

# **Imbalanced Distribution of the Resources of Professional Teachers, as Found in Compulsory Education in Urban and Rural Areas and Its Resource Integration Countermeasures Take Y County, Sichuan Province as an Example**

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**Abstract**

*In 25 years starting from the enactment of Compulsory Education Law in 1986 to 2011, free compulsory education is now available in all urban and rural areas, and has fundamentally realized the expectation that all school age children shall have the schools to go to. The primary problem faced by education in China is the serious imbalanced allocation of education resources, teacher resources, as one of such, is particularly prominent and evident. The imbalanced allocation of professional teachers for compulsory education in urban and rural areas of Y County appears endlessly, i.e. the overall educational qualities of professional teachers in counties and towns are higher than that of rural teachers, large difference between course structures of different schools, which are the result of a joint effect caused by factors of various aspects. In the long run, we should fully realize the urgent need for the solution of this imbalanced problem. Therefore, we should solve this problem properly, thus to constantly get closer to the Pareto Optimality for the allocation of education resources for compulsory education in urban and rural areas and to gradually realize educational and social equalities.*

**Keywords:** resources of professional teachers, balanced development of compulsory education, gap between urban and rural areas

On September 5<sup>th</sup>, 2012, the State Council has printed and distributed *The Opinion on the In-depth Advancement of Balanced Development of Compulsory Education* (G.F. No. (2012) 48, the “*Opinion*”). The *Opinion* has further specified the responsibilities of local governments at all levels, and proposed the basic purpose for the advancement of balanced development of compulsory education, which is that all schools must meet the national standard set out for them, fund for running schools should be guaranteed, education resources should satisfy the education and teaching demands of all schools, all the courses stipulated by the country should be offered, the allocation of teachers should be reasonable and the overall qualities of teachers should be improved.

The popularization of nine-year compulsory education system has been advanced and realized gradually along with the social development. As a socialist country, public benefit nature of our compulsory education has been quite apparent. However, in actual flow of education resources, there still remains a large optimization space in terms of the allocation and flow of the resources of teachers. Y County, as a county-level administrative region in Sichuan Province that is situated in the less developed west, its economic and education developments are relatively backward. For this reason, the selection of this County for case analysis may well represent relevant studies of this type in Sichuan Province. From the perspective of unfair allocation of professional education resources between urban and rural areas and taking the resources of professional teachers as its main object of research, this paper has analyzed the major causes for this problem mainly through a number of methods, including observation method, investigation method and literature research method, as well as by combining quantitative and qualitative analysis, thereby it has put forward several resource integrating strategies against those causes.

## 1. The Status Quo of Imbalanced Distribution of the Resources of Professional Teachers

Professional teachers are those who have teacher certifications and are specialized in teaching<sup>①</sup>. Those people are different from the managing people and people who assist teaching in a school. The current imbalanced allocation of the resources of teachers is mainly shown in the imbalanced allocation found between regions, between urban and rural areas, within a region or among schools, wherein the imbalanced distribution of the resources of teachers which is represented by the difference between urban and rural areas is apparent. Overall, the resources of professional teachers in rural middle and primary schools of Y County have shown prominent contradictions, including insufficient number, low quality and imbalanced structure. The differences between rural and urban areas are mainly reflected by the explicit and implicit indexes, which will be explored respectively from several aspects listed as the followings.

The Differences in the Quantities, Structures and Qualities of the Middle and Primary School Teachers between Urban and Rural Area of Y County

### 1.1.1 A Survey of Professional Teachers in Middle and Primary Schools of Y County

In 2014, the number of compulsory education schools<sup>□</sup> in Y County includes 239<sup>□</sup> rural schools or teaching locations and 46 county or town level schools, wherein the number of rural middle and primary school students is 46,290 in total, while the number of county or town level school students is 44,881 in total; the number of professional teachers in rural middle and primary schools is 1590 in total, while the same in county or town level schools is 2845 in total. Thus it can be seen that the teacher-student ratio in rural middle and primary schools is about 1:27, while that for county or town level middle and primary schools is about 1:16. On the whole, there is a quite large disparity in terms of the teacher-student ratio. Apparently, the teachers in county or town level middle and primary schools are far beyond their counterparts in rural middle and primary schools, either in terms of absolute numbers or in relative ratio, which has fundamentally resulted in the large quality gap between professional teachers in urban and rural areas.

