

Research on Cost Sharing of Migrant Children in Compulsory Education

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Abstract: With the continuous acceleration of the urbanization process, the large-scale population movement brought about problems of compulsory education of the children of migrant workers who have moved with them has attracted widespread attention from all walks of life. For migrant children, solving the problem of compulsory education not only affects the flow direction of the floating population and local economic development, but also affects the realization of every citizen's equal right to education, and is also crucial to the construction of a harmonious society. This paper sorts out the changes in the financial policy of the compulsory education for migrant children who have moved with parents to cities, points out several existing financial problems of the compulsory education for migrant children. Besides, this paper also puts forward some countermeasures and suggestions.

Keywords: Cost Sharing; Migrant Children; Compulsory Education

Introduction

For the sake of solving the problem of education for children whose parents working in cities while can't enjoy some public services equally, governments at all levels have issued a large number of policies to ensure that children of migrant workers can "go to school" and "go to school well" in cities. From the perspective of finance, this paper discusses the cost sharing of compulsory education for migrant children who move with parents working in cities away from hometown.

1. Changes in the Financial Policy of Compulsory Education for Migrant Children

The Chinese governments at all levels have been adjusting the compulsory education financial policies related to children of migrant workers, and has put forward different requirements for the governments of the inflow areas to adapt to the conditions of different periods.

1. 2001-2005: The period when the inflowing local government mainly managed

In 2001, the "Decision on the Reform and Development of Basic Education" clearly put forward for the first time the "two main" policy solving the problem of compulsory education for migrant children, that is, "mainly managed by the governments of the inflowing areas, and mainly full-time public primary and secondary schools", and further determined. The responsibility of the inflowing local government is also limited, and it also imposes certain restrictions on the use of school funds.

In September 2003, the "Opinions on Further Improving Compulsory Education for the Migrant Children" further emphasized the "two main" policy, and further detailed the responsibilities of the governments of the inflow areas: coordinating various departments to do a good job of migrant workers in cities. In all aspects of the compulsory education of the children of personnel, establish a fund-raising guarantee mechanism, reduce or exempt relevant fees, and help families in difficulty solve the problem of children's schooling.

2. 2006-2014: Completely cancel borrowing fees and include them in the development plan of the inflow areas

In January 2006, "Several Opinions on Solving the Problem of Migrant Workers", based on the improvement of the "two main" policy, emphasized that the governments of the inflow areas should ensure that migrant children receive compulsory education on an equal basis, and the local education development plan should include those migrant children, also the

education budget.

In June 2012, the "Twelfth Five-Year Plan for the Development of National Education" pointed out that the local education development plan should include the education of children of migrant workers in cities and the construction of information service and supervision network for migrant children in cities should be accelerated as well.

The "National New Urbanization Plan (2014-2020)" in March 2014 clearly stated that primary and secondary school did not have thorough status management system, for consideration of establishing and improving the school's systems, the "two inclusions" policy should be implemented, that is, "compulsory education for migrant children who move with parents working in cities away from hometown." governments at all levels should incorporate into the education development plans and financial guarantees.

3. 2015 to present: Central and local government proportional burden period

In January 2018, the Reform Plan for the Division of Common Fiscal Powers and Expenditure Responsibilities between the Central and Local Governments in the Field of Basic Public Services further clarified how the public funds for compulsory education should be applied. The central and local governments should share living allowances, textbooks and so on. The proportion of sharing budget is basically as the same as the previous policy.

2. Compulsory Education Facing Financial Problems for Migrant Children at Present

Frankly speaking, the governments at all levels have been solving the problem of compulsory education for migrant children who move with parents working in cities away from hometown. Although there have been significant improvements and progress, in fact, the situation of compulsory education for migrant children who move with parents working in cities away from hometown remains tough.

2.1 The central government take a burden of compulsory education funds for migrant children whose parents work in cities away from hometown is not sufficient.

As a part of the compulsory education system for migrant children who move with parents working in cities away from hometown, the local government assumes the main power and expenditure responsibility, just like compulsory education. The proportion of central compulsory education investment in the national compulsory education investment has increased slightly, which can reflect the efforts made by the central government in taking responsibility for compulsory education, but even with the relevant special transfer payments, the proportion of central compulsory education expenditure is still very low, even downward year by year. Local governments are responsible for more than 80% of the expenditure. When the total amount of education funds is insufficient, the enthusiasm of local governments, especially grass-roots governments, to invest in compulsory education will be further reduced. In order to first meet the needs of local children's education funds, local governments will further reduce the funding for compulsory education of migrant children whose parents work in cities away from hometown.

