

Toward Good Governance: the Road of Rural High School Education Governance

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ABSTRACT. *Applying the concept of governance to the field of education can greatly reduce the disadvantages brought by the government as a single subject in traditional management, the multi-subject joint participation governance advocated by education governance can also maintain a stable, efficient, harmonious and fair education pattern, finally, good governance in education will be realized. In China, ordinary high school is a secondary education, which is a quasi-public product with positive externalities and should be provided by the government and the market in theory. However, in rural areas, there are some defects in the investment mode of education funds and school governance structure of ordinary high schools. As an ordinary high school in the stage of non-compulsory education, how to use the governance theory, draw on the relevant experience of OECD countries, coordinate the relationship between government, society and school, and take the road of good governance in rural areas is very worthy of educational research and attention.*

KEYWORDS: *Education management; Education good governance; Rural high school; The OECD countries*

1. Introduction

Chinese scholars have made achievements in the study of education governance, but there are few studies on basic education and secondary education, and the way is relatively single. In the few studies on the governance of education in ordinary high schools, the majority of them are based on literature analysis, lacking systematic scientific means, and there are few studies on data comparison. This study not only analyzes the problem from a variety of theoretical perspectives, but also collects relevant data of ordinary high schools in recent years, and compares them with OECD countries according to the actual situation, so as to explore the experience of optimization.

Foreign scholars have systematically studied educational governance, and the structure of educational governance has been formed in various stages. In today's economy and culture blend in the context of globalization, Chinese scholars began to introduce foreign high-quality education governance structure in our country, but the actual education background there is a big gap, economic power also has the disparity, so also should be based on education in our country the status quo, on the basis of foreign experience, exploring the road to the education of good governance with Chinese characteristics.

2. Analysis of the predicament of rural high school education management

2.1 Government: general high school education is underfunded and not properly decentralized

The funding source of rural senior high school education is generally single, and the mode of financial investment of education funds is "county-oriented" at present. This model is greatly influenced by the financial resources of local governments, due to the backward economic development in rural areas, the weak financial resources of local governments and the obvious shortage of government financial input, the tasks that should be shared by individuals are aggravated. Although since the 18th national congress of the communist party of China (CPC), the CPC central committee has emphasized narrowing the gap in educational resources between urban and rural areas and increasing investment in education in rural areas, the 19th national congress of the communist party of China (CPC) also pointed out that the newly increased education funds should be actively invested in rural areas, but relying on the central government's financial allocation alone cannot alleviate the long-standing difficulties in rural areas as soon as possible.

Since China has not yet developed the conditions for 12-year compulsory education, most high school students should still pay tuition fees. Although the state provides that the registered poor or extremely poor students can enjoy the high school tuition and miscellaneous fee reduction and exemption policy, there are still

some non-poor families and families with more children will be embarrassed to pay tuition fees. With the continuous promotion of education poverty alleviation work, the financial aid has been widely covered in rural areas, but the financial aid allocation situation of ordinary high schools is not optimistic. From 2010 to 2016, China allocated the least amount of financial aid for ordinary high schools, and the growth rate was slow. Compared with the average primary school, the average junior high school and the average higher education, the average high school financial aid expenditure is even less than half of the average higher education or the average primary school.

From 2007 to 2016, both the enrollment and the number of graduates from rural high schools in China declined, and compared with cities, the gap is huge. Since 2014, the number of ordinary high school graduates in rural areas has been less than the number of enrollment, while the number of urban graduates has been higher than the number of enrollment. On the one hand, influenced by the pressure of education cost and "loss aversion", some families choose to let their children start to work after receiving compulsory education, On the other hand, due to the accelerating process of urbanization in recent years, most of the labor force in rural areas choose to work in cities, and the backward educational resources in rural areas, so parents with ability will bring their school-age children to cities with superior educational resources to receive education. In recent years, China has paid much attention to the education of children of migrant workers in cities. In order to promote educational fairness, the schooling of children of migrant workers has been guaranteed. The rural campus loses a large number of students due to the lack of hardware and software facilities, and lacks the motivation to develop itself due to the small number of students, so it is easy to fall into a vicious circle.