### 1.1.2 Comparison of the Qualities of Professional Teachers

Among the factors used to compare qualities of professional teachers, three aspects, namely the technical title, educational attainment and age, are the relative prominent ones, which, as the important expressions of different resources of teachers, are mainly shown in the following aspects: (1) in terms of the division of technical titles, ratio of senior and first-grade teachers in rural professional teachers is significantly lower than that in county and town level professional teachers. (2) In terms of the educational attainment, the overall education attainment of rural professional teachers is lower than that of county and town level professional teachers, but the difference is small. (3) In terms of the division of ages, the ratio of older teachers in rural professional teachers is higher than that in county and town level professional teachers.

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<sup>①</sup>The definition of "professional teacher" is quoted from the *Explanations Made by Assessment Experts from the Ministry of Education on Issues Related to the Index System*, which was enacted in 2010.

**Table 1 Comparison of the Qualities of Professional Teachers between Compulsory Education in Urban and Rural Areas**

| Grade Division         |                                 | Counties & Towns | Rural Areas |
|------------------------|---------------------------------|------------------|-------------|
| Technical Title        | Senior teacher                  | 26.69%           | 26.28%      |
|                        | First-grade teacher             | 44.90%           | 36.78%      |
|                        | Second-grade teacher            | 16.41%           | 11.05%      |
|                        | Third-grade teacher             | 0.00%            | 0.00%       |
|                        | No technical title              | 12.00%           | 25.89%      |
| Educational Attainment | Postgraduate                    | 0.02%            | 0.00%       |
|                        | Undergraduate                   | 42.30%           | 41.12%      |
|                        | Junior college graduate         | 48.58%           | 43.09%      |
|                        | Senior middle school graduate   | 9.09%            | 15.79%      |
| Age                    | Middle school graduate or below | 0.00%            | 0.00%       |
|                        | Less than 24 years old          | 9.18%            | 11.52%      |
|                        | 25-29 years old                 | 17.25%           | 17.80%      |
|                        | 30-34 years old                 | 18.53%           | 29.61%      |
|                        | 35-39 years old                 | 16.75%           | 7.24%       |
|                        | 40-44 years old                 | 12.56%           | 13.75%      |
|                        | 45-49 years old                 | 10.03%           | 6.05%       |
|                        | 50-54 years old                 | 7.42%            | 5.88%       |
| 55-59 years old        | 8.28%                           | 8.16%            |             |
|                        | Above 60 years old              | 0.00%            | 0.00%       |

Based on above results, average basic qualities of professional teachers in rural areas is lower than their counterparts in counties and towns, which has fundamentally caused the differences in and imbalanced allocation of the resources of professional teachers for compulsory education in urban and rural areas.

Moreover, on the basis of existing large quantity of county and town level middle and primary school teachers, a relatively large number of new teachers are recruited each year. Since most of them are young teachers, covering complete and diversified majors, in this way, it continues to inject new “blood” into the schools, and satisfies multiple demands among those schools for developing a student’s various aspects of qualities, including morals, intelligence, physical fitness and aesthetics. However, due to the shortage of funds and source of students for rural middle and primary schools (Most of the students in rural middle and primary schools are from ordinary or poor families, their academic achievements and comprehensive qualities are relatively poor), most of the teachers are stable with low mobility, therefore the major structure of those teachers is not well balanced and fails to satisfy the demands among those schools for teaching various courses.

