

Study on the Governance of Compulsory Education in Border Areas

--based on empirical analysis on Pu'er

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Abstract—Educational governance is a significant part of public education network, it is also plays a important role during the process of providing public educational services, the nine-year compulsory education in China is getting more universal from than ever, the basic policy based on Compulsory Education is more focused on promoting balanced development of governance. In this paper, based on the theory of education governance, combining the actual governance in Pu'er, exploring the problems existed in practice regarding the Compulsory Education in border areas, and proposing appropriate solutions.

Keywords—Compulsory Education, Governance, Educational governance; equity of education

I. INTRODUCTION

For multi-ethnic border areas, promoting compulsory education is extremely important process of an innovation in the generation.

This means that this region will be gradually transformed from the traditional education, poor modern schooling to the institutionalization of school education. However, this process is very difficult for regions with a serious shortage of modern internal accumulation. Although the Chinese government has adopted a series of preferential policies and measures to support the development of compulsory education in those ethnic areas, such policies and measures improved the situation of compulsory education in some of border areas, and basically eliminate the illiteracy among the targets. However, due to constraints of many factors, the level of development of compulsory education is still quite backward.

Systems and governance modernization", the governance and educational governance have become a hot discourse of public policy. Governance and education governance have a certain degree of policy basis, practical basis and research basis. Education governance relates to the field of complexity, both involved in more subjects, more than a conflict of interest between subjects, but also different evaluations on the order formation according to the levels of value. Based on the big picture, in this paper, research on the governance of compulsory education will be provided in this following paper.

II. THE THEORETICAL BASIS OF EDUCATION AND EDUCATIONAL GOVERNANCE

A. The Connotation of Governance

In all kinds of definitions about governance, the definition of Global Governance Committee is the most representative and authoritative one. The Committee published a research report entitled "our global partnership" in 1995, and the report provided the following definition about governance: governance is the sum of all public or private individual, institutional management and the common services. It is the process of making different kinds of conflicts work together, It not only includes the right to force people to obey the formal system and rules, but also includes a variety of people agree or think informal institutional arrangements in accordance with their interests.¹

B. Characteristics of Governance

Governance has four characteristics: governance is not a set of rules, also not a kind of activity, but a process; the basic process of governance is not control but to coordinate; governance involves both public sector or the private sector; governance is not a formal system, but the continued interaction.

C. The Content of Education Governance

Education governance refers to the state organs, social organizations, interest groups and individual citizens, through certain institutional arrangements for cooperation, common education and management of public affairs. The typical characteristics of governance is the common management of multi subject, good governance is the goal. The ultimate goal of good governance is to maximize the public interest, the good governance of education is to achieve the purpose of good education, "good teaching" means the maximization of public interests in the field of education.²

¹ Commission on global governance, Our Global Neighborhood, University of Oxford press, 1995 p2-3

² Hongqi Z, Education Governance: to Achieve Good Governance by Cooperation, 2014.10, P4-8

D. Purpose of Educational Governance

The value target of education governance includes five aspects: educational effectiveness, educational freedom, educational fairness, educational efficiency and educational order. These five aspects are specific characterization of good education ", the basic framework to ensure the maximization of public interest in the field of education, it is also a measure of governance capability, and how good is the governance of education.³

E. Mechanism of Education Governance

"Governance covers personal, private and public institutions, the management of the common affairs of all the action. This is a process, in the continuous process, various contradictions are going to be solved. This process is built based on the existing institutions and legal system, also cannot do without the informal consultation and reconciliation." Therefore, the mechanisms of education governance include: the diversification of the education; to make connection between government and schools by contract, using negotiation as the decision-making mechanism of basic education; using evaluation as the tool to adjust the education policy; construction of navigation system for the education system.⁴

III. THE PRESENT SITUATION AND DIFFICULTIES OF PU'ER CITY IN THE FIELD OF COMPULSORY EDUCATION GOVERNANCE

Pu'er City is located in Yunnan Province in the southwest, , the city area is 45385 square kilometers, it is largest area of Yunnan Province. The southeast border connect with Laos, Vietnam, and connect with Burma from southwest the entire border line is 625 kilometers in length, it is an important southwest gateway to the mainland.

A. Current status of compulsory education governance

Pu'er City compulsory education governance formed mainly by the county education management system, the full implementation of the development of compulsory education according to the central and county government policy; more importantly, try not to let anyone drop out of school, mostly in the minority and border area, setting up public boarding schools; the new policy is to provide free education, free books and even student subsidies for families with a low living standard. The new education governance system is formed of the government, schools, society and parents, policies regarding to education will be issued by central government, and the implementation of policies will be processed by education departments, schools and parents. Governance of Compulsory education has achieved a remarkable results, according to the data display, in Pu'er City, the teachers, books, the number of computers and sports area have basically reached the requirements of national standard. More data displayed by table 1.