2.2 Social groups: low participation of stakeholders

"Hope primary school" and "hope book house" have brought warmth to students in rural areas since the education poverty alleviation work started on the right track. Social charitable organizations donate books and materials to children in rural areas, and some enterprises set up special grants in response to the government's call. However, according to relevant news, most of the students receiving financial aid are students in the nine-year compulsory education stage, while the number of students receiving financial aid in ordinary high schools is small. Under the influence of exam-oriented education for many years, the teaching focus of many ordinary high schools is still in textbooks, and there is little communication and contact with social subjects, Therefore, the relationship between ordinary high schools and enterprises and public welfare organizations in the society is not close. No matter from the aspect of financial support or teaching management, the governance of enterprises and other social organizations is vacant.

By December 2017, 527 universities in China had set up educational foundations, according to China education daily. Nowadays, relying on the vigorous development of the foundation, China's universities are moving forward steadily on the road of building "double top" universities, and universities are actively responding to the call of building a talent power in an all-round way, so as to provide more and more talents for the society. Ordinary high school is an important stage connecting compulsory education with higher education, and cultivating the basic cultural foundation of academic research for higher education scholars. However, since higher education still requires 3-4 years of study, the investment in ordinary high schools will not pay off in a short period of time, There is still a gap between the number of senior high school graduates and the number of students enrolled in higher education, which will increase the uncertainty of social groups' benefits, In addition, in China, there is no corresponding policy to encourage social groups to participate in education governance, so in contrast, social groups will choose to invest in higher education with faster returns and more benefits. A search for secondary education foundations shows that there are only 16 official secondary education foundations in the country, and only two in the country that belong exclusively to high school education foundations. Thus it can be seen that the participation of social intermediary organizations as stakeholders in the education governance of ordinary high schools is not complete.

2.3 School: lack of self-development motivation and school autonomy

According to the theory of educational governance, the school itself should also be governed as one of the main bodies. However, according to the research findings, most schools in rural areas have the problem of insufficient motivation for development and lack of vitality in daily teaching activities. Most of the rural high schools still retain the traditional exam-oriented education training mode, and the development of new teaching mode and quality education is still a weak link. According to China's education statistics yearbook, the number of full-time teachers in senior high schools in rural areas has been decreasing year by year, and the proportion of teachers with bachelor's degree or above in the total number of teachers has not increased significantly in recent

years. Although there is a small increase in the number of high-level teachers, the total number of teachers is decreasing. The large outflow of teachers has certain influence on students' learning adaptability and enthusiasm. While actively introducing highly educated teachers, efforts should also be made to retain existing teachers. If teachers with existing teaching experience are allowed to flow out, it will also bring some challenges to the development and evaluation of learning and teaching.

After comparing the educational background of full-time teachers in ordinary senior high schools between urban and rural areas, it is found that there is a large gap between urban and rural teachers. As shown in Figure 1, the education background of high school teachers in both urban and rural areas of China is dominated by bachelor's degree. However, by comparing the data of China's education statistics yearbook from 2007 to 2016, it is found that the number of full-time teachers with bachelor's degree in urban areas is five times that in rural areas. According to the comparison of the number of full-time teachers who have graduated from postgraduates, it is found that from 2007 to 2010, the number of full-time teachers with master's degree in urban areas was 15-18 times that in rural areas, and from 2010 to 2016, the multiple reached 25. Although there are more full-time teachers with low educational qualifications (high school graduates or below) in urban areas than in rural areas, the proportion of low-level teachers in urban areas is very small compared with the total number. For rural high schools with low overall teacher level, the diversity and flexibility of curriculum setting are inevitably lacking, and there are also deficiencies in the development of students' practical ability.

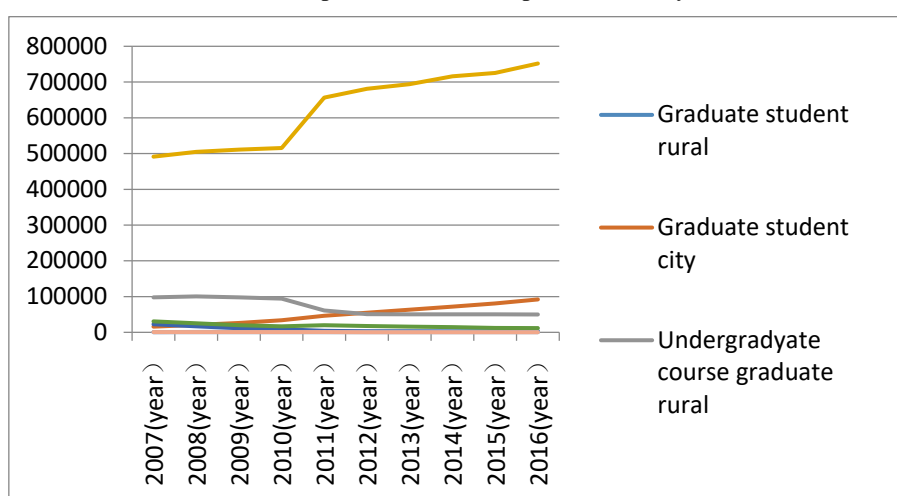


Figure 1 comparison of academic qualifications of full-time high school teachers from 2007 to 2016 unit (person)