### 1.1.3 Comparison of the Educational Concepts

If we compare the resources of professional teachers between urban and rural areas, we may notice the large difference in terms of their subjective concepts, which is that the teaching methods used and teaching concept maintained by professional teachers in county and town level middle and primary schools are relatively advanced in addition to the high level of openness for the latter’s minds, while the teachers in rural

middle and primary schools are relatively conservative, whose teaching means is also backward. These differences are mainly caused by three aspects, namely the school management, teaching equipments possessed by a school and the qualities of the teachers. More specifically, from the perspective of the school, it is mainly demonstrated by whether or not a school has relatively complete, technically-advanced teaching equipments and hardware facilities, whether or not a school has been strict in setting up a threshold for its recruitment of teachers and whether or not a school has organized teachers for purposeful learning or training. The statistical data have shown that in 2014, professional teachers in county and town level middle and primary schools have participated 17,724 person-times of training (including State, Province, County and School levels), and the figure is 4,165 person-time for their counterparts in rural middle and primary schools. From the perspective of the teacher, it is mainly demonstrated by the initiative learning and acceptance of new teaching means and knowledge by a teacher. The education in rural middle and primary schools, including modernized hardware facilities and educational concept, are far behind the same in county or town level schools, which has also invincibly delayed the development of rural middle and primary schools.

#### **1.1.4 Comparison of the Qualities of Teachers**

The qualities of teachers mainly include their dedication spirit, their attitude towards teaching and educating people, etc. In recent years, there is a frequent exposure of incidents where the teachers in kindergarten, middle and primary schools abuse kids and teenagers. The attitude against physical punishment and bodily harm as maintained by middle and primary school teachers at county and town levels and the frequent occurrence of such behaviors has exposed the serious absence of ethics for some teachers in current middle and primary schools. The occurrence of such phenomena is also closely related to the system and rules adopted by different schools on the management.

#### **1.2 Comparison of the Varieties of Course and Extracurricular Activities Offered by Schools**

According to the State regulations, middle and primary schools in urban and rural areas should be treated in the same manner, meaning that except for offering basic knowledge courses including Chinese and math, physical education and artistic courses, including fine arts and music, should also be taught so as to enrich the classroom teaching at schools, hence to cultivate youngsters in an all-round way and promote their development in multiple aspects. Under this circumstance, the teaching equipments and course varieties in middle and primary schools at county and town levels are more complete, and the extracurricular activities and practices for students there are more abundant, while the rural middle and primary schools have a large gap in terms of the available artistic and physical educational subjects, and there are even fewer extracurricular activities and labor practice.

This problem is mainly caused by variance in disciplinary knowledge mastered and teaching concept maintained by the teachers, as well as by the different management idea of each school. Middle and primary schools at county and town levels focus on an all-round development of students that covers morals, intelligence, physical fitness, aesthetics and music, while the rural middle and primary schools are unable to do what they wishes to do, but just have to focus on offering those basic knowledge courses to students, consequently, the cultivation and development of the hobbies of students are being under various extent of limitation.

## **2. Cause Analysis for such Imbalance**

Among all factors that affect the development and operation of education, there is no doubt that teachers play a core role. Only by fully utilizing the resources of teachers, can we ensure the smooth implementation of teaching work and good education quality. The unbalanced resource of teachers between urban and rural areas

is not only an educational problem, but also a potential social problem hidden beneath the problem of unbalanced education resources, which is against current historical backdrop. To find and explore into this problem, first of all, we need to trace the real root cause of it, then we can be more targeted in solving or dealing with this unfair phenomenon.

### **2.1 Market Oriented Distribution of Resources**

Since China now adopts socialist market economy, the distribution of teacher resources is first under the macro-control and policy-based appropriation by governmental and public authorities. However, it is still being potentially and invincibly distributed by resource market. Though compulsory education is a free education system among the State institutions, its public benefit nature is targeted at those school age population. Since teacher, in the compulsory education, is considered both as an education resource and a human resource, the fact it is basically being affected by certain resource market oriented factors is unignorable.

