

China's Education Policy and Integration of Floating Population

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1. Introduction

With the deepening of reform and opening-up and the acceleration of urbanization, China's population mobility is becoming increasingly active. While rural labor force moves to urban area in large scale, population flow among cities becomes more frequent. In China, floating population mentioned in statistics refers to the population with separated registered and actual residences i.e., population whose actual residence is not consistent with the household registration place and who has left their household registration place for more than six months, excluding those in municipal areas, i.e., population whose actual residence and household registration place are not in the same township street within the jurisdiction of a direct-controlled municipality or prefecture-level city or in two districts).¹ According to the 2016 China Floating Population Development Report issued by Department of Services and Management for Migrant Population of National Health and Family Planning Commission in 2015, China's floating population reached 247 million, accounting for 18% of the total population, which means one in every six people is a floating population.² Among them, about 169 million people are migrant workers who have left their household registration place for more than six months.³ During the next one or two decades, China's urbanization will be still at the rapid development stage. According to National New Urbanization Plan (2014-2020) issued by the CPC Central Committee and the State Council, it is expected that by 2020, there will be more than 200 million floating population in China.

The right to education is a basic right of citizens as well as a strong guarantee of individual survival and development. It is essential for the floating population to be truly integrated into their migration destinations. How to guarantee the right to education of those floating population who are at their right age for education and to ensure that they receive equal education opportunities is a difficult problem for governments at all levels.

2. China's Education Policy

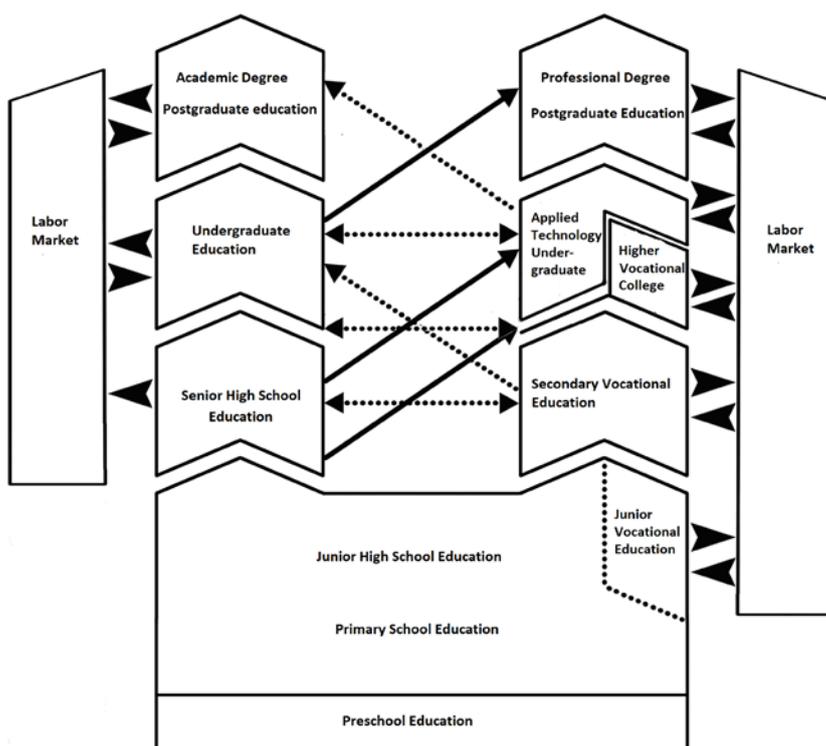
2.1 China's education system

China's education system consists of general education system, vocational education system and adult education system, but these systems may overlap on some occasions (See Fig.1).

¹ See National Bureau of Statistics: "China Statistical Yearbook 2016".

² See National Health and Family Planning Commission Mobile Population Division: "2016 China Floating Population Development Report".

³ See National Bureau of Statistics of China: 2015 Statistical Bulletin on the National Economic and Social Development of the People's Republic of China.



Source: The modern occupation education system construction planning (2014-2020) compiled by Ministry of Education, National Development and Reform Commission, Ministry of Finance, Ministry of Human Resources and Social Security, Ministry of Agriculture, State Council Poverty Alleviation Office.

2.1.1 General education

General education can be further divided into pre-school education, primary education, secondary education, and higher education stage.

Pre-school education refers to the education provided for children aged 3-6 in kindergarten.