The data source: Data of China education statistical yearbook from 2007 to 2016

Most schools depend on the government because of the backward economy in rural areas. There are too many schools and too many aspects to be managed by the government. However, different regions have different situations, and it is almost impossible for the government to properly manage the local schools according to the specific conditions of different regions. Macro-control in the face of different structures of the school will also appear inadequate. At this time, schools need to cultivate autonomy, but in rural areas, the current situation of large teacher turnover and few highly educated teachers also restricts the development of school autonomy to some extent.

3. The educational governance experience of developed countries is for reference

After reading 《the Education at a Glance 2017: OECD Indicators》, the author sorts out some experiences that China can learn from by referring to the current situation of Education governance in high schools in OECD countries.

3.1 Current situation of high school self-payment in OECD countries

According to the OECD's 2017 report on education, on average, nearly 91 percent of foundations for primary and secondary schools in OECD countries come from public spending, and 70 percent of foundations for higher

education come from public spending. Although personal spending on primary and secondary schools and non-tertiary institutions increased by 13 per cent in some countries between 2010 and 2014, Colombia, which accounted for the largest share, did not exceed 25 per cent, and average personal spending remained below 10 per cent, with countries such as Denmark and Ireland accounting for less than 5 per cent. For details, please refer to figure2. (due to space restrictions, the data of all OECD countries are not presented here. After ensuring that the maximum and minimum values are selected, the rest of the countries are selected randomly.)

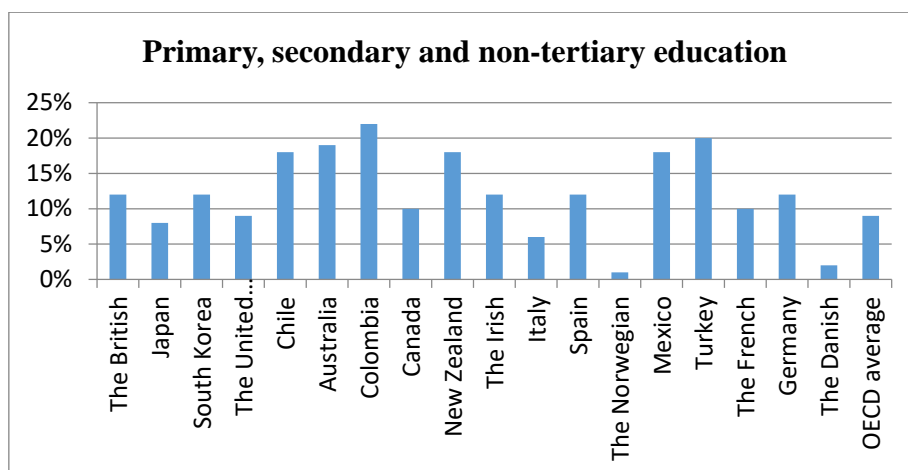


Figure 2 the proportion of personal expenditure in primary and secondary schools and non-higher education institutions in some OECD countries in 2014

The data source: Education at a Glance 2017: OECD Indicators

Excluding Australia (81%), Chile (83%) and Colombia (77%), the report said, In all OECD countries except Mexico (82 percent), New Zealand (83%) and Turkey (80%), more than 85 percent of spending on primary and secondary education and non-tertiary education comes from public expenditure, and 100% in Sweden. Except for Canada and the Netherlands, most of the out-of-pocket spending in other countries comes from families.

Since 2012, China's fiscal investment in education has accounted for more than 4% of GDP for five consecutive years. But a look at the OECD's official website shows that many OECD countries spend more than 1.5% on education at the high school level alone, and even more than 2.5% in some countries. China's education expenditure has increased steadily in recent years, but compared with some countries in the world, the proportion of financial expenditure distribution still needs to be optimized.

