

The Implementation Dilemma and Solution of Teacher Exchange Rotation in Compulsory Education

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Abstract: The implementation of the policy of teacher exchange rotation in the compulsory education stage can provide an exchange platform and opportunity, promote the professional development of teachers, and balance urban and rural education resources. However, there are many difficulties in the implementation of the policy of teacher exchange and job rotation, such as unclear powers and responsibilities of various administrative departments, unscientific and fair selection procedures, and low willingness of teachers to exchange. This requires clarifying the scope of authority and responsibility of each department, building a department linkage mechanism, establishing a sound scientific and fair selection procedure and supervision mechanism, and increasing the incentive measures for mobile teachers in the exchange and job rotation policy, so as to effectively enhance the sense of belonging of teachers.

Keywords: Teacher mobility, Job rotation, Exchange of teacher resources.

1. Introduction

In recent years, in order to promote the balanced development of compulsory education and the realization of education equity, China has successively introduced a series of relevant policies to implement the "teacher exchange and job rotation system", namely, "county management and school recruitment" teacher management. In 2013, the Ministry of Education issued the Opinions on Deepening the Comprehensive Reform in the Field of Education, proposing to "comprehensively implement the primary and secondary school teacher exchange system". In 2019, the Central Committee of the Communist Party of China and the State Council issued the Opinions on Deepening the Reform of Education and Teaching and Improving the Quality of Compulsory Education in an All round Way. In terms of optimizing the allocation of teacher resources, it is required to "increase the two-way exchanges between urban and rural teachers in the county, and regularly rotate their posts, and establish a teaching system for teachers in school districts (towns)." It can be seen that the reform of the teacher exchange rotation policy has gradually deepened and has become an important policy in the new era of compulsory education. A series of policies have basically solved the problem of the shortage of rural teachers, but can not solve the problem of "poor teaching". The policy of teacher exchange and job rotation has become the specific practice of school administrators to revenge themselves, "punish" the stabbing teachers and safeguard the interests of the school. In the process of playing games with the leaders of the dispatched schools, the floating teachers often choose to slack off, ask for sick leave, vent their dissatisfaction and other practices to deal with them negatively. The policy of mandatory rural mobility or work experience ignored the voice of the relevant group of teachers, which led teachers to regard working in rural areas as a "exile" type of transitional work. With the implementation of the Action Plan for the Revitalization of Teacher Education (2018-2022), if the urban and rural teacher exchange and job rotation system is not implemented effectively, the gap in the quality of urban and rural teachers will be further widened. How to examine and

improve the policy of exchange and rotation of teachers in urban and rural areas to improve the quality of rural teachers is a matter of concern.

2. Literature Review

2.1. Domestic Related Literature Research

In the theoretical study of teacher exchange rotation, scholars have expounded the necessity of teacher rotation from different perspectives. From the perspective of the balanced development of compulsory education, for example, the famous scholar Zhou Hongyu (2007) introduced the teacher rotation exchange system in his works. Zhou Hongyu believed that only by improving the quality of education as a whole can we promote the balanced development of school teacher resources in various regions. The implementation of the regular rotation and mobility system of teachers is the most effective and important way [1]; From the perspective of policy analysis, Jiao Nan (2020) proposed that the teacher exchange and job rotation policy should be placed under the national macro policy system, compared with various existing systems in various regions, found out the contradictions, reformed the teacher management system, advocated the concept of high-quality and balanced development of compulsory education, gradually established the status of teachers as civil servants, and improved the incentive and security mechanism, Only in this way can we provide talent and institutional support for the balanced allocation of teacher resources and the flow of excellent teachers [2];

Fan Gaixia (2019) believed that clear policy objectives and standard and standardized job rotation procedures can promote the role of policies to the utmost [3]; From the perspective of teachers' personal growth and development, Zhang Dirong et al.

To sum up, the research on teacher exchange rotation in China is mainly based on the fact that teacher exchange rotation is an educational policy, which is analyzed from the formulation of policy text, the standardization of implementation procedures to the realization of policy implementation effects. At the same time, the teacher exchange and job rotation system is measured by the active

participation of teachers. Therefore, in the specific implementation, we should pay attention to the actual needs of teachers, respect the wishes and demands of teachers, and improve the enthusiasm of teachers' participation.

2.2. Research on Relevant Foreign Literatures

In order to promote the balanced development of basic education, various countries have also carried out some research and practice in the field of teacher mobility. In the face of the problems and crises in basic education, the United States put forward in the announcement that it is necessary to put the reform of teacher management in the important position of national development and improve the attention to the development of teacher groups. Daviad (2013) proposed that teachers should hold national or state teacher qualification certificates through analysis of charter schools, and work with certificates. Through the flow of teachers, the proportion of qualified teachers in schools should be increased. [5] Richards (2005) believed that if teachers' educational and teaching behaviors were more encouraged and appreciated by other teachers or school leaders, teachers would be less likely to flow. [6] At the same time, family factors are also the main factors for teachers' mobility. Stinebrickner (2001) found that even if teachers are in higher paying schools, the influence of family members will also promote teachers' mobility. [7]

To sum up, the flow of teachers in the basic education stage can adjust the structure of teachers and optimize the allocation of teachers. The main causes of teacher mobility are: policy requirements, school environment and personal factors of teachers. Therefore, it is necessary to fully coordinate the three factors and improve the enthusiasm of teacher mobility.

