

Research on Innovation Mechanism of Teachers' Balanced Allocation at the Stage of Compulsory Education in China

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ABSTRACT: With the development of the society and improvement of the educational level, education equity at the stage of compulsory education attracts more and more attention from the public, especially the reasonable allocation of teacher resources at the stage of compulsory education. The paper mainly uses the methods of literature summary and comparative analysis to conduct the research on the current situation and reasons of unreasonable allocation of urban and rural teacher resources at the stage of compulsory education. Based on this, the paper raises a series of suggestions on building innovation mechanism of urban and rural teacher resources allocation at the stage of compulsory education: perfecting teacher qualification system and improving the quality and professional ethics of teachers; setting up teachers supplement mechanism and narrowing the treatment difference between urban and rural teachers; building flow mechanism of teacher resources and promoting the reasonable allocation of teacher resources; making innovation of teacher training mechanism and improving the overall quality of existing teachers; establishing guarantee mechanism of teachers' balanced allocation and ensuring the smooth operation of innovation mechanism of teachers' balanced allocation.

KEYWORD: Compulsory education; Urban and rural teacher resources; The allocation of resources

1 INTRODUCTION

National Outline for Medium and Long Term Education Reform and Development (2010 - 2020) released by the state in 2010 emphasizes the important position of education equity in the process of education reform. Seeing from the current development situation of education in our country, the main task of China's education development at the present stage is to ensure the balanced development of compulsory education and guarantee citizens' right to equal access to education. The most pressing task of compulsory education development at the present stage is to solve the unreasonable allocation of urban and rural teacher resources of compulsory education. Teacher resources are the important part of education resources, and reasonable allocation of teacher resources is of important significance to realize education equity and promote balanced development of urban and rural compulsory education.

2 URBAN AND RURAL TEACHER RESOURCES ALLOCATION AT THE STAGE OF COMPULSORY EDUCATION

National Outline for Medium and Long Term Education Reform and Development (2010 - 2020) further emphasizes that promotion of education equity shall be taken as an important value orientation of education reform and development, and one of national education focuses is to promote balanced development of compulsory education and guarantee that vulnerable groups can receive education equally. Unreasonable allocation of urban and rural teacher resources at the stage of compulsory education lies in the quality, quantity, flow direction, structure and many other aspects of urban and rural teachers.

2.1 On quality

Difference in educational level. In accordance with provisions of Article 11 in the Teachers Law of the People's Republic of China, "to obtain qualifications for a teacher in a primary school, one shall be a graduate of a secondary normal school or upwards; to obtain qualifications for a teacher in a junior

middle school, or a teacher for general knowledge courses and specialized courses in a primary vocational school, one shall be a graduate of a specialized higher normal school, or other colleges or universities with two or three years' schooling or upwards". But from the point of actual situation of educational level of urban and rural teachers, such provisions fail to be implemented, and there is still a big difference between urban and rural teachers in educational level.

Table 1: Comparison table of urban and rural primary school teachers with junior college degree and above in Jinan between 2007 and 2011

Year	2007	2008	2009	2010	2011
Urban	83.58%	87.8%	89.82%	91.58%	88.03%
Rural	51.92%	56.2%	61.59%	63.24%	68.38%

* Data sources: 2007-2011 Jinan Educational Statistics Manual

Table 1 takes the comparison of urban and rural primary school teachers with junior college degree and above in Jinan between 2007 and 2011 as an example. It can be seen from the above table that urban and rural primary school teachers have been maintaining about 30% of the difference in educational level, with big difference between urban and rural teachers in educational level [1].

Difference in teaching methods. Affected by traditional education concept and educational level of teachers, most of the rural teachers take the traditional teaching method of language delivery, and students can only accept the knowledge from the books, making knowledge become rigid. And more affected by due fresh ideas and education concept, urban teachers actively guide students to learn by using discussion method, ocular demonstration method, practice method, educational excursion method and autonomous learning method in the process of teaching, and cultivate students' thought of applying what they have learned and drawing inferences about other cases from one instance.

Difference in teaching effect. Since rural teachers at the stage of compulsory education have relatively out-dated knowledge and restricted knowledge structure and have poor ability to accept the new curriculum reform and other fresh ideas, and their teaching methods and means in developing teaching lag behind, they can only provide very limited resources and knowledge for students compared with urban teachers, so there is a big difference between urban and rural teachers in the teaching effect.