Primary education refers to the education provided for children aged 6-12 at primary school.

Secondary education refers to education provided for children aged 12-17 at secondary schools.

Secondary school includes junior high school, senior high school, vocational high school and technical secondary school. Ordinary secondary school is divided into junior high school and senior high school, both of which have a 3-year long of schooling. Parts of junior high school graduates enter senior high schools and parts of them enter vocational high schools and technical secondary schools.

Higher education refers to specialized education, undergraduate and postgraduate education following secondary education. In China, higher education institutions

include universities, colleges and junior colleges, which have three functions of teaching, scientific research and social service. The function of social services refers to a kind of external fitness function that university responds to social needs. It means that under the premise of following its own characteristics and rules, and based on its academic superiority, universities can provide academic services to the community in a planned manner according to the needs of society and the level of the university.¹

2.1.2 Vocational education

Vocational education refers to the education to those who have the necessary vocational knowledge, skills and professional ethics to engage in a career or productive labor, including vocational school education and vocational training (see Table 1). Vocational school education is diploma education, which includes primary, secondary and higher vocational school education. Vocational school graduates qualified upon examinations and assessments will be awarded with the corresponding level of academic diploma. Vocational training is a skill-based education, including pre-service training, training for job-change, apprenticeship training, on-the-job training, post-transfer training and other vocational training and can be generally divided into primary, intermediate, and advanced vocational training. It focuses on training practical professional knowledge, skill and ability. Students qualified through graduation assessments will be awarded with the corresponding vocational training certificates, and qualification certificates, etc.

Table 1 China's Vocational Education System

Education level	Entities	Length of schooling	Target of enrollment	Teaching content	Training objectives
Primary vocational school education	Vocational Junior Schools	3-4 years	Primary school graduates or people with equivalent education background	Academic courses for junior high schools and vocational technology course	Workers with professional skills
Secondary vocational school education	secondary specialized school, technical schools, vocational high school, adult secondary schools	Mainly 3 years	Junior secondary school graduates and people with equivalent education background	Academic courses for high school, vocational knowledge, vocational skills training	Technicians of primary and middle level, administrative staff, all kinds of skilled talents
Advanced vocational school	Senior college, vocational university, adult	2-3 years	Ordinary high school and secondary	Academic courses for universities, general knowledge,	Applied & technical high-skilled talents

¹ Social services provided by colleges and universities include: (1) cultivating talents for local development; (2) providing scientific research and promote transformation of scientific and technological achievements or technology according to local needs; (3) formulating plans and providing consultancies for local economic and social development; (4) establishing science and technology parks; (5) establishing science and technology industries, directly serving local economy; (6) direct participation in governing and managing poverty-stricken areas to carry out corresponding services; (7) serving all kinds of social groups in the locality by utilizing school facilities such as libraries, laboratories, etc.

education	college		vocational school graduates	professional knowledge and skills	
vocational training	Technical training schools for adults, vocational school, career training center	Flexible	Open to all	Diverse content	Improve workers' technical knowledge and professional skills

Source: from various sources.

2.1.3 Adult education

Adult education includes adult technical training, adult non-diploma higher education and literacy education. There is no age and gender limit for adult education. Through adult education, people who are regarded as adults in society can strength their ability, enrich their knowledge and improve their technical and professional qualifications, or they may turn to a new direction and change their attitudes and behaviors to achieve all-round development and independent development through their balanced participation in social economy and culture.

2.1.4 Challenges

Currently, challenges faced by China's education system are mainly from two aspects: unfair allocation and possession of educational resources and low efficiency of China's education system.

First, various educational disparities have seriously affected the realization of educational equity. These educational disparities do not only include urban-rural disparity, regional and hierarchical disparity, but also include disparities among different education types.¹ Among them, urban-rural education disparity is the core of education disparities, which are manifested in terms of educational funds, teachers' level, enrolment and dropout rate. Regional disparity is mainly reflected in that educational resources in eastern part of China are much richer than those in middle and western regions. Hierarchical disparity is reflected in the fact that the trend of advantaged groups possessing higher quality educational resources has not been fundamentally reversed. Disparities in educational types are mainly found between key schools and ordinary schools, public schools and private schools, general education and vocational education, fundamental education and higher education.

