

A study on Decline and Development Strategy of Local Universities

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Abstract

The core of the university policy pursued by the Moon Jae-in administration is to strengthen university competencies through the diagnosis of universities. To this end, the word structural reform evaluation is changed to strengthening the basic competencies of universities, and is trying to escape from the past reduction of pro-class capacity. Deputy Prime Minister Kim Sang-gon insisted, "We will improve the university structure evaluation, which is biased toward quantitative quota adjustment, with a diagnosis of basic university competency to support the autonomous development of the university." The Ministry of Education expressed its intention to strengthen the capacity of local universities by saying that it would also consider regional conditions in reducing the university quota due to the decrease in the school-age population so far. In the meantime, as the school-age population declined, the Ministry of Education promoted the reform of the university structure by dividing it into three cycles from 2014. This paper focuses on the problems of diagnosis of education reform and improvement measures, and tries to find out what is the desirable direction for education innovation. This paper studied the structural reform of universities following the decline of local universities. The policy alternatives in this paper are as follows. First, the contents of the government's push for university structural reform were analyzed. Second, we considered the problems of university structural reform. Third, they sought ways to develop local universities and enhance their competitiveness.

Keywords: *Local University, structural reform, capacity building, autonomy, school-age population*

1. INTRODUCTION

The University of Cambridge believes that the mission of the university is to provide students with the best education and academic activities, saying, "It seeks the highest level of education and learning research and contributes to humanity through community service." Universities are intellectual guardians and creators, and today the essence of mission is being renewed in the changing times. It is the university's responsibility to carry out its traditional mission and produce creative talent suitable for the changing present and future. Since the 1980s, however, a wave of neoliberalism has also called for change and reform in universities. No longer does the classical idea that universities are disappearing as a knowledge community, and that only the meaning of knowledge creation is best. Exclusive academic research, which professors are not interested in public nature, is being ignored. Quantified indicators determine the ranking of universities, and numerical performance omnipotence is rampant[1]. In the era of infinite competition in the 21st century, the role and mission of universities face tremendous challenges in their flow and change. Universities have contributed a lot to the national society. The reason that Korea reached the threshold of advanced countries through compressed growth is considered to have been the university's talent distribution and research capabilities. However, on

the one hand, there are criticisms that universities are behind the spirit of the times, and there are complaining from companies that they cannot provide relevant knowledge information and environmental changes. Traditionally, the mission of universities has served as the cornerstone of human development through education and research. It is also an important mission for universities to fulfill the role of social service, thereby producing dedication and practical talent to society and the country. In recent years, many problems have arisen in Korea, such as the deterioration of universities, the increase of ghost universities due to a decrease in the school-age population, and the conversion of universities to academia due to the improvement of the employment rate. To this end, the Ministry of Education is working on legislative work to strengthen the competitiveness of university education, which is the University Structure Reform Act. The Ministry of Education passed this bill in the extraordinary National Assembly in 2015, and it was a policy to restructure all universities nationwide starting in the fall, but it failed. The prediction that universities will have their own competitiveness and function to realize a creative economy is considered to have gone back to the past due to the lack of legislation. What would happen if there were no college students in Korean society, which has entered an extremely low birth rate and aging society? These concerns come true. By 2023, the number of high school graduates is 400,000, and if the enrollment quota is about 570,000 like now, many universities will become haunted colleges without students. Therefore, the public opinion is that university reform is necessary through extensive restructuring and departmental adjustment. However, universities are devising all kinds of strategies to avoid the blade of structural reform. So these days, universities across the country are struggling to prepare for the structural reform evaluation. Colleges are increasingly worried about how to survive the restructuring. According to the Structural Reform Act, it consists of educational conditions and achievements, academic management, and student support. It also included the relative evaluation of students' employment rate and grades. In fact, in the face of difficult employment in local universities, students' grades are low as a relative evaluation, so students are also highly dissatisfied. Professors are also moving to the east for employment of students. I also hired 3 students last year, but I also have a hard time working. Research is behind the scenes. The problem is that the research item is missing from the evaluation item, and the professor has no choice but to neglect the research. Research abilities such as science and technology are important for the national economy to live and for universities to live. It is said that one genius feeds millions of people. As such, the government should also recognize that research on science and technology with great added value should explode like an active volcano in universities. In fact, the term "a test of humanities" is a result of the climate of our society that considers research ability to be poor. Isn't the development of metaphysics only when the foundation of the research is humanities and there is the support of humanities?[2]. The Ministry of Education announced the evaluation of Korean universities in five stages from A to E, and announced that universities with bad grades would also restrict government financial support or student loans. 66 universities nationwide were found to be insolvent, and six universities were included in Chungcheongbuk-do. Analysts say that this could lead to difficulties in recruiting new students and eventually culling universities that move to student tuition. There are many causes of the devastation of universities, first of all due to the decreasing number of school-age people. The decline of local universities is seen as a contraction of the local economy and the relocation of local universities to the metropolitan area. Some universities are already setting up campuses to relocate to Gyeonggi Province. Under this perception, this paper seeks to find ways to strengthen the competitiveness and the decline of local universities[3].