In a market environment characterized by demand-supply relations, the flow and distribution of teacher resources and the different demand for it between urban and rural areas are interacting and mutually restricting each other. In different times or under different environments, the demands for teacher resources as between middle and primary schools in urban and rural areas are different in both the quantity and structure, as a result, overall, the distribution of teacher resources has shown such significant differences between urban and rural areas. In another word, on the condition that the teacher resources are equal, school running fund in urban middle and primary schools is sufficient, their demand for teacher resources is high and the salaries and welfares offered to teachers by them are relatively high, it is of course true that many excellent teacher resources will flow into urban middle and primary schools. Meanwhile, since the rural middle and primary schools lack of fund, the salaries and welfares they can provide to the teachers are limited, so does the insurance and subsidies, which is also relatively less, the loss of excellent teacher resources is an inevitable result. In education market, the rule of living – survival of the fittest and the law of competition also apply to the resources of professional teachers.

### **2.2 A Particular Social Period**

Marxist's historical materialism has taught us that our view on any matter must take into account the historical and social environment, as well as the era condition. Therefore any isolated judgment will be considered as unscientific. First of all, we should realize that since the Eighteenth National Congress of the Communist Party of China, all sectors of China, including politics and economy, has shown "new normal" in all aspects. In another word, while China marches on the path of socialism with Chinese characteristics, it is also facing a major transitional period, during which it has seen increasing horizontal and vertical development of counties and towns, and all social resources including education resources are converging into those counties and towns. Secondly, in the long historical development of Chinese society, due to left over issues, traditional national culture and social customs, it has caused the administration in China to appear in a dual economy structure between urban and rural areas with government and public efforts inclining to urban areas, as a result, all aspects of development in urban areas are far ahead of that in rural areas. Consequently, on this basis, the counties and towns has possessed more advantages and the opportunity for development, the middle and primary schools at county and town levels have become much more appealing to those teachers who have more intent to come to those schools for work and development. In this regard, the disadvantages of rural middle and primary schools have become more prominent. From the perspective of the Marxist's historical materialism, whenever it is, era and history should always be the two important factors that inevitably exist in any social phenomenon.

### **2.3 Government Preferences in the Distribution of Education Resources**

Under general circumstance of our current society, the political, economical and cultural center of an administrative region is always located in the urban area of that administrative region, which, as the bond for the rest part, as well as being a crucial part itself, it is natural that priority for development are given to it by the local government. As a result, a large quantity of social resources are concentrated in counties and towns to enable them with complete functions covering administration, business, medical treatment, transportation, entertainment, culture, etc. In the subjective aspects of the distribution of education resources, a government's public decisions, together with its preferences in making the choices, have played a decisive role.

Due to particular political reasons, most of the public policy-makers have maintained the "county & town centered" value orientation. In the resource distribution and decision implementation processes, most of the financial expenditure and public investment has been focused on the middle and primary schools at county and town levels. The sufficient school running fund can bring high salaries, welfares and subsidies to teachers. Also during such process, the optimized teaching environment, shortened renewal period for teaching equipments, as well as the increased speed in improving teaching means and teaching technologies, has also caused more excellent teacher resources to flow into middle and primary schools at county and town levels. However, the rural middle and primary schools have received comparatively unfair treatment. Their bad conditions, including the simple and crude school buildings, backward teaching equipments, low salaries and small amount of subsidies, are getting worse, hence it is difficult for those schools to keep such a large amount of good quality teacher resources.

### **2.4 Individual Differences between Schools in Urban and Rural Areas**

Among schools under the compulsory education system, the developments of all schools are on various levels, which are determined by the conditions of each school. In this sense, the differences between urban and rural schools only represent one state of such differences. Differences or differentiations, in various extent and aspects, can be found between schools with different scales, between public and private schools and between different types of schools. On the whole, the developments of schools and the working environments they offered to teachers have played a large role in guiding the flow and distribution of teacher resources, and will result in different choices of and preferences for schools by teachers whether they are horizontally or vertically compared. In general, direct factors, including the working environment, manning quotas for teachers, salary and welfare and work pressure, and indirect factors, including the expected impact of the school on the future development of a specific teacher shall all be considered when choosing between the schools they work or deciding whether or not they will stay in the school for a long term.

