

Causes and Countermeasures on the Unbalanced Development of Compulsory Education in Urban and Rural Areas in China

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Abstract—Compulsory education as the most basic public goods, balanced supply between urban and rural areas is the basis of social equity and justice. However, the public education policy under the dual social structure of our country leads to the imbalance of the allocation of compulsory education resources, the obstacle of the financial system, the low focus of rural compulsory education, the lack of investment and the backward condition of teachers. To achieve balanced development of compulsory education in urban and rural areas, it is necessary to establish the policy idea of integrating urban and rural economic and social development, further improve the public financial system and transfer payment system of compulsory education, construct a new management system of compulsory education, and establish a system of exchange of teachers in urban and rural compulsory education.

Keywords—*Compulsory education, Unbalanced, Causes, Countermeasures*

I. INTRODUCTION

At present, the gap between urban and rural compulsory education in funding, facilities, school buildings, teachers and so on is large. There are many reasons for the unbalanced development of compulsory education in urban and rural areas. This paper analyzes the causes of the unbalanced development of compulsory education in urban and rural areas from the perspective of public economy and puts forward some countermeasures and suggestions.

II. REASONS FOR UNBALANCED DEVELOPMENT OF COMPULSORY EDUCATION IN URBAN AND RURAL AREAS IN CHINA

A. *Unbalanced Allocation of Compulsory Educational Resources*

China's dual social structure is formed gradually on the basis of the dual economic structure. The so-called dual social structure refers to a series of institutional arrangements that segregate urban and rural areas and discriminate against peasants after the founding of the People's Republic of China. The value criteria of public policies such as education are all urban-oriented, and the educational interests of rural and peasant groups are hard to be fully reflected. An important function of educational policies is to allocate public resources

for education, and at the same time to achieve and meet the needs of social progress and development of the country, but the system caused by educational policies. Sex gap places urban education at the centre of priority development, while rural education is in a subordinate and secondary position, lacking effective institutional safeguards and not enjoying due national treatment. It increases the inequality and imbalance of urban and rural compulsory education resources allocation, and intensifies the differentiation of urban and rural compulsory education.

B. *Insufficient Investment in Rural Compulsory Education Numbers*

First, the division of responsibilities of government expenditure at all levels under the tax system is unclear, and the phenomenon of offside and absence of public finance coexist. The matching of administrative power and financial power is the basic principle of dividing the responsibility of public goods between the government. There is a phenomenon that central affairs require local governments to undertake or partially undertake expenditure. There are local affairs and central arrangements for spending, and the central and local authorities are always in the process of adjustment. In this case, public finance exists offside and absence phenomenon. On the one hand, government spending It includes some things that should be done by the market and which the market can do well. On the other hand, in the case of limited financial resources, those responsibilities that should be wholly or mainly borne by the government are not invested enough by the government. The provision of public goods is difficult to guarantee. For example, the government is not fully responsible as a public goods provider, which makes the badly needed public goods, such as compulsory education, insufficient supply and uneven supply.

C. *The System of Compulsory Education Is Not Perfect Enough*

First, the scale of the transfer payment of compulsory education is relatively small. In recent years, although the central and provincial governments have continuously increased their investment in compulsory education and actively raised funds to increase the transfer payment of compulsory education, it is still not enough to meet the needs of rural compulsory education funds in various localities. The