2. PRECEDENT STUDIES

2.1 Literature Review

Park Se-il (2004) argued that the nation's education workforce development system succeeded in establishing a system for mass production of highly educated personnel, such as the universalization of higher education, but succeeded in structural reform [4]. Yoo Kyung-hee (2006) believes that China's university reform is based on the creation and transfer of knowledge for mankind, and considered reforming Chinese universities to develop and reform excellent education courses[5]. Jang Beom (2014) confirmed the direction that universities in Korea and China should move forward in the future. To this end, the evaluation index of

the world university institutions was analyzed and the direction of university reform was presented[6]. Park Geo-yong(2018) considered reform measures for private universities. He said, "The decline in the school age population is characterized by external changes faced by private universities, and in order for private universities to escape the crisis, they should solve the basic problems of the private university-centered system and change their policy stance to take responsibility for higher education"[7].

Kim Taek(2017) said that Local universities play a part in regional decentralization by revitalizing the economy of the local community or establishing a system of cooperation between industry-academia-governmental institutions in the lead in the region. In order to escape the concentration of Seoul and the metropolitan area and meet the government's policy stance of equal regional development, local universities must coexist with the region. The government took the lead in revitalizing local universities in the past, but now has to wield a restructuring knife[8].

The National Assembly considered the National Assembly's data on the controversial university issues in the United States, the resolution of hagwon disputes, and the problems of university reform[9]. If the government carries out the restructuring and adjustment of university quota based on evaluation indicators, local universities will disappear in the future in the order of two-year colleges, four-year general universities and four-year national universities. This means an imbalance depending on the university's founding body, depending on the university's location, and depending on the size of the university, the base of higher education is likely to collapse. Therefore, measures should be taken to adjust the university quota and reform the university structure considering balanced development of two-year and four-year universities, balanced development of national and private universities, balanced development of metropolitan and provincial universities[10]. University enrollment quota adjustment and restructuring according to decline in school age population.

2.2 Methodology

This study completes university reform and innovation by facilitating university restructuring. The research methodology of this paper is as follows: First, legislation related to structural reform of universities was considered. It analyzed existing bills drawn up by the National Assembly or current legislation. Secondly, it considered the government's university policy. In particular, the Ministry of Education studied the direction of structural reform policy. Third, We analyzed my research on education policy. In the meantime, We contributed to the media and published the policy proposals of education policy as a book.

3. THEORETICAL BACKGROUND

The core of the university policy pursued by the Moon Jae-in administration is to strengthen university competencies through the diagnosis of universities. To this end, the word structural reform evaluation is changed to strengthening the basic competencies of universities, and is trying to escape from the past reduction of pro-class capacity. Deputy Prime Minister Kim Sang-gon insisted, "We will improve the university structure evaluation, which is biased toward quantitative quota adjustment, with a diagnosis of basic university competency to support the autonomous development of the university." The Ministry of Education expressed its intention to strengthen the capacity of local universities by saying that it would also consider regional conditions in reducing the university quota due to the decrease in the school-age population so far. In the meantime, as the school-age population declined, the Ministry of Education promoted university structure reform in three cycles from 2014. In the first cycle (2014-2016), 40,000 people were reduced, in the second cycle (2017-2019) 50,000 people, and in the third cycle (2020-2022) 70,000 people, etc., a total of 160,000 people will be reduced. do. During the first cycle evaluation in 2015, the Ministry of Education classified universities nationwide into grades A to E, and forced the number of universities to be reduced by 4 to 15% except for the A grade. The Ministry of Education classified the entire university into three stages: 'autonomous improvement university', 'capacity strengthening university', and 'financial support limited university'. Is to do it. To this end, the initiative is to foster a high-quality local university from general financial support, and to foster local talents to produce local talents to promote balanced development. It is said that 60% of the total is

true. Competency reinforcement colleges are to induce appropriate scale-up and support specialized development by participating in special-purpose projects[11].

