

A STUDY ON THE  
COMPLEMENTARY POLICIES OF  
RURAL TEACHERS IN THE UNITED STATES

# 美国农村教师 补充政策研究

卢锦珍 著

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# 摘要

教师补充是指在现有师资力量基础上，根据教育发展的需要“进一步充实”教师队伍，包括数量与质量上的充实。农村教师补充则是指根据农村教育发展需要，为农村学校补充足够数量且具有相应资质的教师。在一定意义上，农村教师补充更强调对优秀人才的“吸引”，它涉及教师的培养、招聘和保留等各环节，而非仅指招聘。

长期以来，我国农村教师补充存在不少问题。如要达到与城镇学校相同的班师比，我国农村教师总量仍不足，且结构性短缺严重。此外，农村学校难以吸引高水平教师，教师流失问题突出。为此，国务院、教育部等部门发布了一系列关于农村教师补充的重要文件，实施了农村义务教育阶段特色岗位教师计划等农村教师补充项目。但至今为止，乡村教师补充渠道不畅、整体素质低的问题依然未得到有效解决。

上述事实说明，当前我国农村教师补充政策效果不够理想，这就在客观上要求我们必须强化对农村教师补充政策相关理论的研究。在世界范围内，美国对农村教师补充政策的探索起步较早，积累了较丰富的经验。基于此，本研究期望对美国联邦层面的农村教师补充政策进行系统的梳理和分析，以便更准确地理解农村教师补充政策运行的规律，为更好地解决我国农村教师补充难题提供理论指导；同时，通过对美国农村教师补充政策的解读及其农村教师补充实践和效果的分析，获得美国在农村教师补充政策上的有益经验，为完善我国相应政策提供借鉴。

本研究主要运用文献研究法、政策分析法、案例分析法、比较研究法、统计分析法等方法，依照“美国农村教师补充政策制定及实施的情况和经验—我国农村教师补充政策存在的问题—我国如何借鉴美国的经验完善农村教师补充政策”的主线，揭示了美国农村教师补充政策出台的背景和动因，分析了美国农村教师补充政策的价值取向、目标和内容，探讨了其政策实施的策略和保障机制，讨论了其政策实施效果及影响因素，总结了其政策的成功经验，在此基础上提出了完善我国农村教师补充政策的建议。

从根本上看，美国农村教师补充政策出台的背景是其所面临的国际国内挑战与矛盾。为应对挑战和矛盾，联邦政府需要向教育寻求帮助，这就必然对教师补充提出新的要求，从而必须关注教师补充政策。当然，美国农村教师补充政策出台的直接原因与美国农村教育的各种问题相关。总体而言，在教育领域，美国农村地区的教师数量及质量存在不少问题，同时，在为农村学校补充有效教师的实践中，农村地区也面临诸多不利因素。这

些问题成为美国农村教师补充政策出台的内在动力。

综合来看,美国农村教师补充政策的价值取向主要体现为两个方面:一是关注城乡教师资源的均衡配置;二是关注农村教师教学有效性提升。相应地,其政策目标也集中于优化农村师资队伍和提高农村学生成绩两方面。围绕政策目标,美国联邦不断强化对农村教师补充的干预,各项政策主要体现在专门教育法案、教育战略与规划和非教育类法案中,包括《中小学教育法》《高等教育法》《不让一个孩子掉队法案》《每个学生成功法案》《美国2000:教育战略》《2000年目标:美国教育法》及《美国复苏与再投资法案》等。深入分析可发现,美国农村教师补充政策的内容在权力运作、利益协调及资源分配方面分别呈现了以下特点:控制与自主平衡,竞争与倾斜共存,公平与效率兼顾。

以联邦政策为指导,美国各州在农村教师补充政策实践中充分发挥了各自的创造性。在政策执行中,各级政府、教育行政部门及高等教育机构等通过创建合作伙伴关系的方式,共同分担政策实施各方面的责任;联邦的拨款则通过分级授权,分配到各州、学区及其合作伙伴中,使它们能够在政策规定的框架范围内开展农村教师培养、招聘和保留等相关活动。除了联邦的拨款,各州和学区也都各自分担农村教师补充的部分经费开支,非政府组织和个人也参与捐资助款,这种多样化的经费筹措机制确保了政策实施的经费来源。

在具体实践中,财政激励、非财政激励是美国各州实施农村教师补充政策的主要策略,而这两种策略又各有多种不同的具体措施。财政激励措施的共同点是对特定目标人群给予一定的货币性奖励或补偿,以使他们接受特定的教师岗位并在该岗位服务一定年限。按照激励措施主要针对的对象来划分,财政激励措施主要有未来教师奖/助学金、新教师的奖励与资助(包括签约奖金、贷款减免等)、在职教师的奖励与资助(如针对性奖金、住房奖励或资助)等几种。非财政激励措施的共同点是使服务于农村学校的教师获得某种非货币性质的奖励或补偿,以实现对其精神需要的满足,其主要措施包括激发敬业奉献精神、创造和谐人际环境及提供专业发展机会。