small scale of transfer payments remains unresolved. Second, the allocation standard of compulsory education transfer payment is not standard. In the current financial transfer payment in China, a set of scientific calculation formula and calculation method have not been established, and the allocation of funds is lack of scientific basis. At present, we still adhere to the principle of "stock immobility. In the process of specific fund allocation, only referring to the number of students and the local financial situation, there is no objective and fair method of fund distribution. There are also transfers that are sometimes based solely on the subjective judgement of the payer, rather than on the basis of a set of rules. The calculation procedure and formula of norm are used to distribute funds, which will inevitably lead to blindness and randomness of capital distribution, which will affect the scientific nature and validity of the allocation of funds for special transfer payment of compulsory education. Moreover, most special compulsory education transfer payments are distributed by means of a quota supplementary subsidy. [1]The local government receiving the subsidy must match a certain proportion of the funds to obtain funds from the higher government. The result is that the pressure of city and county financial funds is great, and the financial balance effect of transfer payment funds is reduced. Third, the transfer payment of compulsory education lacks institutional constraints. The current intergovernmental financial transfer payment system in China is mainly based on government regulations. There are no laws and regulations on financial transfer payment. Due to the lack of legal authority and uniformity, it objectively reduces the decision-making of compulsory education transfer payment system. Meanwhile, due to the lack of clear procedural norms in the decision and payment of financial transfer payment, the object of payment, the amount of funds, the time of payment and the payment, etc. Mode and so on are also arbitrary and human factors, which makes the efficiency of transfer payment funds difficult to play.

D. The Condition of Compulsory Education Teachers in Rural Areas is Backward

First, rural closed and backward nature, living conditions make the primary allocation of compulsory education teachers imbalance. Because of the closed and backward nature, living conditions affect the attraction of rural teachers' profession. The urban teachers' posts can attract more excellent talents than the rural teachers' posts, resulting in the imbalance of the initial allocation of teachers in urban and rural areas. At the same time, at present, there is no normal communication mechanism between teachers of compulsory education in urban and rural areas in our country. Due to the natural superiority of the city in culture, commerce and other aspects, some rural primary and secondary school teachers with better cultural quality and teaching ability, Always find ways to enter urban primary and secondary schools, this flow of one-way further increased the meaning of urban and rural areas. The gap between teachers in service education, Moreover, the shortage of rural teachers' follow-up education has aggravated the gap of their ability. Second, the protection of rural compulsory education teachers pay and welfare mechanism has not really been established. In the past, under the management mode of "running schools at different levels",

what our country has been implementing for a long time is the system of teachers' salaries in primary and secondary schools running on both urban and rural tracks, that is, the salaries of teachers in public primary and secondary schools in urban areas are guaranteed by county (city, district) and even provincial level finance. In addition to the basic salary, there will be a certain subsidy, rural primary and secondary school teachers' wages have been all the township government responsible for raising. The basic salary of rural teachers has been continuously reduced and often in the face of local financial constraints Will be defaulted, resulting in some poor and backward rural areas teachers' basic life is difficult to ensure. This phenomenon of equal pay for equal work of primary and secondary school teachers in rural and urban areas has seriously affected the stability of rural primary and secondary school teachers. Third, the establishment of compulsory education teachers in urban and rural areas has affected the allocation of rural teachers. In our country, urban and rural teachers have been the implementation of different standards. This criterion is calculated solely according to the ratio of the number of students to the number of teachers, ignoring the rural areas. It is very unreasonable that natural conditions lag behind the natural differences of cities. The primary and secondary schools in rural areas of our country have a wide area, many schools, small scale, all students are scattered in different schools according to the region, the same number of urban and rural students in rural areas are more than the number of schools in cities and towns. However, under the situation that the source of salaries for teachers in compulsory education cannot be changed, the improvement of standards will inevitably increase the financial affordability of local governments, and the local governments will consider the financial situation. Generally speaking, teachers are provided in accordance with the minimum standards set by the state. If teachers are provided to primary and secondary schools in rural areas according to the current teacher-student ratio standards, rural studies There will be a shortage of school teachers, Many rural schools are unable to achieve normal teaching.

III. POLICY CHOICE FOR PROMOTING BALANCED DEVELOPMENT OF COMPULSORY EDUCATION IN URBAN AND RURAL AREAS IN CHINA

A. Promoting Economic and Social Integration Between Urban and Rural Areas

Our country is in the important period of economic and social development transition, ensuring fairness and justice is the basic requirement of social development. Education equity is the cornerstone of social equity, and promoting the balanced development of urban and rural compulsory education is the basis to realize social equity and justice. First, to establish a coordinated development of urban and rural policy concept. It is a popular way to solve the dualistic structure of urban and rural areas in the world to coordinate the economic and social development of urban and rural areas and to implement urbanization. At present, the gap between urban and rural areas has become the main factor that restricts our country to realize the goal of overall well-off society and even modernization. There are still institutional obstacles, economic

