stage

Conclusion

Structural imbalance in the use of policy instruments for CFCE

Policy instruments are often intertwined and applied in an integrated manner to maximize their effectiveness in achieving policy objectives. In China, the Chinese-foreign cooperative education policy is overly reliant on Mandates instruments (61%), capacity-building instruments (18%) are covered, and inducement instruments (9%), persuasive instruments (8%), and systemic-change instruments (4%) are grossly under-utilized. The use of the Mandates instruments in the Chinese-foreign cooperative education policy occupies an absolute proportion, which uses the authority of the government to introduce rules, create consistent behavior, and ultimately achieve goals (Huang, 2008). When the government wants all Chinese-foreign cooperative schools to be set up, organized, managed, and supervised in a unified way, the mandates tool's wide audience, low cost, quick results, and a host of other advantages make it the best choice. However, as the mandates tool tends to ignore regional differences, lacks adaptability to different scenarios, and policy implementers may become hostile due to passive implementation of the policy, overuse is not conducive to the balanced development of cooperative education.

Capacity-building instruments are equivalent to long-term investments and are currently used mainly for introducing quality educational resources, strengthening the evaluation of cooperative education, improving teaching equipment organizing teacher training, etc. The specific operational practices of policies other than evaluation are not clearly defined, and the future effects are difficult to estimate. Inducement instruments have the advantage of stimulating the development of the cooperative school business in the short term, but at present, the inducement instruments usage rate is only 9%, and it is mostly used at the same time as the Mandates instruments, which is mainly applied to support the construction of a batch of exemplary Chinese-foreign cooperative schools, decentralization of the authority of teaching and management, tax incentives and rewarding policies, etc.,

with no clear financial input, and with insufficient incentive effect. The system-change instrument is a redistribution of authority and responsibility that helps to provide a sound organizational environment for the development of cooperative schooling. According to the development of CFCE, several policies have been put forward to improve the safeguard mechanism of CFCE, strengthen the construction of the supervision platform, improve the internal management mechanism of CFCE, and build the teacher training system, etc., but there are no detailed instructions on how to further operate, and basically, all of them are at the level of guidance, which plays a very limited role in the promotion of CFCE. The Chinese government's encouragement of regions to develop Chinese-foreign cooperative schooling and active cooperative schooling are typical persuasive instruments, but the use of this type of policy instrument, which is relatively low-cost and easy to establish and implement, is severely underutilized.

Differences in the configuration of policy instruments in the policy elements of CFCE

From the two-dimensional distribution table of policy instruments for CFCE (Table 2), it is not difficult to find that the two elements of project/institution establishment and supervision are the focus of policy attention. This is because China hopes to make up for the gap with foreign countries in the field of education in a short period by using cooperative education, and to improve the internationalization of CFCE, and at the same time prevent foreign capital from corrupting and strengthen supervision and management to guarantee the quality of CFCE. Changes in the elements of education and teaching have been small, with the overall trend on the rise. Policy instruments have guided the orderly development of cooperative education from various aspects, such as curriculum content, choice of teaching materials, enrollment plans, certificate issuance, teacher training, and teaching equipment. In addition, there has been a lack of attention to the internal organization and management of Chinese foreign cooperative education projects or institutions, and further clarification is needed on how the various departments are set up, what kind of authority they have, and how they are managed. The assets of Chinese-foreign cooperative education institutions are the material basis for their normal education and teaching activities, and if there are problems with the assets and finances of the institutions, it may have a serious impact on the operation of the school at any time, but China's cooperative education policy has paid very limited attention to the assets and financial elements in the various stages of development (Hong et al., 2016). Safeguarding the interests of providers and students, especially addressing the issue of liquidation of assets and repatriation of students after the dissolution of a cooperative provider, is at the core of the change and termination element, but the policy instrument is seldom used for the change and termination element.

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