This is about 20%. Universities with limited financial support are recommended to promote efficient university operation, strengthen basic competencies, and reduce the number of seats. Intense restructuring is expected, and it can be said that about 20% of universities fall into this. An official of the Ministry of Education predicted that “the number of students enrolled in college in 2021 will decrease by 34,000 compared to the 2018 school year”. In addition, he declared, “We will reduce 20,000 students through government consulting and leave the rest to market autonomy so that poor universities can be eliminated.” Now college is the cradle of romance and intelligence. In the wave of the Fourth Industrial Revolution, the only way for universities to live in the face of infinite challenges is reform and innovation. The biggest concern for students is that the future is uncertain. If you come out to society with a college diploma, you will almost certainly face unemployment, so you are driven to Noryangjin Gosi Village. Therefore, as a university that strengthens the employment rate of students, it is necessary to concentrate on cultivating practical professional talent. For this, it can be said that a department-specific strategy is required, and a strategy of selection and concentration is required. In the Chungcheong area, Chungbuk National University operates a variety of employment support programs to strengthen the capacity of enrolled students. Among them, the ‘Job Competency Reinforcement Master Challenge’ is said to be running a program that provides training and services optimized for the corporate environment, completes practical skills, and cultivates talents with problem-solving skills in the field. Joongwon University is trying to produce world-class excellent pilots through the aviation specialization strategy. To this end, for one year, the aviation school in Texas, USA, has been providing full support to hone pilot skills and fluently in foreign languages. Woosong University in Daejeon specializes in railroad talent and focuses on specializing in railroads. It is also a case of successful internationalization strategy by inviting foreign presidents. This strategy of concentration and selection is seen as the fruit of communication and efforts between university management and members to fulfill their responsibilities as a leading university in the future. The government should also boldly invest in universities. Except for financial aid universities, university financial grants are very necessary. Until now, there was a university financial support structure that was conducted for each sub-project such as ACE+, Prime (a leading university that promotes industrial-linked education), BK21+, CORE, and WE-UP. It is essential to evaluate whether it has been successful. Each university has not been enjoyable these days. The reason is the recognition that it is difficult for universities to overcome the nuclear typhoon of restructuring and must overcome it. The main reason is that the number of high school students is decreasing, but there are too many colleges and universities. During the Kim Young-sam administration, Korean universities created “rules of law” that allowed anyone to establish colleges and vocational colleges if they met certain requirements, and many private universities were born like a rush. It is believed that the established universities have contributed to fostering professional talents in Korean society with their own educational philosophy and specialized strengths. However, since the 2010s, the school-age population has continued to decrease, and universities that cannot fill the entrance quota have appeared here and there. The number of enrolled high school students is 1.22 million in 2022, but it will decrease by 30% to 1.75 million in 2016, the Ministry of Education predicts. To keep pace with the decline in students, each university is preparing various reform plans such as not hiring professors, reducing the number of lectures, and selling school buildings. In fact, private universities operate with student tuition, so the reduction in the number of students inevitably poses a significant financial burden. The government has been attempting to withdraw from insolvent colleges, but it is difficult due to lack of legal basis even when forced to do so. The Moon Jae-in administration is trying to restructure through the evaluation of basic university competencies. Currently, it is heard that only local Taiwan has suffered damage. In this year's university assessment, 120 four-year colleges and 87 junior colleges are organized as self-improving colleges, and these colleges are said to provide financial support excluding the recommendation to reduce the quota. In addition, 36% of universities are evaluated as competency-building and financial support universities, and are advised to reduce the number of quotas and are said to be subject to financial restrictions. In particular, 40 universities and 46 junior colleges were announced by the Ministry of Education as target universities for restructuring. By region, there are 26 universities in the metropolitan area, and 60 universities, which account for the remaining 70%, belong to local universities, and are evaluated as disadvantageous to local universities[12].

Local universities play a part in regional decentralization by revitalizing the economy of the local community or establishing a system of cooperation between industry-academia-governmental institutions in the lead in the region. In order to escape the concentration of Seoul and the metropolitan area and meet the government's policy stance of equal regional development, local universities must coexist with the region. The government took the lead in revitalizing local universities in the past, but now has to wield a restructuring knife. However, it is said that the university diagnostic evaluation has lost its fairness. The question remains, for whom is the behavior of the government to create an evaluation index and put everything in the school into it? It is difficult to obtain objectivity in evaluation that is clinging to scoring while spending expensive consulting fees. In the evaluation category, there is a faculty retention rate or employment rate and student recruitment rate. To secure teachers, each university employs non-retired teachers or enrolls a large number of foreign students who do not speak Korean, such as China or Vietnam, to reduce the quality of classes. It is said to have been shown. You shouldn't be coldly treated or harmed just because you're a local zone. The important thing is that if the specificity of the region or the function of regional development is not reflected, it will be criticized. It is also questionable how the evaluator evaluated the qualitative evaluation. However, we cannot just blame the Ministry of Education. Now, the restructuring of universities can be seen as an inevitable task of the times [13].