Second, poor education quality has seriously affected the efficiency of China's education system. At present, although China's education system increasingly emphasizes quality education, exam-oriented education² still has decisive influence on students, teachers, schools and even the whole society. Under the influence of such educational ideas and methods, factors like exam competition, enrollment rate and academic results get more attentions, compared with the two evaluative factors for

¹ See Yuan Zhenguo. "Narrowing the Gap -- The Great Proposition of China's Educational Policy". Journal of Beijing Normal University (Social Science Edition), 2015, (3):5-15.

² Exam-oriented education refers to the educational thought and behavior which is separated from the needs of social development, contrary to the law of human development, and aimed at passing entrance examinations.

educational quality assessment recognized by UNESCO, i.e., “ensuring the development of learners' cognitive ability” and “promoting the development of learners' creativity and emotional development, and helping them build the necessary values and attitudes as responsible citizens”. As a result, learners’ knowledge acquirement is excessively highlighted, which is not conducive to learners’ comprehensive development and personality development and leads to the low overall efficiency of China's education system.

2.2 Main body, capacity and fund sources of China’s education system

2.2.1 Pre-school education

Pre-school education is an important part of China’s education system as well as the first link of fundamental education. As to educational body, there are multiple preschool educational bodies. Education departments, party and government organs, enterprises and institutions, street and rural collective organizations and other units and individuals can be organizers of pre-school institutions (i.e. kindergartens). Since the implementation of market-oriented reforms in 1980s, China’s pre-school education has generally formed the school running structure of “private kindergarten as the focus, supplemented with public kindergarten, with the participation of various forces”. Till the end of 2015, there were 223,700 kindergartens all over the country among which 146,400 of them are private kindergarten, accounting for 65.4% of the total.¹

Management system of pre-school education is “central government-led, provincial and municipal governments-planned and county-centered”, and local governments at all levels take charge of the regulated development of pre-school education in their administrative regions. At the same time, education departments of local governments organize part of kindergartens and allocate funds to them directly. Up till now, central and provincial governments seldom provide funds for pre-school education and municipal governments allocate few funds, forming a financial support structure that “local government takes in charge while central government gives awards and subsidies”. In addition, the central government focused on supporting the development of pre-school education in rural areas, especially in the central and western regions, as well as children from financially difficult families, migrant workers’ children and stay-at-home children to receive pre-school education.

The fund sources of different types of kindergartens vary widely. Governments, families and organizing institutions are all fund providers. Kindergartens organized by local education departments² gain the majority of government investment and their fund comes mainly from government investment with tuition payments from student families as supplement. In recent years, in kindergartens organized by the education department, the funds afforded by families increased greatly. And in some areas and institutions, this part of funds is even higher than government investment. Funds of kindergartens organized by other departments like agency units, enterprises and public institutions mainly come from family payments, non-operating expenses of state-owned enterprises and welfare expenses of public institutions. Except very few of urban and rural collective kindergartens can gain collective fund support, most of them generally

¹ See The Ministry of Education of the People’s Republic of China: Statistical Bulletin of National Education Development in 2015.

² Mainly county (city, district) level, town and sub-district governments

depend on family payments. As to private kindergartens, their funds and return of investment come from family payments, therefore the tuition fees are relative high.

According to “National Medium and Long-Term Plan for Education Reform and Development (2010-2020)” issued in 2010 and “Some Comments on the Current Development of Pre-school Education” issued by State Council, in the future Chinese governments at all levels will increase financial investment on pre-school education, strive to develop public kindergartens, actively support private kindergartens and gradually establish the school-running system that “governments dominate, society participate, public and private kindergartens develop simultaneously”. Governments at all levels will also struggle to build a pre-school public service system covering both urban and rural areas with reasonable layout, and guarantee children of the right age can receive basic and qualitative pre-school education. Recently, central government requests the local government to implement first and second phases of the three-year action plan for preschool education in counties and to increase financial investment continuously and the “kindergarten crunch” problem has thus been alleviated. From 2017, China begins to carry out the third phase of the three-year action plan for preschool education (2017-2020) and plans to basically build a wide coverage, fundamental and high-quality pre-school education public service system. The national gross enrollment rate of three-year pre-school education reaches 85%, and public interest kindergarten coverage rate (the percentage of children at public kindergartens and public-interest kindergartens¹ in the total kindergarten children amount) reaches around 80%.