3. The Significance of Teachers' Exchange of Job Rotation

3.1. Balancing Urban and Rural Educational Resources

The teacher exchange and job rotation can uniformly manage and deploy the primary and secondary school teachers in the whole county, so as to meet the needs of different schools for teachers and ensure the smooth development of teaching work in each school. In the same county, high-quality backbone teachers are no longer the exclusive resources of a school, but are uniformly allocated and managed by the education department, which is conducive to improving the teaching quality and teacher strength of rural schools, thus promoting the balanced development of compulsory education in the region.

3.2. Promote the Improvement of Teaching Level

Kurt Lewin, the father of American social psychology, put forward the theory of field dynamics, which believes that individual behavior dynamics are the result of the interaction of internal and external factors, and the external environment plays an irreplaceable role. [8] Teachers' job rotation exchange is a means to achieve the balance of educational resources by allocating high-quality teachers. Excellent teachers and principals can bring advanced teaching concepts and methods to schools through job rotation, and update their teaching concepts.

3.3. Provide Communication Opportunities

The teacher exchange and job rotation policy not only provides opportunities and platforms for teachers to develop, promotes the rational flow of teachers, but also optimizes the allocation of teacher resources. From the perspective of teachers' growth, teachers' exchange and rotation can provide opportunities for teachers to learn in different schools, which not only helps to improve teachers' professional ability, but also promotes their own growth; From the perspective of teacher structure, teacher exchange and job rotation can optimize the teaching staff, promote the flow of talents and improve the quality of education.

4. The Implementation Dilemma of Teacher Exchange Rotation

4.1. Unclear Rights and Responsibilities of Various Administrative Departments and Lack of Organic Linkage

The management of teachers in the compulsory education stage involves many departments, such as teacher staffing, salaries, personnel, education and teaching. The management functions are distributed in different administrative departments, such as organization, finance, human society and education. Relevant documents pointed out that "in the process of implementing the county management school employment policy, education, human resources and social security, finance, establishment, organization and other departments at all levels should form a linkage mechanism". However, in the specific process of carrying out the work of teacher mobility, the identity of "economic man" of various departments makes it very easy to have problems such as piecemeal management and poor communication in the specific implementation of policies, and it is often difficult to form an effective linkage mechanism. The reason is that, on the one hand, each administrative department lacks a sound management system, lacks administrative strength in the operation process, and is difficult to carry out effective administrative coordination. On the other hand, the post standards for teachers have not been set reasonably in some districts and counties, and the problem of excessive staffing is widespread. In the teacher exchange rotation, there are many functional departments involved, and the cost of organization and management, communication and interaction, communication and coordination among various departments is high, which directly leads to the reduction of management efficiency. Therefore, it is necessary to carry out a detailed division of labor for each administrative department, clarify their respective responsibilities, so as to form an effective linkage mechanism between various departments, and ensure the effective implementation of the teacher exchange rotation policy.

4.2. The Process of Teacher Exchange and Job Rotation Is Not Scientific and Fair Enough

The teacher exchange and job rotation system is not perfect, and the operating procedures are not clear enough, leading to subjective factors often play a decisive role. The headmaster in charge of this work has too much power, which is easy to breed corruption, power rent-seeking and other problems. According to previous survey data, only 27.52% of teachers in some regions actively participate in teacher mobility, while 35.01% of teachers are completely passive. [9]

From the perspective of teachers, some teachers who are unwilling to participate in job rotation based on personal career considerations or family factors try their best to avoid policy loopholes, such as physical discomfort, to delay job rotation. What's more, we will try to win over managers by giving gifts and "going through the back door" to delay the job rotation; From the school level, in order to avoid lowering the overall teaching level of the school, urban schools are often reluctant to send outstanding backbone teachers to rural schools. Under the pressure of policies, urban schools tend to send teachers with poor teaching ability, harsh teachers, "honest and obedient" teachers, and teachers who have made mistakes in some aspects to rural schools. For example, in April 2017, Teacher Xia of Fengy Primary School in Maoxian County, Sichuan Province was transferred to primary schools in remote towns because of corporal punishment of students. What's more, the teacher exchange rotation system in some places has evolved into a means for some schools to punish teachers. When teachers' behaviors fail to meet the requirements of the school, the school will communicate them to other schools to show punishment.