4. PROBLEMS

It is said that the university restructuring promoted by the government is circling. Because of that birth, I have to reduce the enrollment quota for college, but I don't want to reduce the quota. Currently, As you can see from the table4-1, the enrollment quota of 560,000 students will decrease to 433,032 by 2023 [14].

Table 1. 2018 A Time Series Analysis of Predicting University Advocates at the Ministry of Education

Year	2013	2018	2023
school age population	687455	598,296	433,032
a high school graduate	631,835	549,890	397,998
admission quota	559,036	559,036	559,036
excess personnel	72,799	-9,146	-16,038

Source: Korea Abroad Journal,2020,1.20

If so, it is clear that the number of people should be reduced by 160,000, and if this is enforced, it will cause enormous losses to the university or the local economy. The current situation in which university graduates are not able to find employment even after graduating from university, but the current situation in which professional talents cannot be produced through departmental-style department listings makes it eloquent that the university's responsibility is very high. Korea, which had 118 universities in the 1990s, increased to 199 in 2014. It is said that there are many insolvent universities that are not able to fill the quota right now, and after two years, there is a problem that the number of high school graduates exceeds the number of high school graduates. The problems of university reform are as follows.

First, the Ministry of Education tried to enact the "Act on University Structure Reform," which eliminates poor universities and reduces the government's budget, but it was automatically abolished without being passed by the 19th National Assembly.

Second, there is no long-term developmental alternative for universities. The Ministry of Education promoted a policy with a system linking university quota reduction and financial support, which is far from the plan to eliminate insolvent universities and reduce the number of quotas, which poses a problem in trying to reduce the quota of all universities. How will the Ministry of Education explain the dilemma of cutting down colleges that are not insolvent, but colleges that are not?

Third, only 10% of the budget that the Ministry of Education pours into colleges is the regulation of the Ministry of Education and abuse of authority if the college quota, the entrance examination system, and even the tuition are dominated. If the Ministry of Education identifies guidelines and applies them to universities

like elementary schools and middle and high schools, this will inevitably lead to university reform. Currently, there are some politicians who are even talking about the abolition of the Ministry of Education.

Fourth, I believe that local university promotion policies, such as the four-year system of junior colleges, impede fundamental university development. The original purpose of a junior college is to produce professional skilled workers. If you try to avoid the aftermath of restructuring by extending the length of study, which is not much different from the four-year program, who is in charge of the professionals required in the industrial field? If only students suffer from high-cost employment education and cause confusion in higher education policy, all local universities and vocational colleges will be eliminated. The National Assembly and the Ministry of Education should recognize the pure function of the university

Fifth, it is said that universities have been focusing only on pure studies so far, so they have not been able to produce practical and suitable talents for companies. It is being criticized for neglecting the technical knowledge required by companies because they say that they have to cultivate practical skills for a year at a company even after graduating from college. Third is the analysis that after the 1990s, the university garden was expanded due to the government's reckless approval of university licenses, leading to poor universities. Externally, there was no distinction between a junior college or a four-year college, and it aggravated confusion [15].

5. A POLICY ALTERNATIVES

Universities play a role in enhancing national and regional competitiveness by creating knowledge and human resources of core resources. In particular, regional development and decentralization are essential to improve regional competitiveness. Regional development and decentralisation are not possible without fostering local universities. In the case of Korea, the proportion of outstanding universities is a factor in the concentration of the metropolitan area. Fostering local universities should be promoted in terms of balanced regional development through the elimination of university education by local residents, the correction of inefficiencies in the burden of education costs for local residents, and the rational allocation of resources [16]. In order to effectively promote university restructuring in the future, the following plans should be sought.

First, financial compensation should be given to the founders of private schools so that insolvent colleges can be withdrawn. The current private school law requires that the property belong to the local government or the national treasury upon dissolution of a private school corporation. However, it will be easier to withdraw from university by returning contributions or allowing conversion to a social welfare corporation.

Second, it is necessary to come up with a plan to force the Ministry of Education to remove measures to induce restructuring through financial aid as bait and to expel insolvent universities. There are many universities that have been stained and hurt by charges of corruption, but the current Ministry of Education's behavior, which helps them continue to live, is very wrong.

