

Research on the Policy Guarantee of Teachers' Development in Private Colleges and Universities

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Abstract. Private colleges and universities are an important part of higher education in China. Their products or services belong to quasi-public products, which are consumed by social individuals through the way of payment. Human capital (university teachers) is one of the important capital to ensure the development of private colleges and universities. The level and quality of teachers in private colleges and universities, whether they can get sustainable development, is to ensure the health of private colleges and universities. An important factor in rapid development. This paper is based on the theory of public goods and the theory of public policy[1], On the basis of comprehensive analysis of the government's support policy for the development of teachers in private colleges and universities, the problems and reasons of the policy are found out. This paper puts forward some policy suggestions to promote the development of teachers in private colleges and universities.

Introduction

Colleges and Universities are the Cradle of cultivating talents[2]. The higher Education system in China is divided into two categories: public and private universities. Private educational products or services are quasi-public goods, social individuals consume this product by paying for it. According to statistics from the Ministry of Education: Non-government colleges and universities have strengthened the national educational ability, increasing the variety of education, expanding educational resources, meeting diverse educational needs, improve the quality of education, make education more equitable, form the pattern of common development between public education and private education, it plays an irreplaceable role. And it has made an important contribution to our country ' s educational development. But, the plight of private education practitioners (teachers in private colleges and universities) is awkward, it is out of harmony with the important contributions made by private education[3].

Because private colleges and universities provide quasi-public goods, the state is the biggest beneficiary. On the one hand, it alleviates the financial pressure on the state to develop higher education; On the other hand, private higher education has assumed the mission of popularizing higher education in China, and it improves the quality of our citizens and accelerates the accumulation of human capital. Therefore, it is in the development of private higher education in our country, the government has the right and the duty to support and supervise the development of private colleges and universities[4]. However, due to the negative impact caused by the closing down of a few private universities in recent years, In addition, the government's subtle changes in the policy of private higher education and the differences in social understanding, it makes our private higher education begin to face the development crisis of marginalization, the Development of Teachers in Colleges and Universities also faces difficulties. The guidance of the policy, the design of the system and the support of the legislation are the important guarantee to help the private universities out of the predicament, it has always played an important role. Looking at the current situation of running a private university, especially the development of teachers, it is found that the root of the dilemma lies in the absence of some policies of the government[5].

The Current Situation of the State's Support Policy for the Development of Teachers in Private Colleges and Universities

The policy supported by teachers in private colleges and universities is a part of the policy of private education[6]. The development of private higher education policy is deeply influenced and restricted by the economic system, political system, science and technology system and education system. At the same time, the development of private higher education is based on the increasing cultural needs of the people. With the rapid development of private higher education, the legal status and legitimacy of private higher education become inevitable.

In the Law of the people's Republic of China on Teachers, the object of policy guarantee refers to all teachers engaged in specialized teaching work in the whole society, it talks about salaries, medical insurance and retirement , etc ., mainly for teachers in public schools[7]. But, it makes a separate statement on the salaries of teachers in private schools, the statement is “the treatment of teachers in schools run by social forces shall be determined and guaranteed by the organizers themselves”. That is to say, the right to guarantee the treatment of teachers in private schools is excluded from the Law of the people's Republic of China on Teachers. In 2003, the Law of the people's Republic of China on the Promotion of Private Education established the legal status of private teachers, the law stipulates that private school teachers have the same legal status as public school teachers. Guangdong Province promulgated and implemented the "Law of the people's Republic of China on the Promotion of Private Education" in March 2010, it stipulates: Teachers in private schools have the same rights as public teachers in the evaluation of professional and technical positions, the qualification of teachers, the application of scientific research projects and the evaluation of excellence; The education of the people's governments at all levels, the competent departments of human resources and social security should bring the training of teachers in private schools into the training program of the system; Where the teachers of a private school participate in the continuing education and study of teachers prescribed by the State or the province, the wages and benefits of the study period shall remain unchanged. The department in charge of education shall, together with the relevant departments, establish and perfect the relevant system, ensure the reasonable flow of teachers between public and private schools, and encourage public schools to select teachers to help them in private schools where necessary. Teachers in private schools have the same rights as teachers in public schools[8]. Teachers who flow between private schools and public schools, their teaching years and length of service are shared.