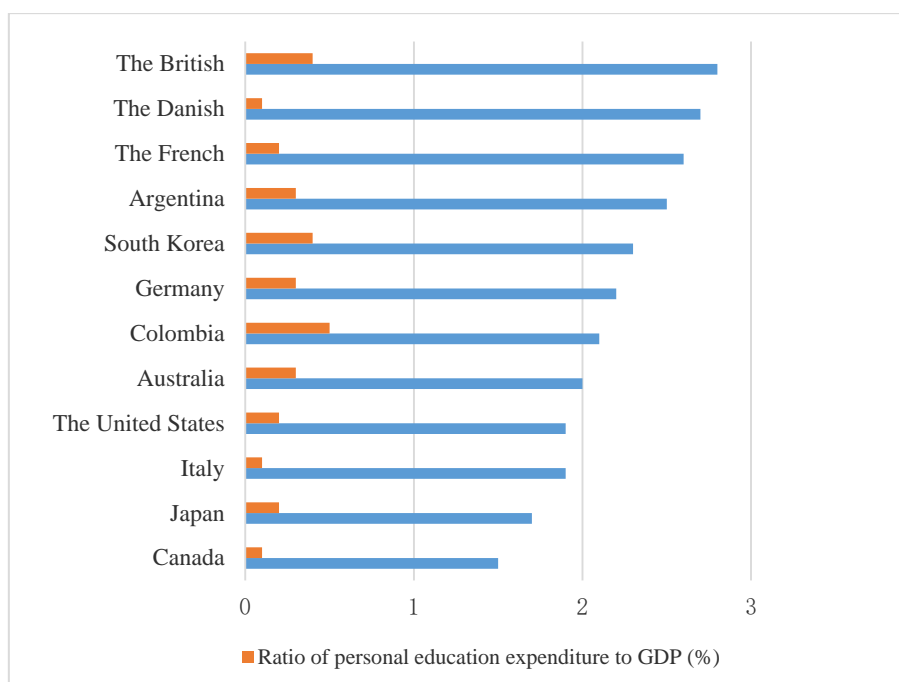


Figure3 The proportion of high school education expenditure in GDP in some countries in 2014

The data source: OECD Statistic official website

As shown in figure 3, the proportion of personal education expenditure in GDP in most countries in the world is less than 0.5%. The low family education burden has a positive impact on reducing dropout rate, improving national quality and cultivating high-level talents. China is in the stage of comprehensive poverty alleviation, increasing the financial input of public education so as to reduce the burden of family education is conducive to accelerating the pace of China's entry into an all-round well-off society. More will become our country to build a talent power of the mainstay.

3.2 OECD countries spend on other sources of education at the high school level

In the official website of OECD Statistics, the sources of funding are divided into the following: international education expenditure, general government, non-education private sector, household, and other non-education private entities. Based on the available data, the share of various sources of expenditure on high school education in some OECD countries in 2015 is shown below.

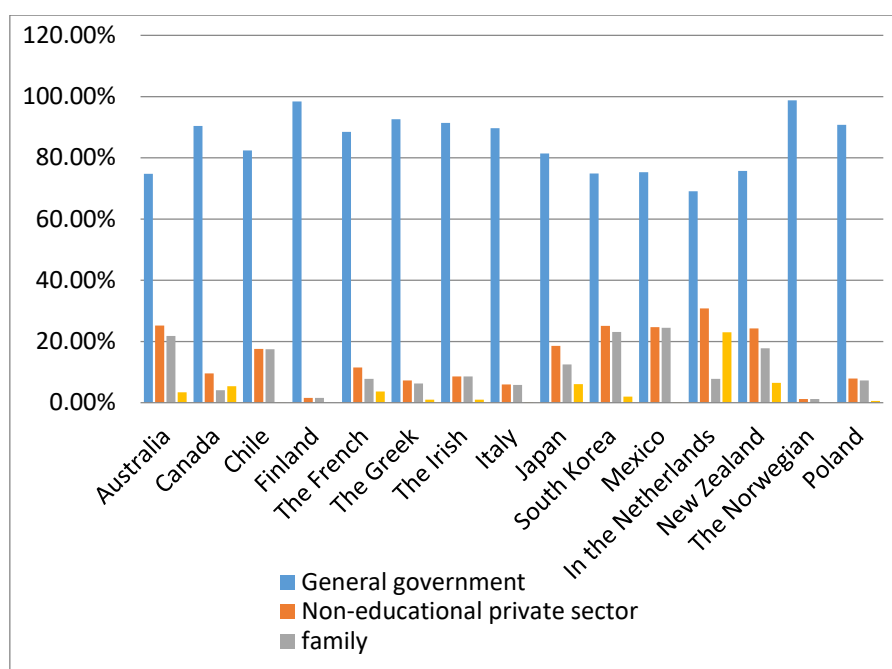


Figure 3 The share of all sources of spending on high school education in some OECD countries in 2015