Third, due to the entry of the dean of the delinquent history of the Ministry of Education into the dean of the dean of the insolvent history, the Ministry of Education may have a connectionism or gangism that closes and covers the lobby and corruption of these retired officials. In order to clear this out, a bill prohibiting deposits in the entire property should be created. Only then can incumbent education officials not notice and work?

Fourth, the new National Assembly must re-enact and pass the Structural Reform Act, which was automatically abolished by the 19th National Assembly. We hope that members of the National Assembly will keep in mind what is national interest and university development and come up with a bill. University is not a bargain for politics. The opposition parties should be head-to-head to make it a more macroscopic and progressive university policy bill. Now the university is in an era of infinite competition. It is the age of midnight when colleges are also cutting bones on their own. It is necessary to boldly implement departmental integration and abolition and recognize what talents the state and society require. If you sit in a professor's lab, which is about 3-4 pyeong, and are trapped in a frog-like thinking in a narrow well of departments, the university cannot develop. If you are afraid of change and reform in the era of convergence, serious reflection is required that it is difficult to expect the existence of a university anymore. It is the time to become.

Fifth, university autonomy must be strengthened. There was controversy because the last government forced

all universities to cut 4-15% except for A-grade universities. Dissatisfaction with excellent universities, well-financed universities, and regional leading universities also reduced their number of quotas, and it is believed that voluntary adjustment and diagnosis are necessary to resolve this.

Sixth, balanced regional development should be strengthened. In order to meet the government's policy of strengthening regional decentralization, financial support from the government must be strengthened so that local universities can live, and public universities must also be expanded to improve personnel, environment, and facilities of university education. Universities should work with the responsibility of higher education through mutual cooperation between universities and the government so that they can grow like universities[17].

Seventh, the role of local governments is important. This is because the existence of universities is directly related to local survival. The next stage is the lifelong learning of local residents and the education of those in charge. The icon of innovation, Arizona State University defines college education as the starting point for lifelong learning. The university will fully operate its capabilities in re-education of office workers. Demand for lifelong learning and re-education is rapidly increasing due to technology changes and aging. Universities across the country can open the Renaissance era of adult reeducation. Finally, it is a global market. In particular, ASEAN countries can be the stage of Korean universities geographically and emotionally. How to use online technology that connects the world is a measure of innovation. Local universities in crisis need to be at the center of solving regional problems[18].

Eighth, The integration of local universities and metropolitan colleges for structural reform of universities shall be permitted. By using it to enable developmental integration between universities in the Seoul metropolitan area and colleges, universities in the Seoul metropolitan area should improve their competitiveness and reduce the number of universities in the Seoul metropolitan area. Four-year local universities with strong financial resources and difficulty in operating them shall be integrated to contribute to financial stability[19].

6. CONCLUSION

Until now, the problems and measures of university innovation have been considered. In conclusion, We would like to make the following suggestions for innovation in university reform.

First, local universities should consider the characteristics of local universities and the aspect of producing skilled workers through industry-academia cooperation. Although he would have worked with fairness and transparency in the determination of university insolvency, it can be said that the fact that local universities are included a lot is that it does not take into account local circumstances. The aspect that local universities have to drink against the wall of quantitative evaluation is also contrary to the government's policies to foster local universities and regional balanced human resources.

Second, efforts to strengthen the competitiveness of local universities and restructuring are necessary. Local universities have been receiving administrative and financial support from the government so far, and have lived with tuition fees from students. In addition, it is difficult to escape the accusation of having enrolled foreign students and inflating the number of enrolled students. Even now, it is necessary to take the lead in reforming the selection and concentration by thinking about the path to strengthening the competitiveness of the university and responding to the cultivation of practical talents in academics and departments.

Third, in terms of legal and institutional restructuring, a bill on restructuring should be made to eliminate insolvent universities. Currently, the Ministry of Education has submitted a bill for university evaluation and structural reform to the National Assembly, which has not yet been passed. The issue is that the ruling and opposition parties are in confrontation over allowing university property to be disposed of in public interest corporations. The bill should be made as soon as possible to facilitate university restructuring. University is no longer a doldrums.

Local universities should be transformed into a field for nurturing human resources who can provide the engine for local industries in the local economy. This does not mean that we should neglect the mission of the university. It is necessary for the university to consider the reality and change while reminiscent of the meaning of the university's original mission, which is a field of search for knowledge and truth. The government should

also come up with an action plan for the development of regional universities and policy measures for mutual growth with financial and economic universities[20].

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