2.2.2 Primary and secondary school education

In China, primary and secondary school education can be further divided into three stages: primary education, junior high school education and senior high school education. Primary education and junior high school education are also called the compulsory education. According to the constitution, all the children and teenagers at the right age must receive the nine-year compulsory education which should be guaranteed by country, society² and family.

Primary and secondary educational institutions are often organized by local governments and few are organized by enterprises and public institutions, individuals and non-governmental organizations. In particular, in 2015, among 190,500 primary schools around the country, only 5895 of them are private ordinary primary schools; among the 52,400 junior high schools around the country, only 4876 of them are private ordinary junior high schools; among the 13,400 ordinary senior high schools around the country, only 2585 of them are private ordinary senior high schools.³

¹ Public-interest private kindergartens refer to the private kindergartens that are running on a not-for-profit basis, whose establishment conditions and quality of childcare education reach to the level of similar public kindergartens, and who are entrusted and funded by the government to provide pre-school education services with the same charging standards as public kindergartens.

² According to Article 5 of the “Law of the Chinese People’s Republic of China on Compulsory Education,” schools that implement compulsory education in accordance with the law should complete education and teaching tasks in accordance with prescribed standards and ensure the quality of education and teaching. Social organizations and individuals should create a favorable environment for school-age children and adolescents to receive compulsory education.

³ The Ministry of Education of the People’s Republic of China: Statistical Bulletin of National

The management system of China's primary and secondary school education is "local government responsible and multi-level management" and governments at all levels are responsible for the regulated development of primary and secondary education in their administrative regions. Education departments of local governments (mainly refer to governments at municipal and county level, town and sub-district governments) organize the most primary and secondary educational intuitions and allocate funds for them directly.

The fund sources of compulsory education and senior high education vary widely. Since the implement of Reform of Funds Guarantee System for Rural Compulsory Education in 2006, China has gradually established a united Guarantee Mechanism of Compulsory Education in Urban and Rural Areas, in which central and local governments afford funds on the basis of the items and proportions. The specific contents are as follows:

First, the state exempts students at compulsory education stage from tuition and fees, provides textbooks for free, and gives living subsidies for boarding students from financially difficult families. Private school students are exempted from tuition fees in accordance with the student's average public fund quota determined by central government. Costs of textbooks of national curriculum (including subsidies for publication of minority textbooks) are all borne by central government while costs of textbooks of regional curriculum are borne by local governments. And living subsidies for boarding students from financially difficult families are shared by central and local government at 5:5. Second, the central government unifies student's average public fund quota for compulsory education schools, subsidizes public funds for urban and rural compulsory education schools (including private schools) in accordance with standards not below such benchmark quota and properly increases subsidies for boarding schools, small schools and schools in northern heating districts. Student's average public fund quota and subsidies for boarding schools, small schools and schools in northern heating districts are shared by central and local government proportionally. For western area and counties (cities or districts) of middle area which carry out the western development policy, the proportion is 8:2; for other regions of middle area, the proportion is 6:4; and for eastern area, the proportion is 5:5. Third, funds of maintenance and renovation, seismic reinforcement, renovation and expansion of school buildings and ancillary facilities for public compulsory school in central and western rural areas are shared by central and local government at 5:5; for schools in eastern rural area, the central government substitutes subsidies with rewards and gives them proper rewards. And funds of maintenance and renovation, seismic reinforcement, renovation and expansion of school buildings and ancillary facilities for public compulsory school in urban areas are borne by local governments.

Forth, central government gives salary subsidies for compulsory education teachers in western and middle areas and part of eastern areas. Provincial government offers transfer payment for financially weak areas in its administrative regions. And county-level government ensures that the salaries of teachers in the county are paid on time and in full.

Chinese senior high school education belongs to non-compulsory education with non-mandatory, non-obligatory and quasi-public goods features. Its fund comes mainly

from government financial allocation, necessary tuition and fees paid by student families and others (see table 2). To be specific, the funding sources include: financial allocation by central and provincial governments, funds sponsored or directly invested by social organizations, market entities and individuals, school undertaking revenues such as tuition and fees and others, relevant service fees for conducting teaching activities, funds collected by school-run enterprises and other business activity income, other relevant income.