An Analysis of the Government's Policy on the Support of Teachers in Private Colleges and Universities

The present situation of Teachers' Development in Private Colleges and Universities. First of all, the inequality between private and public university teachers is highlighted in social security and post-retirement treatment. For a long time, most private college teachers only enjoy basic pension insurance for employees, while public university teachers enjoy the old-age insurance system of organs and institutions. Although the State Council has introduced the policy of merging enterprises and institutions into social security, so far, the social security policies of public and private universities have not been completely merged.

Secondly, the inequality of teachers in private and public colleges and universities is manifested in the unsmooth channel of teachers' evaluation of professional titles in private colleges and universities. Private colleges and universities are different from public universities, most private colleges and universities do not have their own professional title evaluation committee, the evaluation of teachers' titles is either entrusted to the evaluation committee of public universities. Or by the local education authorities organized specifically for private colleges and universities to assess the titles of professional titles. Compared with public colleges and universities, the channel of professional title evaluation is very difficult and difficult because of the unsmooth evaluation of teachers' titles in private colleges and universities.

Third, the inequality between private and public university teachers is mainly reflected in the low

salaries and subsidies of teachers in private colleges and universities. This is closely related to the lack of funds for running schools and the single source of funds. Private colleges and universities mainly rely on the accumulation of tuition fees, basically no state financial support and social donations. Due to the shortage of students in private colleges and universities in recent years, the income has fallen. Many schools with small numbers of students and poor efficiency can hardly guarantee their teachers' salaries.

Problems in Policy Formulation. Social issues become policy issues, first of all, they need to be on the policy agenda, which is set to get the government to recognize a social issue. It is almost as important to enter the decision maker's agenda as the decision itself. So, social problems that are perceived by policy makers and that must be acted upon to find solutions can constitute policy problems. In other words, "Policy issues are not only an objective state of existence, but also a product of people's subjective construction." Therefore, the confirmation of policy issues is the primary task of policy analysis[9].

Inaccurate orientation of the subject of Policy issues. From the development of the legal provisions mentioned above, we can see that the legal status of private university teachers has been confirmed, and there are clear provisions on teachers' related treatment, professional education and so on. Judging from the actual implementation situation, private colleges and universities in Guangdong Province are basically in the three categories of undergraduate courses or vocational and technical colleges at present. All in all, it is in the lower end of higher education, and the relevant policies and regulations are only the provisions of cloning public colleges and universities. For some special provisions, is the "make good omissions and deficiencies." And on the teacher's salary, welfare and other related policies, but still in a vacuum. Why is this so? at present, the position of private colleges and universities in China is not very clear. The third article of the Law on the Promotion of Private Education stipulates that private education belongs to the public welfare field of vision, but the development mode of our country's private colleges and universities is divided into donations to run schools and investment in running schools. That's the difference between public welfare and profitability. The position of the government to the whole private university is not clear, and the government has not issued the policy on the teachers of the private university from the angle of the public welfare of the private university and the provision of the quasi-public goods. The salaries and benefits of teachers in private colleges and universities are basically determined according to the principles of the market and the salaries of teachers according to the income situation of private schools. Therefore, the salaries of private school teachers are high and low, uneven. Therefore, in the absence of protection, private university teachers have a strong sense of workers, not the kind of pride of teacher identity. According to Maslow's theory of hierarchy of needs, private college teachers living in this environment may be looking for a kind of job security, not professional development at all.

Policy objectives are not specific, too principled, and lack of practical maneuverability. In 2003, the Law of the people's Republic of China on the Promotion of Private Education established the legal status of private teachers and stipulated that teachers in private schools "have the same legal status as teachers in public schools". It was not until 2009 that Guangdong Province promulgated the "Law of the people's Republic of China on the Promotion of Private Education" in Guangdong Province, and the content is also strong in principle, the specific operability is not strong. For example, it is proposed in the law to set up special funds, to make full use of idle state-owned assets and to give preferential and supportive policies to the land use of private colleges and universities in accordance with the nature of public welfare. But what conditions should private colleges and universities need to obtain these special funds and government funded state-owned assets. And how to use, how the monitoring measures are not clear, do not have maneuverability.

