

Policy Analysis of Inclusive Private Kindergarten in Western China

Taking the Three Provinces, Municipalities and Autonomous Regions in the Western Region as an Example

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ABSTRACT

This paper analyzes the contents of the policies of the three western provinces and cities. It's found that the policies of inclusive private kindergartens have their own characteristics: first, they provide financial support for orphans, poor children and other vulnerable groups; second, they provide financial support and policy concessions for private inclusive kindergartens; third, they set the goal of 80% of inclusive kindergartens by 2020. Fourth, supervision and management policies have been formulated.

Keywords: *western region, inclusive private kindergarten, policy analysis*

I. INTRODUCTION

In Chinese official document in 2010, the State Council formally propose the concept of inclusive private kindergartens for the first time, the specific definition is different in the documents of different provinces and cities. Chongqing's "Measures for the Administration of Inclusive Private Kindergartens in Jiangbei District (for trial implementation)" (2013) is defined as "facing the public, for the purpose of non-profit, enjoying public financial assistance, standardizing the conduct of running kindergartens, and ensuring the quality of nursing and education." And in accordance with the Ningbo inclusive private kindergarten care fee charging standard guidance price charging private kindergarten. [1] "The Measures for the Identification and Management of Inclusive Private Kindergartens in Shaanxi Province" (2017) is defined as "non-profit private kindergartens with qualified conditions, sound qualifications, standardized management, facing the public, reasonable fees and high quality are established by using non-financial funds." [2] Generally speaking, the inclusive private kindergarten has the characteristics of non-profit, facing the public, accepting the supervision and guidance of the government, lower fees and better quality of running a school. The construction of inclusive private kindergartens is generally regarded as the primary measure to alleviate the supply-demand imbalance in preschool education resources and restrain the high fees of kindergartens. In the past decade, government formulated many policies to support the development of

inclusive private kindergartens. The economy of western region is relatively underdeveloped, there are many difficulties in kindergarten education, and the overall level of preschool education is not as high as that in the eastern region. Through the policies analysis of Shaanxi Province, Chongqing City and Inner Mongolia Autonomous Region, we explore the characteristics and development trends of the policies of inclusive private kindergartens formulated in 2010 and later. We can also have a clearer understanding of the development status and policy orientation of inclusive private kindergarten education in western China.

II. ANALYSIS OF THE NATIONAL INCLUSIVE KINDERGARTEN POLICY

After 2010, Chinese government has formulated some policies about inclusive kindergartens, the following documents that directly refer to the key word "inclusive kindergartens" ("Table I"):

TABLE I. LIST OF NATIONAL INCLUSIVE KINDERGARTEN POLICIES FROM 2010 TO 2019

| Year of promulgation | Related policy clause |
|-----------------------------|--|
| 2010 | The inclusive of education was proposed [3] |
| 2010 | The concept of inclusive private kindergarten was put forward for the first time [4] |
| 2011 | The inclusive service of private kindergartens was proposed [5] |
| 2014 | Specific policy provisions were formulated for inclusive private kindergartens for the first time [6] |
| 2016 | The universality of preschool education is proposed [7] |
| 2017 | Expand inclusive resources for preschool education [8] |
| 2017 | The coverage rate of private universal kindergartens in 2020 is 80% [9] |
| 2018 | Develop inclusive preschool education [10] |
| 2018 | Encourage the development of inclusive kindergartens; private inclusive kindergartens account for 80% in 2020 [11] |
| 2018 | The main body of urban preschool education is inclusive kindergartens [12] |

Through policy analysis, we can see that there are two characteristics of policy development after 2010. One is the number of relevant policy documents has gradually increased, especially after 2016, and more departments are involved, not only the Ministry of Education, but also the Ministry of Finance, the National Development and Reform Commission and the Information Office of the State Council have also promulgated policies related to the content. The other feature is that the content of the policy has changed from "virtual" to "real", from verbal support, setting general goals, to financial support, practical actions, and setting specific and verifiable development goals. Supports are given from two aspects: policy guidance and economic support. Comparing the "Opinions of the CPC Central Committee and the State Council on the Development of Preschool Education" in 2010 and 2018, we can find that the document in 2018 is more detailed, more specific and measurable, for example, two time points are clearly put forward. one is that by the end of June 2019, all provinces propose the identification standards, allowance standards and support measures for inclusive private kindergartens. The other is that the proportion of inclusive kindergartens will reach about 80% by 2020. All these show that the state's action of inclusive preschool education has changed from advocacy and guidance to the stage of practical, practical and practical evaluation.