2.2 On quantity

Difference in teachers with senior professional title. Teachers' professional title is an important index in teacher assessment. It reflects a teacher's ideological and moral standards, knowledge level standard,

professional ability standard and performance results standard [1]. Difference in teachers' professional title will necessarily influence teachers' teaching quality and teaching effect. In table 2, during the period from 2007 to 2011, there is a great difference in the ratio of urban and rural teachers with intermediate and above professional title at the stage of compulsory education in Jinan. Such difference is not only reflected in the ratio, but from the point of trend, ratio of rural teachers with intermediate and above professional title is decreasing, while of urban teachers is increasing, and such trend makes the difference between rural and urban areas become more and more obvious.

Table 2: Comparison table of ratio of urban and rural teachers with intermediate and above professional title at the stage of compulsory education in Jinan between 2007 and 2011

	2007	2008	2009	2010	2011
Ratio of urban teachers with intermediate and above professional title	55.68%	54.18%	56.98%	56.46%	56.77%
Ratio of rural teachers with intermediate and above professional title	51.03%	50.33%	51.94%	49.79%	48.49%

* Data sources: 2007-2011 Jinan Educational Statistics Manual

Difference in student/teacher ratio. The study on the ratio of the number of students and number of full-time teachers, namely, student/teacher ratio, can reflect whether the teacher resources allocation of this school is reasonable or not, and reflect the quality of running the school from the side. The following table shows the student/teacher ratio of urban and rural primary school in Jinan from 2007 to 2011. It can be seen from the table that there has been a big difference between the urban and rural student/teacher ratio, with urban student/teacher ratio of around 17:1 and rural student/teacher ratio of around 14:1, which suggests that teacher resource in rural school is insufficient.

Table 3: Student/teacher ratio of urban and rural primary school in Jinan from 2007 to 2011

	2007	2008	2009	2010	2011
Student/teacher ratio of urban primary school	17.78	17.88	17.36	17.29	16.13
Student/teacher ratio of rural primary school	14.20	14.31	14.07	13.75	14.24

* Data sources: 2007-2011 Jinan Educational Statistics Manual

2.3 See urban and rural teacher resources allocation at the stage of compulsory education from the structure

With the progress of the society and the fact of new curriculum reform, compulsory education in our

country more and more requires to cultivate the students' all-round development, but due to the lack of teachers in rural school, learning in rural school has to first consider the traditional course arrangement, and then consider sports, art and practice courses. However, quantity and quality of existing teachers are difficult to meet the needs of new curriculum reform, and the problem particularly lies in the unreasonable subject distribution of urban and rural teachers at the stage of compulsory education in our country. In addition, due to the limitation of the number of teachers, many teachers in the rural school teach more than one course, which has a great influence on the teaching quality.

3 REASON FOR UNREASONABLE ALLOCATION OF URBAN AND RURAL TEACHER RESOURCE AT THE STAGE OF COMPULSORY EDUCATION

3.1 *Unbalanced urban and rural economic development*

Teachers' welfare treatment is also related to the local economic level. Unbalanced urban and rural economic development leads to the big difference between urban and rural teachers in wages and welfare. So even if supply of urban teacher resources exceeds demand, some young and experienced teachers with certain education background would rather go to the city for teaching, bringing the large difference between urban and rural teacher resources in quantity, quality and age structure.

3.2 *Misunderstanding of government policy*

Treatment of urban and rural teachers is given differently. As stipulated in Article 28 of the *Teachers Law of the People's Republic of China*, local people's governments at various levels and the departments concerned under the State Council shall give priority and preferential treatment to the construction, renting and sale of houses for teachers in urban areas, and people's governments at the county and township levels shall provide conveniences for primary and secondary school teachers in rural areas in solving the housing problems" [2]. We can see from above government policies that there are explicit stipulations on urban teachers' welfare in our country, while there is no any stipulation on rural teachers, which is one important reason that rural teacher resources flow to the urban area, and urban teachers are not willing to go to the rural area.

Teacher qualification examination system has problem. As stipulated in Article 10 of the *Teachers Law of the People's Republic of China*, "The State shall institute a system of qualifications for teachers", and "All Chinese citizens, who abide by

the Constitution and laws, take a keen interest in education, have sound ideological and moral character, possess a record of formal schooling as stipulated in this Law or have passed the national teachers' qualification examinations, have educational and teaching ability may, after being evaluated as qualified, obtain qualifications for teachers"[2]. But due to lack of enforcement in the process of implementation and combined with the actual economic situation in some areas, some poor rural areas would still let people without teacher qualification to teach, bringing great difference between rural and urban areas in teacher quality.