2.2 The central government lacks special transfer payments for the compulsory education of migrant children whose parents work in cities away from hometown.

In order to improve the current situation of migrant children and guarantee they enjoy access to compulsory education equally, a special fund for the compulsory education of migrant children who move with parents working in cities away from hometown should be set up by the central government, while it didn't. And the funds for compulsory education subsidies are mainly inclined to the underdeveloped provinces and cities located at central and western China, which is opposite to the direction of population flow to the developed areas. Of course, the main goal of the compulsory education subsidy is to promote compulsory education among regions can develop harmoniously, which is a significant factor for the development of compulsory education in poverty-stricken areas located at central and western China, but has an opposite effect on the compulsory education of migrant children whose parents work in cities away from hometown. The more economically

developed regions absorb more migrant children, the more they need to pay for the compulsory education of migrant children with their own financial resources. The model of "more acceptance, more burden" will cause the local governments of the inflow areas to lose the motivation to solve the problem of compulsory education for migrant children who move with parents working in cities away from hometown, and even set up high entry barriers to avoid the responsibility of providing compulsory education.

2.3 In some areas, the governments haven't input adequate burden of compulsory education funding for migrant children who move with parents working in cities away from hometown.

The "Compulsory Education Law" stipulates that the central and local people's governments at all levels jointly bear the funds for compulsory education, and the provincial governments should take burden for the overall implementation. In practice, the implementation of "provincial-level overall planning" varies in different regions. Some provinces cannot clearly define their own responsibilities, and it has become a common phenomenon that the responsibility for funding overall planning has been shifted downwards, resulting in a common proportion of provincial governments' expenditure on compulsory education. On the low side, the vast majority of education expenditures are borne by the governments at the district and county level and below, which has brought greater financial pressure to the grass-roots governments.

3. Policy Suggestions on Solving the Financial Problems of Compulsory Education for Migrant Children who move with parents working in cities away from hometown

3.1 Locate government functions accurately

The government is a provider of public goods and public services, not necessarily a producer. To deal with situations causing problems which influence migrant children can't enjoy compulsory education equally, it is necessary to clarify the educational investment and management responsibilities of governments from the central to the local level at all levels, the leading role of the government should be given play to, and incorporate the education of migrant workers' children into local education plans. Educational services can be provided directly to the children of migrant workers through government sales, intergovernmental agreements, etc., or indirectly through franchising, government subsidies, free markets, and community services. In a word, positioning the government's role as a public service provider is necessary, and give full play to the government's leading role. On this way, high-quality educational services for migrant children who move with parents working in cities away from hometown can be provided through direct and indirect supply methods.

3.2 Build a long-term financial transfer payment system

Generally speaking, the educational cost of the children of migrant workers is heavy. But to share the burden reasonably, it requires governments at all levels reasonably share the investment in the education of the children of migrant workers. The central government needs to further clarify the responsibilities of local governments at all levels in the education management and financial expenditure of the children of migrant workers. Preschool education should be given priority to county (district) level governments, while compulsory education and high school education should be given priority to prefecture-level governments. Set up a long-term fiscal transfer payment system, clarify the fiscal expenditure responsibilities of the central and provincial governments, improve the fiscal transfer payment system of the central and provincial governments, increase the proportion of general transfer payments by the central and provincial governments at all levels, and make up for the inflowing local governments. Insufficient finances. Under the premise of improving the electronic student registration system and strengthening the monitoring of accompanying children, it is emphasized that the government of the outflow area should take responsibility for education investment. Fiscal transfer payments are given to the places where the children actually receive education.

3.3 Strengthen intergovernmental cooperation

For the children of migrant workers who work away from hometowns, the educational services provided have obvious quasi-public product attributes, that is, the non-competitiveness of consumption and the exclusivity of income. At the same time, the localized management with administrative divisions as the boundary is difficult to eliminate its spillover, which is one of the reasons why the local government don't have enough motivation to solve and improve the situation of children's

education. On this way, it is necessary to break the original territorial management model and form a multi-center network governance model such as the government, the market, social groups, and the public to solve and improve current situation for migrant children who move with parents working in cities away from hometowns. The education of migrant children's children involves intra-provincial and inter-provincial mobility, involves a wide range of regions, and has complex influencing factors. Therefore, high-level governments are required to play a coordinating role. Generally, the central government and provincial governments at all levels coordinate the inflow and outflow governments. relationship, break the administrative division, establish trust and communication channels between the governments of the inflow areas, and cooperate to improve the current circumstance of compulsory education for the migrant children who move with parents working in cities. On this way, the migrant children can enjoy compulsory education in cities where their parents work equally.

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