B. Dilemma of Governance of Compulsory Education

In the governance process, whether it is external governance or internal governance, methods or exam, administrative departments pay more attention to the change of use of technology and the use of statistical data, ignoring the needs of the object of governance. Under a pressure type system, in order to complete the task government will do this by setting a target, then choose the most suitable measures to ensure tasks. According to the Investigation, in order to complete the "nine year compulsory education", school principals and teachers decided to aims at how to keep students

TABLE 1 CURRENT CONDITION OF RUNNING PRIMARY SCHOOL AND MIDDLE SCHOOL

| | Primary school conditions | | | | Junior high school conditions | | | |
|-------------------|---------------------------|--------------|----------------|---------------------------|-------------------------------|-------------|---------------|----------------------------|
| | Teachers person | Books volume | Computers unit | Sport area m ² | Teacher person | Book volume | Computer unit | Sport area, m ² |
| Puer city | 11768 | 3152632 | 8837 | 935100 | 9655 | 2992223 | 12182 | 864588 |
| Simao district | 1223 | 486458 | 2194 | 219604 | 1500 | 631547 | 2612 | 235987 |
| Ninger county | 1255 | 206528 | 502 | 82229 | 1041 | 246433 | 789 | 98447 |
| Mojiang county | 1314 | 346170 | 919 | 53473 | 1415 | 380930 | 1719 | 83857 |
| Jingdong county | 1677 | 352633 | 747 | 111630 | 1127 | 313761 | 1705 | 93184 |
| Jinggu county | 1443 | 291102 | 1017 | 96691 | 1018 | 327297 | 939 | 119160 |
| Zhenyuan county | 1191 | 261295 | 693 | 68710 | 854 | 230578 | 890 | 69777 |
| Jiangcheng county | 592 | 239362 | 567 | 93453 | 356 | 138691 | 604 | 38721 |
| Menglian county | 702 | 191647 | 402 | 61616 | 507 | 151491 | 615 | 45092 |
| Lancang county | 1856 | 609942 | 1397 | 125645 | 1502 | 457288 | 1798 | 66011 |
| Ximeng county | 515 | 167495 | 399 | 22049 | 335 | 114207 | 511 | 14352 |

Source of data: according to the "Pu'er Education Yearbook"

3 Hongqi Z, Education Governance: to Achieve Good Governance by Cooperation, 2014.10, P4-8

4 GAUDIN J P. Pourquoi la Gouvernance ! [M]. Paris:Presses de Sciences Po,2002.P45-66

are at school, however, quality of teaching is less likely the focus by schools.

Dropout is always a important issue which blocks the development of compulsory education in the minority region, although government issued several policies in order to stop this situation, but somehow dropout has not been fundamentally solved. As table 2 shows, from 2010-2014, dropout rate elementary school shows there was an increase from 0.75 to 0.95%; reached 1.90% in 2011, 2012 reached 1.68%; high school dropout rate increase from 1.77% in 2010 3.72% in 2014, which in 2012 reached 5.23%. The survey also found that weariness, truancy, recessive dropout are still serious problems, the teaching quality is still low.

TABLE2 ENROLLMENT RATES AND DROPOUT RATES OF PRIMARY SCHOOL AND MIDDLE SCHOOL IN PU'ER FROM 2010

| | Primary school | | | Middle achool | | |
|------|---------------------------|------------------------|------------------------------|--------------------------------|------------------------|---------------------------|
| | Enroll ment rate(%) | drop out rate(%) | Prom otion rate (%) | Enroll ment rates (%) | Drop out rate(%) | Promoti on rate (%) |
| 2010 | 99.68 | 0.75 | 99.53 | 78.32 | 1.77 | 56.39 |
| 2011 | 96.39 | 1.09 | 95.58 | 77.05 | 2.55 | 55.59 |
| 2012 | 96.1 | 1.68 | 96.25 | 77.17 | 5.23 | 60.48 |
| 2013 | 98.76 | 0.95 | 98.74 | 78.4 | 3.72 | 67.8 |
| 2014 | 98.76 | 0.95 | 98.74 | 78.4 | 3.72 | 67.8 |

Source of data: according to the Education Statistics Manual of Pu'er city

IV. SUGGESTIONS

Management of compulsory education can not simply rely on administrative power. The government governance and local knowledge should corporate with each other, and gradually find acceptable strategy, rather than by planning the unified enforcement. Therefore, governance ideas not only requires the border area governance of compulsory education to consider local social psychological basis, attach importance to education governance culture dependent characteristic, pay attention to the choice of governance; at the same time, also to clear the difference between purpose of governance and means of governance, pay attention to the diversity of local culture.

A. Investigation on local demand for education

In order to finish the investigation on local people education governance in border areas, first requirement is to understand the real needs of people's education, understanding the conflicts and contradictions between the existing education pattern and people's real needs. The education based on the people's basic demand is what governance supposed to be. Select the appropriate methods based on the basic demand is the way to achieve better results.

B. Rethinking the purpose and means of Education Governance

The purpose of education governance is not only to keep students stay at school, this is only the first step of education governance. Education governance should be paying more attention to the interaction between education and socioeconomic development in ethnic areas. Only with the

interaction between socioeconomic development and education, school is not going to be isolated from the existing social environment, and education can really get the support of the population so as to achieve the sustainable development.

C. Focus on integrating and coordinating tools of governance

There are too many inefficient governing tools, the reason of that is lack of overall planning and effective integration between various tools. Therefore, to integrate all kinds of governing tools is very important. First of all, compulsory education should be well implemented among counties, choosing the suitable governing model and tools, fully tap the local resources, promote education governance with the correct overall plan; secondly, due to a variety of tools have their own strengths, different combination should be tested according to the local social and historical conditions and achieve complementary advantages.

V. CONCLUSION

This study discovered the compulsory education in border areas encountered the impact of social transformation and the traditional culture, several conflicts appeared during the process of connecting governmental will of education and local areas, which resulted in the fact of less efficient of governance of compulsory education in border area, even though the governance is getting more sophisticated and complex, however, teaching quality still remains at the lower standard. In order to find more efficient solutions, the target should be the particularity of border area, then to understand and deconstruct the structure and the mechanism of education governance, exploring new ways to improve the governance of education.

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