III. POLICY ANALYSIS OF INCLUSIVE PRIVATE KINDERGARTENS IN WESTERN REGION

The develop of preschool education is closely related to economy, policy and culture. In 1986, according to economic and geographical conditions, China was divided into central, western and eastern regions. The western region included 10 provinces (autonomous regions) such as Jilin Province. In 1997, Chongqing was merged into the western region after it became a municipality. The overall economic development is backward, poor and the development of kindergarten education is not good. The policy of

inclusive private kindergartens is formulated under the guidance of national policy. Compared with the national policy, they are more specific and regional characteristics are remarkable.

A. Policy summary

This study selects Chongqing, Inner Mongolia Autonomous Region, Shaanxi Province, which are representative in the western region of China, as the research object ("Table II"). We collect 17 policies on inclusive private kindergartens after 2010, including 5 policies in Chongqing. 6 policies in Inner Mongolia Autonomous Region and 6 documents in Shaanxi Province. Through these documents, we sort out the characteristics of inclusive policies in the western region.

TABLE II. LIST OF POLICIES FOR INCLUSIVE PRIVATE KINDERGARTENS IN INNER MONGOLIA AUTONOMOUS REGION, CHONGQING AND SHAANXI PROVINCES FROM 2010 TO 2018

| Region | Policy name | Year of promulgation | Related policy clause |
|---|---|-----------------------------|--|
| <i>Chongqing City</i> | Opinions of the people's Government of Banan District of Chongqing City on speeding up the Development of Preschool Education [13] | 2011 | Construction objectives |
| | Opinions of the Office of the people's Government of Jiangbei District of Chongqing City on strengthening the Construction and Management of publicly-subsidized Kindergarten [14] | 2012 | Standard of allowance |
| | Measures for the Administration of inclusive Private kindergartens in Jiangbei District (for trial implementation) [15] | 2013 | Conditions, procedures, Evaluation standards, Support measures and management requirements |
| | Opinions of Chongqing Municipal people's Government on the implementation of the third Phase of Preschool Education Action Plan [16] | 2017 | Work objectives, Key tasks and safeguard measures |
| | Implementation Plan of Nutrition improvement Plan for Children in Rural Preschool Education in Qianjiang District [17] | 2018 | Nutrition allowance |
| <i>Inner Mongolia Autonomous Region</i> | Measures of Inner Mongolia Autonomous Region for the Separation of Management and Administration of Preschool Education [18] | 2014 | The mode of operation of " public construction and private operation " |
| | Measures for the Identification and Administration of inclusive Private kindergartens in Inner Mongolia Autonomous Region (for trial implementation) [19] | 2015 | Application, Recognition and management |
| | Circular of the General Office of the Ordos Municipal people's Government on issuing the second phase of the three-year action plan for preschool education [20] | 2015 | Support for school-running facilities |
| | Inner Mongolia Autonomous Region third pre-school Education Action Plan (2017-2020) [21] | 2018 | Support rules |
| | Circular of the Education Department of the Department of Finance of Inner Mongolia Autonomous Region on the establishment of the benchmark quota of public funds per student in public kindergartens and the subsidy standard for universal private kindergartens [22] | 2018 | The standard of subsidy per student |
| | Opinions of the people's Government of Inner Mongolia Autonomous Region on encouraging social forces to set up education to promote the healthy development of private education [23] | 2018 | Policy guidance, Encourage |
| <i>Shaanxi Province</i> | Opinions of the people's Government of Xi'an City, Shaanxi Province on vigorously developing preschool education [24] | 2011 | Policy guidance |
| | Opinions of the people's Government of Xi'an City, Shaanxi Province on vigorously developing preschool education [25] | 2016 | Economic assistance for poor children |
| | The third pre-school Education Action Plan of Shaanxi Province (2017-2020) [26] | 2017 | Preferential treatment for land, Construction, taxation, etc. |
| | Measures for the Identification and Management of inclusive Private kindergartens in Shaanxi Province [27] | 2017 | Identify conditions, Procedures, safeguard Measures, management and supervision |
| | The quality improvement Plan of Preschool Education in Shaanxi Province (2017-2020) [28] | 2017 | Construction of kindergarten development community |
| | Measures for supporting the Development of inclusive Private kindergartens in Xixian New District of Shaanxi Province (interim) [29] | 2018 | Incentive programs, Subsidy programs and amounts |

B. Analysis of policy content

The relevant policies of inclusive private kindergartens promulgated in the western region are more specific in content, reflecting the local economic and cultural characteristics, and there are some common characteristics.