The data source: OECD Statistic official website

As shown in figure 3, the main source of high school education expenditure in OECD countries is the general government, followed by the non-education private sector. In China, some scholars have proposed to encourage the private sector to participate in education, which will help to improve the quality and fairness of education. However, this idea is mainly based on the development of private education in China.

4. The road of good governance in rural high school education

Based on the analysis of literature and data at home and abroad, we are looking for the road of good governance of education in rural high schools with the direction of government, social co-governance and school autonomy.

4.1 Government governance: to increase the proportion of education funds invested in ordinary senior high schools and to decentralize power reasonably

Compared with many countries in the world, our government's investment in education still needs to be improved. At present, countries in the world are implementing free primary education, and some developed countries are implementing free secondary education. Although some data show that China does not have the realistic conditions to include the ordinary high school in the compulsory education, we still need to increase the investment in the ordinary high school education and guide social organizations to actively participate in the sharing of the education cost on this basis.

The government can't do everything properly, so it needs to involve the community. In education governance, the government should play a leading role, reasonably distribute power to social organizations and schools, and formulate certain policies to encourage social participation, We will integrate science, democracy and fairness into our policies, promote educational equity step by step in the harmonious situation of social co-governance and school autonomy, and promote educational governance toward good governance.

4.2 Social co-governance: social organizations share the cost of education

The number of educational foundations for ordinary high schools in China is too small, On the one hand, the government can play a leading role in establishing links between schools and the private sector and encouraging

the development of high school education foundations; On the other hand, considering the resistance of the development education foundation of ordinary high schools, social public welfare organizations or charitable foundations can be encouraged to establish contact with ordinary rural high schools.²In recent years, the focus of the work of the charitable foundation is mainly on the rural students in the stage of compulsory education. The government can provide policy support to encourage the charitable foundation to establish special scholarships for the students with outstanding character and learning in ordinary high schools. Considering the limited capacity of charitable foundations, the government can attract enterprises to provide financial support for rural high schools directly or indirectly through the form of tax reduction and exemption. The establishment of special student loans in the name of enterprises can provide more educational opportunities for poor students. Students who do not go on to higher education after high school can receive government-funded job training. Those who pass the examination can enter the enterprise and get jobs in appropriate positions to repay the student loans; Students who continue higher education after high school graduation can be guaranteed by the government to extend the repayment period appropriately and repay the student loans to enterprises after they are unemployed.

4.3 School self-governance: to establish an independent mode of running schools

In the context of the traditional educational management mode, the government, as a single subject, regulates all the processes of school operation. Therefore, many schools in rural areas become dependent on the government, lack of development motivation and lose the vitality of self-governance. Due to the differences between rural areas and urban areas in various aspects, the application of similar or even the same operation model will not necessarily bring the same educational effect to rural areas and urban areas. Therefore, schools in rural areas should establish the concept of self-governance and establish an independent mode of running schools.

The gap between urban and rural education is manifested in many aspects, among which school space and teaching environment have been the focus of attention in rural areas in recent years. According to China's education yearbook, school space in rural areas has been expanding year by year in recent years, but the construction of educational hardware facilities has also increased the burden of education in rural areas. Software facilities contribute more to improving education. Therefore, rural areas should optimize the treatment of regular senior high school teachers, so as to avoid a large number of brain drain, to protect the school's own teachers.

5 Conclusion

Since the reform and opening up, China's education sector has made considerable achievements after many reforms. As China is still a developing country, the comprehensive national strength does not have the ability to implement free education for ordinary high schools, therefore, it is necessary for social organizations to participate in supplementary education funds, as well as schools to cultivate development impetus and improve their own development level.

In a word, insisting on the form of multi-subject governance in which the government governs, the society governs together, and the school governs itself, will surely improve the existing problems in rural high school education, We will guide rural high school education in a scientific and effective way to the road of good governance and lay a solid foundation for China to complete the building of a moderately prosperous society in all respects and become a powerful country with talented people.

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