Table 2 Sources of educational fund of China's ordinary senior high school (2008-2014)

(Unit: billion RMB)

source Year	Total	State financial educational funds	Education funds in public finance budget	private school organizers' investment	Social donation	undertaking revenue	Tuition and fees	Other education funds
2009	177.94	110.93	98.54	0.71	2.42	58.98	40.72	4.90
2010	200.33	132.18	117.59	0.99	1.82	61.05	43.57	4.29
2011	249.44	180.00	153.76	0.77	1.86	62.38	45.46	4.43
2012	-	-	-	-	-	-	-	-
2013	322.63	249.96	213.05	1.20	1.07	65.07	47.28	5.32
2014	335.85	261.92	229.21	1.49	1.09	66.20	50.94	5.16

Data source: Educational statistics yearbook of China (2009-2015).

2.2.3 Vocational education

In China, vocational education includes vocational school education and vocational training. According to “Modern Vocational Education System Construction Planning (2014-2020)” compiled by Ministry of Education, National Development and Reform Commission, Ministry of Finance, Ministry of Human Resources and Social Security, Ministry of Agriculture, State Council Poverty Alleviation Office, China has established a school-running system that government, enterprises and other social forces all work as educational bodies and public and private vocational schools develop simultaneously. At present, China has established world's largest vocational education system, among which school running patterns include government-run, enterprise-run and social force-run patterns. Compared with vocational school education, vocational training is organized mostly by enterprises and social forces.

In management system, China's vocational education adopts “Centralized management, graded responsibility”. Vocational schools are managed by educational departments, while Human resources social security departments are responsible for the management of technical schools and vocational training institutions. Management of higher

vocational education is province-based and management of secondary vocational education and part of higher vocational education is city-based. Primary vocational education only exists in very few former revolutionary base areas which have difficulty in implementing the nine-year compulsory education¹ and is often managed by county-leveled education departments. With the development of China's economy and society, primary vocational education has been basically transformed into basic or introductory occupation training.

In 2015, funds for national vocational education amounted to 295 billion yuan, an increase of 149 billion yuan over 2010 and an annual increase of 15.1%. The financial sources of vocational school education and vocational training vary a lot. Among vocational school education, primary vocational school education is included in the nine-year compulsory education system so that its fund is generally guaranteed by government finance. Financial sources of secondary vocational education and higher vocational education mainly include state financial educational funds, private school organizers' investment, social donation, undertaking revenue and other educational funds (see table 3). For both secondary vocational education and higher vocational education, state financial educational fund is the main financial source and the proportion of educational costs borne by student families in undertaking revenue still relatively high. However, the national investment in secondary vocational education is obviously higher than higher vocational education, which means students in later stage need to bear higher educational costs than students in former stage. As to the variation trend of financial sources of secondary vocational education, undertaking revenues like tuition and fees, private school organizers' investment and social donation decrease continuously while the amount and proportion of state financial educational funds increase constantly. This means, recently the state has constantly increased investment in secondary vocational education and the educational costs borne by student families decreases gradually. It is still an arduous task to attract and utilize social capital to share part of the cost of vocational education and form the multiple investment system of secondary vocational education.

Table 3 Financial sources of China's secondary vocational schools (2008-2014)

(Unit: billion RMB)

source Year	Total	State financial educational funds	Education funds in public finance budget	private school organizers' investment	Social donation	undertaking revenue	Tuition and fees	Other education funds
2009	119.89	81.42	70.86	1.28	0.39	33.51	27.78	3.28
2010	135.73	96.83	83.25	1.29	0.26	33.20	27.66	4.16

¹ By the end of 2015, there are only 22 junior high schools all over the country. See the Ministry of Education of the People's Republic of China: Statistical Bulletin of National Education Development in 2015.

2011	163.85	125.91	103.79	1.29	0.25	32.27	26.68	4.14
2012	-	-	-	-	-	-	-	-
2013	199.79	171.90	139.86	0.89	0.42	21.22	15.29	5.35
2014	190.65	164.73	143.93	0.54	0.21	19.29	12.37	5.88

Data source: Educational statistics yearbook of China (2009-2015).

3. Educational integration of China's floating population

3.1 Pre-school education

In China, the main driving force of population flow is economic and population differences among regions. Driven by such differences, population flows from low-income area to high-income areas, from less developed areas to economically developed areas and from rural areas to urban areas. While population migrates to economic developed and high labor demand urban areas, the fierce local pre-school education competition becomes even more intense. With restrictions of household registry, migrant workers' children¹ cannot enter public kindergartens in places of movement, instead, they have to go to expensive private kindergartens or schools for migrant workers' children² where teaching condition is relatively low, teacher's level is not high and teaching method is not scientific. Meanwhile, as pre-school education has not been include in compulsory education period, there is no relevant legislation to guarantee children's rights of receiving pre-school education and what pre-school education institutions migrant workers' children can go is also influenced by parent's thoughts and family economic conditions. For instance, in order to improve living conditions, migrant workers put more time and energy on making money and pay less attention on their children' education.