### **2.5 Personal Subjective Factors of a Teacher**

In the flow and distribution of teacher resources, apart from being affected by external environments and unavoidable factors, such as the objective factors, the personal subjective factors of a teacher finally determine the choice of a specific area or school. Teacher resource, as one kind of human resources, also has its own uniqueness – developmental characteristic and profit seeking characteristic. The profit seeking characteristic impels a teacher to seek better human environment and have strong motivation for the sense of accomplishment, thus to get closer to advantageous resources. This is mainly reflected in the flow towards schools at higher level. The developmental characteristic means that as the years a teacher has spent on teaching grows, the accumulation of such teacher's teaching experience is also in positive correlation with the length of time. The overall quality of teacher resources subjects to a constant improving process. To sum it up, personal factors of a teacher mainly includes the followings: firstly, the household registration and place of residence. In general, on the presumption that no other factor is taken into account, for family reasons, more

often, a teacher may choose to work in a school where its surrounding environment or area he or she is familiar with, despite some may choose to work in place which is far from their registered permanent residences or places of residence; Secondly, personal willingness and preferences. The personal values, world view and view of life as maintained by each teacher are different, and are under external impacts, such as the social and moral effects and public opinions. The value orientation of a teacher also affects his or her choice between urban and rural areas and between schools. In this respect, most teachers prefer urban middle or primary schools with sufficient resources other than rural middle or primary schools.

### **3. The Urgent Need for the Solution of this Imbalanced Problem**

What's behind the imbalanced distribution of teacher resources is the problem in relation to the distribution of education resources. Educational equality relates to social equality. Behind those seemingly unrelated problems is the existing potential connection, or in fact they are closely linked with each other. To those school age population, educational fairness means they have the right to be educated fairly. By law, the country and the government are obliged to provide qualified and basically fair conditions to ensure that all school age children can complete their compulsory education. The imbalanced distribution of teacher resources between urban and rural areas has become increasingly prominent throughout the social development. There are experts in the academic circles who have predicted that if we do nothing to this problem, it may give rise to even more complicated problems and serious consequences and the contradictions will be further intensified. Therefore, either for individual fairness or the fairness of the whole society, there is an urgent need for the solution of this imbalanced problem.

#### **3.1 Intensified Imbalanced Distribution of Teacher Resources between Urban and Rural Areas**

Teacher is one of the most important subjects of education since it has irreplaceable effect on teaching activities and practice works. Furthermore, as an important content of education resource, the existence of teacher resource is not completely independent, but has certain correlations. For teacher resources, especially those quality and scarce ones, their adjustment and distribution will inevitably affect the flow of relevant resources, i.e. in some areas, the basis based on which financial fund is appropriated by the Ministry of Education to a school is the number of teachers, the resignation of teachers is doomed to bring loss to the finance of a school. In current prevailing school-selection phenomenon, the quality teacher resources have become an important standard and consideration for middle and primary school students and their families to choose between schools. In the long run, the imbalanced state in terms of the distribution of teacher resources between urban and rural areas will continue to be intensified along with the adjustment of relevant education resources, which will be less helpful to the adjustment of contradictions and the solution of problems. Only by adjusting the reasonable distribution of teacher resources, can we contain the prevailing school-selection phenomenon, promote the balanced and optimized distribution of education resources and narrow down the gap between urban and rural schools under the compulsory education system.