and social obstacles to the overall and coordinated development of urban and rural areas. The disparity of education and so on is even increasing in some areas, and the contradiction will be aggravated in the long run. Therefore, in the important turning point period of our country's economy and society, we must set up the policy idea of the integrated development of urban and rural economy and society, and regard the city and the countryside as a kind of economic and social integration. Overall, make urban and rural economy society harmonious development, common prosperity. Second, vigorously develop agriculture and rural economy. Economic factors are the primary factors affecting the balanced development of compulsory education in urban and rural areas. It is necessary to speed up the pace of agricultural and rural economic development, break the constraints of urban-rural dual structure as soon as possible, and narrow the economic gap between urban and rural areas.[2] Efforts will be made to solve the fundamental problems that restrict the overall development of urban and rural economy and society, and to establish the economic material foundation for the steady and healthy development of urban and rural social undertakings. Third, it is necessary to speed up the reform of the household registration system. In the face of the backward development of rural economy and society and the increasing imbalance between urban and rural areas, it is necessary to speed up the reform of the household registration system and gradually make public services and social services. It will separate welfare from household registration, change the dual structure of urban and rural areas, promote the transfer of rural population to cities, and gradually realize the integration of urban and rural areas.

B. Establishing a Matching Public Finance System

To ensure the healthy development of compulsory education, the adequacy of financial investment is the key. According to the principle of the unity of financial power and administrative power, the central government should bear the major part of compulsory education investment. Because the central government is the most abundant financial level, it should mobilize a lot of funds to invest in the development of compulsory education with strong external effect. Increasing the central government's financial investment in compulsory education is a realistic need for the development of compulsory education. To establish a financial system that matches the power of power and financial resources, the first step is to reasonably divide the power between the governments. Under the system of public finance, the governments at all levels should be divided according to the basic attributes of public goods. To all levels of government In the basic public service areas of overlapping or overlapping authority, strive to make as clear a subdivision as possible and form a shared scheme, and in the form of laws or regulations to clarify. Secondly, it is necessary to define the financial resources of governments at all levels according to the undertaking power, to solve the problem of financial security, and to ensure that financial resources and administrative powers are matched. Next, still want reasonable division compulsory education duty right. According to the attribute of public goods, the national public goods should be provided mainly by the state. Compulsory education is of strategic

significance for improving the overall quality of the people, and is also the most basic right of the citizens of a country. Its income range should cover the whole country. If compulsory education is to be provided It is difficult to ensure the balanced development of compulsory education, which is the most basic public product in urban and rural areas. Therefore, compulsory education as a public product should mainly be provided by the central government, and its expenditure responsibility should be mainly borne by the central government, while local governments should participate in the allocation and management of compulsory education resources.

C. Perfect the Financial Transfer Payment System of Compulsory Education

The financial transfer payment of compulsory education is an integral part of the financial transfer payment system. It plays an important role in promoting the equalization of public services and realizing the balanced development of compulsory education in urban and rural areas. According to the division of power and responsibility of compulsory education and the input function of central finance, the scale of transfer payment of compulsory education should be scientifically determined. At present, the total amount of financial transfer payment for compulsory education is limited, accounting for a low proportion of the county government's financial investment in education, with an average of less than 20 percent. Therefore, we should increase the scale of compulsory education transfer payment and make compulsory education transfer payment become the main part of central finance transfer payment. The Central Committee should be established The finance takes the province as the unit, the provincial finance takes the county as the unit to calculate the transfer payment system of the transfer payment funds, scientifically and reasonably calculates the compulsory education minimum fund demand and the financial burden ability. In the current fiscal vertical transfer payment system, the transfer payment of compulsory education from provincial government to city and county government is not only small, but also more random and irregular. We should give full play to the responsibility of the provincial government for compulsory education, give full play to its responsibility of overall management, guide the provincial government to increase its support to the grass-roots government, and improve the coordination function of the provincial finance. We should draw lessons from the practice of regulating fiscal transfer payment by law in developed countries, with regard to the contents, specific uses, forms of supervision, punishment rules, and so on, of the transfer payment system for compulsory education, especially the financial transfer payment system. Make it clear as soon as possible in the form of laws and regulations. It is necessary to strengthen the audit and supervision of financial transfer payment funds for compulsory education, implement the system of regular reporting on the implementation of compulsory education financial transfer payment items, and establish a system from the allocation of funds to the transfer payment of compulsory education. The whole process of information disclosure mechanism enables the funds to be effectively used under the supervision of the public.