1) *Ensuring the right to education of vulnerable children through economic support:* At preschool stage, China's enrollment rate is not 100%. The "opinions of the CPC Central Committee and the State Council on deepening the Reform and standardized Development of Preschool Education" issued in November 2018 mentioned that the situation of "difficult and expensive

in kindergarden" is still grim. According to the statistics of the Ministry of Education, in 2017, the gross admission rate in the three years before school was 79.6%, and by 2020, the national target for gross enrollment in the three years before school was 85%. There are many reasons that restrict the enrollment rate. One of the factors is the small number of kindergartens, low quality and high fees. To a large extent, inclusive kindergartens have solved the problem of lack of resources for preschool education supply, and localities have also reflected a certain awareness of the protection of children's rights in the formulation of inclusive kindergarden policies. ("Table III")

TABLE III. INCLUSIVE KINDERGARTEN POLICY FOR VULNERABLE CHILDREN

| Child groups | Supporting measures | Support Type | Region | Year of promulgation |
|--|--|---|--|----------------------|
| <i>Children in rural and pastoral areas</i> | Improve the infrastructure of kindergartens and give priority to the construction of ethnic kindergartens [30] | Support of facilities and conditions for running a school | Ordos City, Inner Mongolia Autonomous Region | 2015 |
| | Subsidy of 4 yuan /day/person [31] | Economic support | Qianjiang District, Chongqing | 2018 |
| <i>Children with disabilities, families with financial difficulties, orphans</i> | Poor children, orphans and disabled children: 750 yuan / year/ person; Subsidy for small and middle classes: 400 yuan / year / person [32] | Economic support | Shaanxi Province | 2016 |
| | Special education institutions;kindergartens are open to disabled children;child welfare and rehabilitation institutions are open to young children [33] | Support provided by school-running institutions | Shaanxi Province | 2017 |
| | Provide financial assistance: 50% of the fees of public kindergartens [34] | Economic support | Inner Mongolia Autonomous Region | 2018 |

The policy content show that the local government pays attention to two aspects in the protection of the right of children education. One is to pay attention to vulnerable children, and formulate corresponding subsidy policies for children and orphans from poor families. Guarantee the right to education. On the other hand, the governments work hard to give more support to urban and rural areas where the economy is underdeveloped and facilities are poor. For example, Inner Mongolia has proposed to vigorously improve the infrastructure conditions of kindergartens in rural and pastoral areas in view of shorten the gap. Priority should be given to the construction of preferential conditions for ethnic kindergartens to ensure that children in pastoral areas can attend kindergartens, reflecting a strong sense of rights protection. In terms of the amount of subsidy, the amount per child is not very high, generally no more than 1000 yuan per year, which also reflects the relatively low level of consumption in western region and the relatively low level of economic development.

2) *Promoting the admission of all children to the school:* The supply of kindergarden resources in China is characterized by unbalanced regional development, and the contradiction in the supply of kindergarden

resources in western region is more prominent. Through the analysis, it is found that the existing western local governments are formulating policies to achieve full coverage, so that children have more opportunity to enter affordable kindergarden.

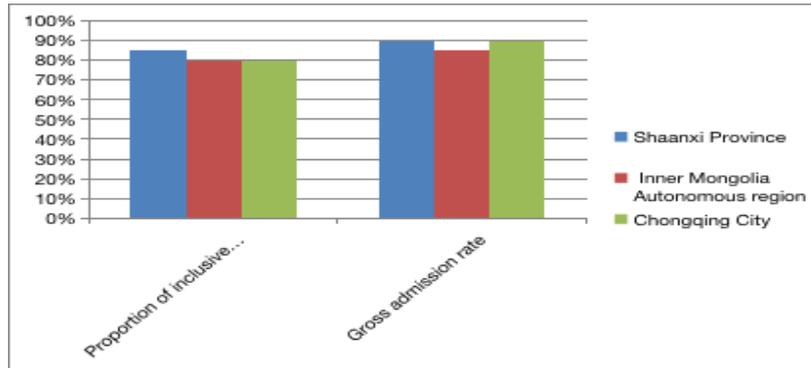


Fig. 1. Development goals of kindergartens in Shaanxi Province, Chongqing and Inner Mongolia Autonomous Region in 2020.

^a. Note. This table is made according to the relevant documents of Shaanxi Province, Chongqing Municipality and Inner Mongolia Autonomous Region.

As can be seen from "Fig. 1", the local government regards the gross admission rate and the inclusive kindergarten rate in the three years of pre-school education as one of the important indicators to achieve full coverage of educational services. By 2020, the gross admission rate of the three provinces and cities will all reach more than 85%, and the inclusive kindergarten education will basically be popularized. The inclusive rate of preschool education has also reached more than 80%. In the specific implementation, In consideration of the large rural population in the western region, governments propose some practices.