Although local government is the responsible subject for developing pre-school education, central government sets up funds for pre-school education development in public finance budget, gives special support for migrant workers' children receiving pre-school education in the place of movement, and finance children from migrant workers' families with financial difficulty, orphans and disabled children who study in public interest kindergartens.³

3.2 Primary and secondary school education

The accompany rate of migrant workers' children is still at a low level, but presenting a growing momentum in recent years (see table 4). With progress of people-centered urbanization, implementation of citizenization policy for migration rural population and

¹ Migrant workers' children refer to those who have no urban household registration but live with their migrant parents or guardians in cities above county-level and should receive the nine-year compulsory education according to law. See Yuan Zhenguo: "A Study on the Education of Migrant Workers' Children in China". Beijing: Educational Science Press, 2010:15.

² Schools for migrant workers' children also belong to private schools, but the teaching level and school conditions of such schools are even worse than average private schools.

³ See the Ministry of Finance of the People's Republic of China, the Ministry of Education: "Funds Management Methods of Central Government to Support the Development of Pre-school Education".

enrollment policy for migrant worker' children with residence permit as the main basis, more and more migrant workers will bring their children in cities for education, and urban education will undoubtedly face greater potential enrollment pressure. The difficulties faced by migrant workers' children in receiving primary and secondary school education in places of movement mainly include: First, it's difficult for them to enter public schools as there are many thresholds ; second, the education cost is high, accounting for a large proportion of household annual income; third, they have difficulty in taking entrance examination for secondary school and have little opportunity of entering ordinary senior high schools; forth, it's hard for them make adaptations in learning and frequently transferring to another school can easily cause "Weak cumulative effect".¹

Table 4 Data of China's migrant workers and the enrollment of their children (2009-2015)

Index \ Year	Year						
	2009	2010	2011	2012	2013	2014	2015
Number of migrant workers (ten thousand) *	22 978	24 223	25 278	26 261	26 894	27 395	27 747
Number of migrant workers' children (ten thousand)	997.11	1 167.17	1 260.97	1 393.87	1 277.17	1 294.73	1 367.10
Number of migrant workers' children at primary school stage (ten thousand)	750.77	864.30	932.74	1 035.54	930.85	955.59	1 013.56
Number of migrant workers' children at junior high school stage (ten thousand)	246.34	302.87	328.23	358.33	346.31	339.14	353.54
Accompany rate of migrant workers' children (%)	30.95	33.94	36.43	38.03	37.52	38.42	40.37
Accompany rate of migrant workers' children at primary school stage (%)	34.38	37.16	39.36	40.56	39.25	40.40	42.28
Accompany rate of migrant workers' children at junior high school stage (%)	23.74	27.22	30.06	32.24	33.54	33.74	35.74
Proportion of migrant workers' children (%)	6.43	7.67	8.41	9.64	9.25	9.36	9.76
Proportion of migrant workers' children at primary school stage (%)	7.45	8.69	9.40	10.68	9.94	10.11	10.46

¹ See Wu Zhihui, Li Jingmei. "The Realistic Dilemma and Policy Choice of Migrant Workers' Children on Compulsory Education in Urban Areas". Education Research, 2016, (9):19-31.

Proportion of migrant workers' children at junior high school stage (%)	4.53	5.74	6.48	7.52	7.80	7.73	8.20
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Note: here, the number of migrant workers includes the annual number of migrant workers who work outside local towns and villages for more than six months and local migrant workers who engage in non-agricultural industries for six months.

Data source: collected from and calculated by National migrant workers monitoring survey report (2009-2015) and Statistical Bulletin of National Education Development (2010-2015) issued by Ministry of Education.