3.3 *Influence from teachers' own ideas*

Due to the wide gap between urban and rural economic strength, and coupled with the influence from this idea, there is a very large gap between rural and urban area in whether resources allocation of school or teachers' welfare treatment and development prospect, so many experienced rural teachers with certain education background would rather go to cities.

4 CONSTRUCTION OF INNOVATION MECHANISM MODE

4.1 *Perfect teacher qualification system and improve the quality and professional ethics of teachers.*

The specific regulations of developed countries in teacher qualification certificate include the study requirements, internship requirements, appraisal methods, effective restriction, type of certificate and other aspects [3]. For perfecting teacher qualification examination system, the first thing to be considered is the actual situation of economic and education development of our country. We shall take the actual situation of our country as the basis, and use foreign relevant experience and research results for reference, such as measures for internship requirements and appraisal methods of foreign countries. Specific measures to improve the teacher qualification examination system in China include: formulating and perfecting laws and regulations on the teacher qualification examination system; conducting careful examination and verification of qualification of people taking teacher qualification examination; and strengthening the participation of relevant experts during teacher qualification examination and perfecting examination papers.

4.2 *Establish teacher supplement mechanism and narrow treatment difference between urban and rural teachers.*

Allocation of teachers shall be optimized, and

teacher supplement mechanism shall be established. Free normal students, “special position plan”, “training plan of master teachers in rural schools education” and others will attract highly educated teachers to rural schools or weak schools for teaching [4]. We shall accelerate the construction of relocation housing of rural school teachers, increase allowances and subsidies of rural teachers, and ensure the balanced teacher resources.

4.3 *Build flow mechanism of teacher resources and promote the reasonable allocation of teacher resources.*

Teacher exchange includes three forms, “flexible flow”, “teaching assistance” and “job rotation”. There are some difficulties and problems in promoting teacher exchange. First is the understanding and idea, namely, how to make idea become deeply rooted in the heart; Second is justice and equity, namely, how to make more excellent teachers in high-quality school participate in the exchange; Third is to establish and perfect the incentive mechanism, namely, implementation of exchange policy; Four is about long term, namely, how to make teacher exchange enter into the routine and institutionalized state from the current mode.

4.4 *Make innovation of teacher training mechanism and improve overall quality of existing teachers.*

To ease the unbalanced development of urban and rural education and to improve the overall quality of rural teachers, China has successively introduced a number of policy documents which are generally summed up as “quantity supplement”, “status security” and “quality promotion”. However, current teacher policy of rural compulsory education lacks the consideration for related factors, making policy implementation face difficulties. “Interest game” of all subjects make policy implementation in some areas “lost control”, etc. [5]. Therefore, we shall coordinate all related factors, improve the quality of rural teacher policy, define the basic orientation, intensify the propaganda, and distribute teacher training funds of primary and secondary school according to 5% of total amount of annual public funds.

4.5 *Establish guarantee mechanism of teachers’ balanced allocation and ensure the smooth operation of innovation mechanism of teachers’ balanced allocation.*

We shall provide laws and regulations protection for teacher flow. Only with laws and regulations

protection can a measure be implemented better, which can be reflected in the educational field, and building perfect laws and regulations system can guarantee the healthy and orderly development of education. In order to promote the reasonable development of teacher resources allocation at the stage of compulsory education in China, our country actively promotes “regular teacher flow system” under the premise of knowing the actual local situation. This system shall be implemented on condition that government at all levels knows the local teacher resources allocation and teacher’s personal willingness. The system shall include name list of teachers participating in the flow, information on teachers, flow direction, flow time, teachers’ wage and subsidy, etc., and the system shall be modified and perfected according to the actual situation.

5 CONCLUSION

This study finds out the manifestation of the problem on unreasonable allocation of urban and rural teacher resources at the stage of compulsory education through investigation and comparative analysis, and sums up the reason for this phenomenon by consideration on these problems.

The paper also explores some innovation measures on balanced allocation of teacher resources to optimize the urban and rural teacher resources allocation at the stage of compulsory education in our country and to promote education equity and healthy development of our country.

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