Issues in Policy Implementation. Policy implementation is the fundamental link to solve policy problems and achieve policy objectives. The best policy plan can only be reflected in the implementation of the policy. Deng Xiaoping said: practice is the only criterion for testing truth. Therefore, the policy implementation is also the test whether the policy is appropriate. In the process of policy implementation, there is often a discrepancy between the policy executor and the

policy decision maker, that is, policy distortion. The realization of the national policy on private education also needs the implementation of the policy, and only through the implementation, can the value of the private school policy be brought into play. In order to promote the healthy development of independent colleges, the State has successively promulgated the Law on the Promotion of Civilian-run Education, the measures for the Establishment and Management of Independent Colleges, the notice of the State Office, and other laws and regulations. In these policies, the teachers of the private colleges and universities are the same as the public teachers in the legal status. Teachers in private colleges and universities have the same rights as teachers in public institutions of higher learning in terms of teacher qualification, professional title evaluation, continuing education and training, application of scientific research, evaluation of awards, and so on. But in fact, this is not the case. First, because private colleges and universities belong to private non-enterprises, the status of teachers actually belongs to the status of workers. A comparison is given in table 1.

Table 1 Comparison of the treatment of teachers in public schools and private schools

Project	Public school teachers	Private school teachers
Social insurance	Public insurance financed by finance	Enterprise insurance funded by school
Human relations	In the Organization or personnel Department	Link to the talent market
Treatment of cadres	Direct application for posts at or above the county level	Be not allowed
National scientific research funds	More adequate	A fat lot
Professional title appraisal	Requirements for completion of certain scientific research projects	In the case of lack of resources, requirements and public schools Teachers related title requirements
Training	Cost a lot	The fund is less, basically by the school self-financing solution
Housing subsidies currency	There are basically	Almost no

Policy Guarantee Recommendations

After the reform and opening up, China's higher education, to a certain extent, has been difficult to meet the growing cultural needs of the people. The government has issued corresponding policies to encourage private capital to enter the field of education. Non-governmental colleges and universities, like public universities, are all part of the cause of socialist higher education. At the same time, the government has given certain protection to the establishment of practitioners in private colleges and universities, as well as to the law and related policies. However, in the formulation of policies and the implementation of policies, there have been some unexpected policy problems or difficulties in implementing some policies. As a result, teachers in private colleges can not work well in private colleges and universities, always with a mentality of workers, and may leave at any time. Teachers who work in this mentality, to a large extent, can not guarantee the quality of teaching. The government needs to adjust its policy tools to ensure the rights and interests of private university teachers. The specific recommendations are as follows.

Relevant government departments should draw up specific timetables, clean up and correct all kinds of discriminatory policies against private colleges and universities as soon as possible, and improve the treatment of teachers in private colleges and universities. Let the private college teachers in qualification, job evaluation, training, project application, selection assessment,

international exchange and public school teachers enjoy equal treatment. Enjoy the same talent introduction policy as local equivalent public school teachers in the aspects of household migration , housing , child schooling and so on .

Education departments should break down the system barriers and realize the integration of public and private colleges and universities in terms of length of service, social security, retirement benefits, etc. The competent department should establish the corresponding supporting mechanism and evaluation system to encourage the flow of excellent teachers between public universities and private universities.

The government should strengthen the policy support and financial subsidy to private colleges and universities, strengthen the supervision of private colleges and universities, improve the treatment of teachers in private colleges and universities, ensure the actual income and social security of the staff and workers in private colleges and universities. Post-retirement treatment is equivalent to the same level of teaching staff in local public colleges and universities.

The relevant departments shall implement the Law on the Promotion of Private Education within a time limit and the State Council's opinions on encouraging and guiding the healthy Development of Private Investment. (outline of the National medium- and Long-Term Education Reform and Development Plan 2010-2020). The policies of promoting the development of private education in the relevant laws and regulations, such as "opinions on the implementation of encouraging and guiding nongovernmental funds into the field of education to promote the healthy development of private education" and other relevant laws and regulations. To create an environment for fair competition between public universities and private universities, and to ensure that private universities and public universities really enjoy equal treatment and rights.

Conclusion

At present, there is still a clear gap between the quality level of teachers in private colleges and public colleges and universities. Private colleges and universities have emerged high-level talents can not attract, outstanding backbone teachers can not stay in the high-level teachers lack of phenomenon. In recent years, the number of full-time teachers in private colleges and universities in Guangdong Province has greatly increased. As of 2016, there are 141 colleges and universities in the province, of which 52 are private colleges (5 undergraduate courses and 30 higher vocational colleges). 17 independent institutions, accounting for 36.8%; There are 2627611 college students in the province, of whom 581210 are private colleges and universities, accounting for 22. 1% of them; The total number of full-time teachers in colleges and universities in the province is 95193, of which 26104 are full-time teachers in private colleges and universities, accounting for 27.44[10]. The quality of teaching staff is the key to the survival and development of colleges and universities. However, the research on the policy guarantee of the development of private colleges and universities is very important, and the government should attach great importance to it.

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