First is promoting the integrated development of county-level, township, village-level kindergartens, covers all groups in need. Second is encouraging colleges and universities majoring in preschool education to build high-quality pre service teachers.

3) *Economic support for private kindergarten*: In terms of increasing the supply of kindergarten educational resources, the government in the western region generally takes measures to provide some economic support. The table below for details.

TABLE IV. FINANCIAL SUPPORT AND MANAGEMENT MEASURES FOR INCLUSIVE KINDERGARTENS

| Supporting object | Supporting content | Supporting way | Region | Year of promulgation |
|---------------------------------|------------------------------------|---|---------------------------------------|----------------------|
| Preschool education institution | Economic support | District financial funds for education 6% [35] | Chongqing | 2011 |
| Inclusive Private Kindergarten | Assessment management mechanism | Establish the last elimination system [36] | Chongqing | 2013 |
| Inclusive Private Kindergarten | Economic support | The first-level garden is 50,000 yuan / class; the second-level garden is 30,000 yuan / class [37] | Chongqing | 2012 |
| Inclusive Private Kindergarten | Economic support | 120 yuan / year / children [38] | Inner Mongolia Autonomous Region | 2018 |
| Inclusive Private Kindergarten | Hardware facilities | Public construction and private Management [39] | Inner Mongolia Autonomous Region | 2014 |
| Private Kindergarten | Economic support, Teachers support | Purchase of services, reduction of fees, dispatch of garden directors, etc. [40] | Inner Mongolia Autonomous Region | 2015 |
| Inclusive Private Kindergarten | Economic support | The employment certificate of the staff is up to the standard, 10,000yuan/ kindergarten; research funds, provincial projects 50,000 yuan /Project, District level subject 20,000 yuan / Project Kindergarten grade promotion awards, provincial demonstration garden 200,000 yuan/ kindergarten, Xixian New area first-level garden 100,000 yuan/ kindergarten, second-level garden 50, 000 yuan/ kindergarten, third-level garden 30, 000 yuan/ kindergarten. The subsidy for new teachers is 3000 yuan / person. [41] | Xixian New District, Shaanxi Province | 2018 |

It can be seen from "Table IV" that there are many ways to ensure and promote the development of non-

governmental inclusive kindergartens through economic subsidies, strengthening supervision and

management, and promoting the development of educational norms, teacher norms and scientific research. The common way is to give economic rewards and subsidies to private universal kindergartens, and the standards and calculation methods of rewards and subsidies are also relatively diverse, not only according to the overall distribution of kindergartens, but also by the number of classes or children. Jiangbei District of Chongqing put forward the "last elimination and withdrawal system of inclusive kindergartens", and Inner Mongolia Ordos put forward to "support, standardize and withdraw a batch" to enhance the quality of management. The operation mode of "public construction and private operation" proposed by Inner Mongolia Autonomous Region is creativity measure, which ensures that children receive education of qualified quality and reasonable price.

IV. THE FUTURE OF THE POLICY OF INCLUSIVE PRIVATE KINDERGARTEN IN THE WESTERN REGION

A. Changing from "difference" and "balance" to "power" and "development"

The construction of inclusive private kindergartens development rapidly, the financial investment of governments at all levels has increased year by year, and the gap in the supply of preschool education of different regions is gradually narrowing. However, the two words "right" and "development" in the policy documents of western provinces, municipalities and autonomous regions are very rare, although occasional existence it points to the development of kindergartens or the development of education, rather than to the individuals of children. It shows that the policy of inclusive private kindergartens will pay attention to the group of children, but they do not pay much attention to individuals.

B. The gap between urban and rural education become small

Chinese policy has been mainly to help vulnerable groups in the form of material assistance to meet the basic needs of survival. China has a large number of rural population. The education of children of unique groups of migrant workers become the main contradiction of Chinese preschool education now. Creating affordable low-cost and high-quality education for the children of workers in the western region, rural areas and migrant workers is the goal of policy guidance and educational development in the future.

C. Strengthening the supervision and management of inclusive private kindergartens

With the increasing number of inclusive private kindergartens, the measures and methods of supervision

and management become the urgent problems to be solved, the government need to establish a targeted supervision and support system to supervision the daily teaching and management of inclusive kindergartens.

V. CONCLUSION

The study shows that the policy of inclusive private kindergartens in western china provides more and more economic support and material support for the development of early childhood education to ensure the supply of quantity. The gap of kindergarten development between urban and rural areas is narrowing, and more and more children have the opportunity to receive inclusive kindergarten education. However, it is necessary to refine the supervision and management of the operation of inclusive kindergartens while developing them rapidly.

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