Chinese government paid high attention to the fair opportunity of receiving compulsory education for migrant workers' children and the relevant formulated education policies has changed from "two-oriented" policy (public school-oriented, local government-oriented) ¹ to "two-incorporated" (incorporate permanent residents into the regional education development planning, and incorporate the education of migrants' children into government budget) ² and to "two unifications" (uniformly providing compulsory education for migrant worker's children with the basis of residence permit, uniformly provide "the two exempt and one subsidy" funds and student's average public fund quota with the flow of students) ³ and the enrollment situation of migrant workers' children in migrated areas has been obviously improved. ⁴

According to "The 13th Five-Year Plan For National Education Development" formulated by the State Council, China will adapt to the requirement of reform of household registration system, establish regulations for admission of migrant workers' children with residence permit as the basis, simplify admissions process and document requirements and ensure eligible migrant workers' children can enter public schools or private schools with government purchase of services. Governments of megacities and cities with concentrated migrant workers' children can formulate specific measures according to reality.

According to "Opinion on the work of migrant worker's children participating in local school entrance examination after compulsory education" formulated by Ministry of Education, local governments are required to formulate policy enabling migrant workers' children to take senior high school entrance examination and college entrance exam in cities where their parents work and live, so as to guarantee their opportunities of entering a higher school. However, many places have set harsh conditions. As far as senior high school entrance examination is concerned, migrant workers' children can basically gain access to vocational high schools, but they still face many difficulties in attending ordinary high schools. Ordinary high schools adopt jurisdictional management system based mainly on local finance, as to senior high school education of migrant worker's children which is neither within the jurisdictional management range nor

¹ Refer to "Decision of the State Council on Reform and Development of Basic Education" issued by the State Council on May 29, 2001.

² Refer to "National New Urbanization Plan (2014-2020)" issued by the CPC Central Committee and the State Council on March 16, 2014.

³ Refer to "Opinions of the State Council on Promoting the Unified Reform and Development of Compulsory Education in Urban and Rural Areas in Counties" issued by the State Council on July 2, 2016.

⁴ Refer to Wu Zhihui and Li Jingmei, "Practical Difficulties and Policy Choices of Rural Migrant Workers' Compulsory Education in Cities", Educational Research, No.9, 2016, Page 19-31.

belongs to compulsory education stage, without restriction of state policy and support of national finance, local government usually limit or reject its development.

3.3 Vocational education

Since 2009, the Ministry of Finance, the National Development and Reform Commission, the Ministry of Education and the Ministry of Human Resources and Social Security have implemented free education policy for secondary vocational education and have continued to expand its scope to cover all secondary vocational school students. With this policy, migrant workers' children in secondary vocational education stage are exempted from tuition fees. At the same time, the Chinese government also established secondary vocational school national grants, and gave subsidies to agriculture-related major students (including migrant workers' children), and non-agriculture-related major students with economic difficulties.¹

In recent years, secondary vocational schools have taken a series of measures to enhance their attractiveness and motivate children take the initiative to choose to receive secondary vocational education, including expanding the scale of enrollment, reducing the threshold of admission, and providing general grants for students without household registration restrictions.

3.4 The role of social organizations in floating population education

Chinese floating population become new residents of migrated cities and are increasingly eager to integrate into the city. However, as social capital and social relations established and owned by floating population in migrated places are insufficient and public services provided by migrated cities are largely connected with household registration status, floating population and their children face lots of obstacles and difficulties in equally receiving pre-school education, primary and secondary education, vocational education and even really integrating into migrated cities.

Social organizations also should and could play a positive role in serving and managing Chinese floating population. At present, social organizations in China are still immature and have limited social service ability and capacity. However, in the face of strong social needs, some new social organizations that specialized in providing various services for floating population are being established in many large and central cities and many original social organizations are gradually turning to floating population who are relatively weak in social capital.

Summarizing practices conducted by different areas, the main ways and means by which Chinese social organizations provide education service for floating population include:

First, in areas where the floating population is relatively concentrated, some social organizations set up schools aiming at floating children (that is, school for migrant

¹ See the Ministry of Finance of the People's Republic of China, the National Development and Reform Commission, the Ministry of Education, the Ministry of Human Resources and Social Security: "Views on expanding the scope of the education free tuition policy for secondary vocational education to further improve the state financial aid system"

workers' children) or directly work as such institutions to provide pre-school education, ordinary primary and secondary school education for children of floating population.

Second, in areas where the floating population is relatively concentrated, some social organizations establish vocational skills training schools or directly work as such institutions to provide floating population and their children with vocational skill training and extended employment service and enhance their employment abilities.