#### **3.2 Increase the Gap between the Rich Urban and the Poor Rural Areas**

The imbalanced distribution of teacher resources between urban and rural schools under the compulsory education system is a problem related to educational equality. Education issue is a social issue that concerns the quality of population, the future development of a country and the future and fate of a nation. Education, as the foundation for social and economic development, the imbalanced and unfair distribution of teacher resources between urban and rural schools under the compulsory education system is doomed to be expanded into the whole education sector, and further influences the whole area. The nine-year compulsory education has served a quite important and basic enlightening effect on one's whole period of life and has played a great

decisive role for one's future development and improvement. Therefore, in the long run, this will surely become a hidden peril for the gap between the rich urban and the poor rural areas. Current imbalanced state for the distribution of teacher resources between urban and rural areas is a reflection of the gap between the rich urban and the poor rural areas, and also raises alarm bells for the whole society. The fundamental cause of current increasing gap between urban and rural areas is the education disparity. In this sense, if the imbalanced distribution of teacher resources fails to be resolved timely, then it is also difficult to fundamentally resolve the increasing gap between the rich urban and the poor rural areas.

### **3.3 Increase the Unfair Feeling among the Whole Society**

Educational equality is the theoretical basis for the balanced distribution of teacher resources under the compulsory education system. If we predict the social effect of the imbalanced problem from the perspective of fairness, among all the imbalanced problems found in the society, we should clearly realize that education equality is an important means used to realize social equality. According to the law, all school age children shall have equal right to receive education. If anything goes wrong in this aspect and hence it results in a serious imbalanced distribution of resources among schools under the compulsory education system, then it will be an unfair treatment for those middle or primary school students in urban or rural areas or it can be comprehended as a derivation of social unfairness. Therefore, the educational inequality problem should be eliminated from the beginning instead of overlooking it until it grows into a big mistake. The solution of the imbalanced distribution of teacher resources is a matter requiring immediate attention.

## **4. The Suggested Resource Integration Strategy**

Though the imbalanced distribution of the resources of professional teachers is intricate and complex, if we see through the appearance to perceive the essence, we should fully realize that the potential cause of such problem. On the basis of analyzing the proposed problem, the emphasis of this paper is the imbalanced problem and the solution of the increased gap between urban and rural areas, wherein the focus is the elaboration and assumption made from the perspective of governmental and public decisions, and hence to make those countermeasures feasible in reality.

### **4.1 Promote the Sharing of Quality Resources**

We should promote the quality education resources widely and let quality schools drive other schools, and thus to form an association of schools. Also we should increase the openness across schools, encourage the formation of region based school groups for centralized and unified management so as to realize the overall improvement of school running skills. In addition, we should take the initiative in advocating the exchange and share between schools and social resources, i.e. through a number of ways, including joint study, discussion and lessons preparation, research & studies, training and academic exchange, and hence to promote the professional development of the ranks of teachers and the improvement of teaching quality. In 21<sup>st</sup> century, an age of information, we also need to stress the IT and science applications in education, establish and expand the school network, gradually resolve the internet access for schools in both urban and rural areas, try our best to install multimedia equipments in each classroom, develop rich and quality digital course teaching resources and focus on the development of the resources for courses in shortage of teachers and ethnic bilingual teaching resources, in this way, we can create an technically advanced internet utilization with high level of openness, which will provide more favorable conditions for teaching, carrying out activities and interacting between teachers and students.

We should greatly enhance the utilization of education resources, strengthen the public benefit education for teenagers, actively carry out organizational activities, strengthen the cooperation and interaction between schools and between schools and societies, increase the utilization efficiency for sites and equipments and reduce resource waste. Education practice base and sites, including cultural center, museum, exhibition hall, science and technology museum, library, etc., for the youngsters to hold extracurricular activities should be highly open to all of them within the society. Public management authorities (especially those education authorities) should take the initiative in arranging education practice activities both inside and outside schools. Schools should actively make use of the social education resources for practice based education and explore an effective way to organically link school education with extracurricular activities.

#### **4.2 Promote the Optimized Distribution of School Running Resources**

We should deepen the reform on the fund guarantee mechanism for compulsory education and consider the economical and social development, as well as the educational demands of those people in urban and rural areas in a holistic way. Therefore, base on the need to promote fairness and improve quality, we must increase the input, complete our guarantees and increase the level of our guarantees. The Central Finance should increase the compulsory education input to the central and western regions. All provincial governments should strengthen their overall planning and increase their support to rural areas, poor areas, as well as to weak sectors or important fields. All provinces can appropriately expand their scope of public education service and improve their service standard based on their own actual conditions.