4.3. Low Willingness of Teachers to Communicate

According to the survey data of 11867 headmasters conducted by the Chinese Academy of Education, 52.8% of the headmasters believed that the needs of the shift teachers were not well met. "The negative emotions of (shift teachers) were very serious, and many shift teachers believed that they were not valued or respected." [10] On the one hand, outflow schools generally follow the unspoken rule of "high-quality teachers do not let go, and only those who are not excellent enough can flow". Teachers who participate in job rotation will inevitably be labeled as "poor teaching ability", "unpopular" and other negative labels. At the beginning of job rotation, they bear the pressure of public opinion of "exile", causing great harm to their personal feelings; On the other hand, when teachers flow into rural schools, they will face problems such as too far away from home and school, difficulty in taking care of family, difficulty in adapting to life, and uncertain prospects for professional development. The floating teachers' low willingness to flow and utilitarian motivation will lead to slackness and irresponsibility, and ultimately it is difficult to play the exemplary role of floating teachers in school.

5. Solutions to Teachers' Exchange of Job Rotation

5.1. Clarify the Responsibilities of Each Department and Build A Department Linkage Mechanism

All local implementing agencies have corresponding rights and responsibilities in the process of policy implementation. The county-level government departments should hold special working meetings together with education, personnel, staffing, finance and other relevant departments. On the basis of the provincial and municipal guidance, and in combination with the actual situation of the region, they should openly solicit opinions and strictly demonstrate, formulate and issue scientific guidance opinions, define the boundaries of powers and responsibilities between each functional department and the school in the process of implementing the teacher

exchange rotation policy, and ensure that each subject has evidence to rely on in the process of implementing the policy. On the one hand, to change the current situation of the absence of county (district) level government organizations and control subjects, on the other hand, it needs the active cooperation of compulsory education schools to implement the exchange and job rotation policy in schools.

At the same time, in order to deal with the problem of poor management and communication among various departments, a responsibility list system and a joint meeting system should be established. The leaders in charge at the county and district levels should take the lead, coordinate the education, personnel, staffing, finance and other departments at the county level, and form an effective multi sectoral linkage mechanism. [11] In addition, in view of the problems that may exist in the process of policy implementation, such as violation of teachers' wishes and forced communication, a supervision committee should be formed jointly by various administrative departments at the county level, schools and teachers' representatives to further open the appeal channels, ensure that in the specific formulation and implementation of the teacher exchange rotation policy, fully listen to the views of all parties, and change the previous wrong practices of top-down and forced implementation, We will earnestly safeguard the legitimate rights and interests of teachers.

5.2. Establish A Scientific and Fair Selection Procedure and Supervision Mechanism

The exchange of teachers should be carried out orderly with laws and regulations to follow. Therefore, it is necessary to formulate laws and regulations on teachers' job rotation exchange, form scientific, reasonable, open and transparent communication procedures, standardize the implementation procedures of teachers' job rotation, define the term of job rotation, specific conditions and welfare benefits of teachers participating in job rotation, adhere to the principle of "multi participation, scientific and comprehensive", and let the teacher selection process operate in the sunshine. At the same time, strengthening the supervision of teachers' exchange and rotation and improving the transparency of supervision are important measures to innovate the supervision mechanism of teachers' exchange and rotation. The education administrative department should also start from itself, broaden the channels of public supervision, establish a third-party supervision institution, consciously accept public supervision, and implement a diversified and three-dimensional supervision mechanism that combines public supervision with managers, teachers in rotation, the government and the education administrative department.

5.3. Increase the Incentive Measures for Mobile Teachers in The Exchange Rotation Policy

In addition to considering their own family factors, the imperfect incentive mechanism is also an important factor in the implementation of teachers' exchange policy, such as teachers' weak will and strong resistance. Therefore, in the promotion of teacher exchange and job rotation measures, in addition to strengthening the guidance of public opinion, establishing and improving the corresponding incentive measures is an important guarantee for the smooth implementation of this policy.

First of all, we should determine the mobility situation and choose the mobility theme according to the actual difficulties

and needs of rural education, improve the support and incentive policies for teacher mobility, strengthen the guidance for new teachers, and negotiate educational financial investment and formulate relevant compensation plans according to teacher exchange organizations, provincial administrative departments, schools and teachers. In order to alleviate the concerns of teachers' communication, family distribution should be gradually implemented.

Secondly, in the process of selecting and sending teachers, the outgoing school should fully respect the shift teachers, let the communication unload the emotional burden, participate in the teacher rotation with a positive attitude, and ensure the flow of enthusiasm of the shift teachers from the source of the teacher rotation mechanism.

Finally, we should also give some spiritual compensation to the teachers in rotation, such as appropriate tilt in training opportunities, professional title evaluation and appointment, and evaluation of excellence. In view of the fact that some schools are unwilling to send outstanding teachers for their own development, schools should also be listed as compensation objects in the compensation plan, so as to improve the enthusiasm of schools in this regard.

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