Third, some social organizations also provide policy counseling services for floating population and their children when receiving various types of education, or provide protection services when their educational right suffers damage. For instance, the main purposes of Zhejiang Cixi city harmony promotion association include: understanding social conditions and public opinion, reflecting the members' views, requirements and suggestions, providing labor and employment, housing leasing, family planning, children enrollment, poverty alleviation, legal advice, civil mediation and rights protection and other convenience services for new and original residents of the city.

4. Conclusions

The main difficulties faced by Chinese floating population when receiving various levels and types of education include:

First, household registration system and urban-rural dual social policies on employment, education, social security and housing are the institutional factors that restrict floating population's equal access to education. In China, to meet the needs of all levels of expenditure, the central and local governments divide their respective revenue and administrative authority according to the characteristics of taxation, and implement the hierarchical administrative financial system which integrates expenditure with revenue. In education field, except the nine-year compulsory education and secondary vocational education, other types of education basically follow the local finance-based jurisdictional management system. In this system, local governments at all levels, including governments at city level, use their fiscal revenue to finance local residents to receive education first and migrants are put in the second place. Therefore, it difficult for floating population and their children to enter public schools with local financial guarantee. However, with the progress of China's household registration system reform, household registration restrictions on floating population's equal access to education are gradually disappearing. In accordance with Article 12 of "Provisional Regulations on Residence Permit of the People's Republic of China", which was formally implemented on January 1, 2016, governments at or above county level and their relevant departments shall provide basic public services for residence permit holders, including compulsory education as well as "other basic public services prescribed by the State". According to "The 13th Five-Year Plan on promoting the equalization of basic public services" formulated by the State Council, "other basic public services prescribed by the State" include financing public interest pre-school education, providing national grants for secondary vocational education and ordinary senior high school, and exempting students in secondary vocational education from tuition and fees.

Second, high education cost in the city is a realistic factor that restricts floating population's equal access to education. The living cost in high-income, developed and urban areas is much higher than that in low-income, underdeveloped and rural areas,

and the education cost is in particular.¹ In China, the main driving force for population mobility is economic and population disparities among regions and the main reason that floating population migrate to cities is to gain better economic benefits. However, the high education costs of migrated cities have seriously affected the willingness and ability of floating population to receive all types of education at all levels.

Third, inadequate supply of educational resources in urban areas is the objective factor that restricts floating population's equal access to education. Generally speaking, governments of local cities usually supply public school degrees and allocate school space layout, authorized strength, financial investment and other educational resources based on the population at education age with household registration. With the continuous progress of urbanization and influx of school-age population, the contradiction between traditional "territorially responsible" educational resource supply system and floating population's equal access to education began to appear. Meanwhile, China "adheres to basically arrange migrant workers' children to enter public schools", however, when public schools in urban areas can not meet the need of migrant workers' children to receive compulsory education, the optional policy of "arranging them to study in public interest private schools with government purchase services" is seriously restricted by poor conditions, low teaching quality and high school costs of private schools.

Forth, policy imperfection for migrant workers' children for school entrance is also an important factor restricting floating population's equal access to education. Although the Ministry of Education of China formulated active and prudent entrance examination policies for migrant workers' children which "take into consideration the practical needs of migrant workers children to enter a higher school and carrying capacities of local educational resources", and even put forward additional measures of "appropriately increasing college enrollment plans" to guarantee that migrant workers' children can take college entrance examinations in migrated areas if restricted by admission ratio of college entrance examination. But these policies basically concentrate on college entrance examination and make no clear regulations on whether migrant workers' children can attend senior high school entrance examination. Therefore, provincial governments have formulated a series of limiting conditions on entering ordinary senior high school based on the so-called practical situations, which has severely influenced migrant workers' children's opportunities of entering a higher school.

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¹ For example, the total cost of education for migrant workers' children at the compulsory education stage mainly includes: tuition fees (private schools and schools for migrant worker' s children will collect a certain amount of tuition fees, and the state will exempt students who receive compulsory education in private schools from tuition and fees according to student' s average public fund quota determined by central government. For public schools, free of charge mainly means free of tuition and fees, free textbooks, and offering living subsidies for boarding students from financially difficult families, which can be collectively referred to as "two free and one subsidy"), extracurricular tuition fees, stationery fees, school meals, school transportation and other education expenses.

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