We should promote the standardized construction of compulsory education schools. Based on both the national standard for the construction of common middle and primary schools and province (region, city) standard, all provincial governments should distribute all the books, teaching-related experimental apparatuses and equipments, music, physical education or fine arts course related apparatuses demanded by rural middle and primary schools, work hard to improve the living facilities, such as the student's dormitories and canteen, of compulsory education schools in rural areas, properly address the problem concerning the allocation of management and service personnel for rural boarding schools. We should further implement both the reconstruction plan for low-performing compulsory education schools in rural areas and reconstruction project for rural junior middle schools in the central and western regions and take the initiative in promoting the construction of resource-conserving schools. Moreover, we should take measures including the expansion and reconstruction of schools and reasonable separation of student flows to solve the "large school-based student quotas" and "large classroom-based quotas" found for schools or classrooms at county or town level.

#### **4.3 Promote the Optimized Distribution of Teacher Resources**

To improve the initial distribution of teacher resources, we must take all effective measures to attract excellent university and college graduates or volunteers to come to teach in rural or low-performing schools. For those teachers who have been working in the primary-level of rural areas or in hardship or remote areas for a long period of time, favorable policies on salaries and professional titles should be implemented on them. When approving the job position ratio, more senior teacher post quotas should be given to those rural or low-performing schools. We should complete the establishment of medical and social security system, and effectively safeguard the social security benefit of those rural teachers.

We should gradually adopt a unified standard for the manning quotas of middle and primary schools in both the urban and rural areas, and provide more favorable manning quotas to primary schools in villages or teaching locations. We should reasonably allocate teachers for various subjects, including teachers for physical education, music and fine arts courses, cultivate and supplement the much needed teachers for ethnic minority areas, border areas, poor areas and old revolutionary base areas, implement the valid period system

for teacher certificates, strengthen the teacher training, improve the training effect and enhance their work ethics and professional competence.

We should implement an exchange system between principals and teachers in public schools at county level, gradually execute the rule of appointing principals uniformly by education authorities at county level and advocate the system of employing principals under contractual terms. Also we should establish and improve a system under which school principals and teachers in urban areas are encouraged to work or to teach in rural schools or urban low-performing schools, improve the policies and measures that promote exchanges between principals and teachers within a county area, construct the teacher's dormitories in hardship and remote rural areas and set the rule that for any teacher in urban school who wants to be assessed and appointed under senior professional title, in principle, he or she must have at least 1 year experience in teaching at a rural school.

### **Conclusion**

The imbalanced distribution of teacher resources for compulsory education in urban and rural areas, as discussed in this paper, is in fact a matter relating to the equal distribution of education resources. The key to this problem lies in the education system. After drawing on the experience of those foreign countries with relatively long history of executing compulsory education system and combining specific social conditions in modern China, it is concluded that in the flow of teacher resources, we are still a long way from the solution of imbalanced distribution of teacher resources between urban and rural areas, and the specific solutions and thoughts on this problems are to be further studied and learnt by scholars, as well as to be tested and executed in practice by them.

In conclusion, the "new normal" found in China's society, politics and economy demands the government and the public authorities to take good measures to prevent and solve this imbalanced problem, and thus to narrow down the gap between urban and rural areas and promote education and social equalities. Relying on the education system and the welfare, manning quotas and policies on teachers in developed foreign countries, the government and the market may work together to adjust the distribution of resources in a reasonable and balanced manner, and hence to realize the sharing of education resources and education equality. We should improve and innovate the political thoughts on and the basic working method for compulsory education, in this way, while we realize the coordination between maximizing teaching benefit and the development of high quality universal education, on the whole, we can also promote the education development throughout the society, as well as the harmony and progress of the society.

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