D. Establishing the System of Teacher Exchange in Urban and Rural Compulsory Education

First, the establishment of compulsory education between urban and rural teachers normal exchange system. First of all, it is necessary to further develop laws, regulations and implementation rules for improving the exchange of compulsory education teachers in urban and rural areas. At the national level, regulations on the exchange of compulsory education teachers in urban and rural areas should be formulated, and regulations should be made on the time limit, scope and form of communication. Secondly, it is necessary to establish a scientific evaluation mechanism for the exchange of teachers in urban and rural areas. Should explore system Setting scientific evaluation standards, setting up scientific evaluation incentive mechanism and tracking evaluation mechanism, scientifically, comprehensively evaluating and encouraging teachers' enthusiasm and initiative to participate in communication, promoting the balanced allocation of teachers' resources between urban and rural areas. Second, the implementation of the system of skewed economic compensation. [3]At present, there is a lack of standardization and unity in the salaries of compulsory education teachers in our country. The provisions of the teacher Law and the compulsory Education Law that the average salary level of teachers should not be lower than that of local civil servants are not really implemented in some places. Teachers of the same grade and teaching age between urban and rural areas in addition to the basic salary of the post subsidies, class subsidies, housing subsidies, medical insurance Different salary and social security system in urban and rural areas are the key factors restricting teachers' reasonable communication. Therefore, first of all, we should promote the reform of teachers' wage system and social security system, and implement a unified teachers' post wage system and a unified social security system. It is necessary to gradually break the restrictions on urban and rural areas, set up a system of free medical treatment and old-age insurance for urban and rural teachers, perfect the housing accumulation fund system for rural teachers, and enable urban and rural teachers to enjoy a unified housing subsidy and accumulation fund. Second, the implementation of the skewed economic compensation system to improve the treatment of rural teachers. We should draw lessons from foreign experience to set up an incentive system for primary and secondary school teachers in rural areas and to promote the development of agriculture. Village teachers implement special subsidies. At the same time, the evaluation policy should be inclined to the rural teachers, give priority to

the promotion of rural teachers under the same conditions, and appropriately increase the proportion of the rural teachers with special and excellent evaluation. Third, reform the current compulsory education personnel system. First of all, should adjust the rural teacher establishment standard as soon as possible. In order to realize the reasonable exchange and balanced allocation of teachers in urban and rural areas, it is stipulated that the teachers of compulsory education schools shall be managed uniformly by the county level, and the teacher establishment shall be approved dynamically at the county level, and teachers should be allocated in a unified way within the county scope. Gradually make it "no school register" teachers, the establishment of "county management of school use" compulsory education teachers Management system, for the balanced allocation of teacher resources to provide institutional protection. In addition, it is necessary to establish a regular training system for teachers in rural primary and secondary schools and to implement the policy of compensation for teacher training in rural compulsory education.

IV. CONCLUSIONS

Legalization is the important foundation to promote the normal operation of the financial transfer payment system of compulsory education, and sound laws and regulations are the powerful guarantee to standardize the financial transfer payment system of compulsory education. In the end, the financial transfer payment of compulsory education should be implemented in the law. The financial behavior and management behavior related to the financial transfer payment of compulsory education should be standardized by legal means, and the effect of its implementation should be guaranteed by standard system and serious law. Therefore, only by constantly perfecting the financial transfer payment system of compulsory education, can we promote the balanced development of compulsory education.

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