以项目为载体来实现农村教师补充的目标,这是美国农村教师补充政策运行机制的又一个重要特点。美国农村教师补充项目类型丰富多样,不同项目在工作重点、项目对象、主办单位及采取的教师培养和认证模式上各有不同。在具体实践中,一些农村教师补充项目特色鲜明,为农村教师补充问题的解决作出了较大贡献。研究发现,政策的有效执行取决于多元组织之间的协调配合,同时这也是政策参与者达成共识的一种自我选择过程。通过多元化项目来实施政策,恰好符合了政策有效执行对多元化组织协调配合的要求,也给了各种政策参与者一个自我选择的空間,对政策的

执行比较有利。

对照美国农村教师补充政策的目标，以有关研究结论、客观事实及统计数据为依据考察美国农村教师补充政策的效果，可发现美国农村教师补充政策发挥了一定的积极作用。在优化农村师资方面，有关政策的实施提高了农村教师培养质量，增强了农村学校吸引力，优化了农村教师结构，还降低了农村教师流失率；在农村学生成绩提高方面，政策的实施也产生了较好的影响，使美国农村学生的成绩与全国的差距越来越小。但是，其政策的实施也存在一些问题与不足，某些特定的激励措施无法为农村吸引所需教师，一些项目预期目标实现程度较低。

综合考察美国农村教师补充政策制定及实施的各有关要素，可发现美国农村教师补充政策的效果受到了多方面因素的影响。首先，在激励类型的选择上，由于财政激励与非财政激励各有长处和局限，因此，这两种不同激励策略及其不同措施的组合，将影响教师补充的效果。其次，由于利益博弈的影响，将导致给予农村教师的补偿呈现为不同补偿类型及额度的组合，进而产生不同的补偿效应。基于补偿性工资理论，为抵消工作环境中各种不利因素的消极影响，需要付给从业者某种“补偿性工资”，这种“补偿性工资”包括货币的和非货币的。美国农村教师补偿效果的实践例证及我国农村教师补偿效果的实证分析均表明，不同补偿类型及补偿额度的组合所产生的效果有别。再次，在政策运作中，具体项目设计的科学性与针对性及其实施过程的协作性与严谨性影响项目的成败。最后，因不同特点的教师对激励类型有不同的选择偏好，因此，政策对象的特点也对政策实施效果产生一定的影响。

客观来看，美国农村教师补充政策及其实施总体上是成功的，而其成功得益于几个方面的经验：一是重视补偿机制的激励作用，强调给予农村教师合理的补偿；二是关注农村教师培养、招聘和保留各环节的相互配合；三是激发责任主体的积极性，注重以法律法规的形式落实责任主体，有效调动了各方面力量的积极性；四是发展具有较强针对性的多样化补充项目，使政策执行有了切实的落脚点；五是运用多元化的补充策略，扩大了农村教师的来源。

反观我国，虽然农村教师补充工作取得了一定成绩，但农村教师补充政策的制定与实施还存在不少问题。首先，政府忽视市场机制的作用，对农村教师的补偿额度较少。其次，各有关主体的责任意识欠缺，教师补充的合力尚未形成。再次，在农村教师招聘标准上，应聘者的职业匹配不受重视，选拔条件过宽。最后，农村教师招聘范围过窄，致使农村教师来源相对单一。

从一定意义上说，中美两国的农村教师补充问题具有相似性，而美国

比我国更早开展了农村教师补充政策的探索，其政策的制定和实施也取得了较好的成效，因此，其经验对我国有一定借鉴意义。借鉴美国相关经验，结合从中得到的有益启示，我国的农村教师补充政策应从以下几方面加以完善：第一，应正视城乡差异，加强对农村教师的补偿；第二，需明确各责任主体的努力方向，使各级政府、高等院校、农村学校和社区及社会团体等多方力量能够担当应有的责任并相互配合；第三，要注意吸收非农村原籍教师以优化教师地缘结构，同时，可利用教师资格“国考”和志愿服务教师招聘，吸纳不同年龄和职业经历者充实农村教师队伍；第四，在教师的招聘、培养等环节，要强调教师候选人与职业的匹配，重视教师对农村环境的适应问题；第五，为真正留住农村教师，还应注意保障农村教师的专业发展，提升农村教师的职业效能，使他们获得教学成就感，实现个人的价值。

**关键词：**美国；农村；教师补充；政策；激励

# Abstract

*Teacher complement* means enriching the quantity and quality of teachers on the basis of the existing teaching staff, which according to the need of education development to more fulfill the teacher staff. Based on that, the teachers of rural teachers complement are those who are used to enough complement rural schools and quality enough, according to the need of rural education development. On the more positive side, rural teachers complement takes more stress in attracting excellent talents, involving the cultivation of teachers, recruitment and retention and other links, rather than only refers to the recruitment.

In a long time, there are some outstanding questions in the rural teachers complement in China: To achieve the same class – teacher ratio as the urban schools', the number of rural teachers still can't meet the needs, and there are serious structural shortages; Moreover, it is difficult for rural schools to attract high – level teachers. At the same time, the loss of teachers in rural areas is also very serious. Because of that, the State Council, the Ministry of education and other departments issued a series of important documents related to rural teachers complement, and implement rural special teachers complement project of compulsory education stage. However, the problems of rural teachers' complementary channels are not favoring, the overall quality of rural teachers has still not effectively been enhanced.

The above facts show that the effect of the current rural teachers complement policy in our country is not satisfactory. It objectively requires that we must strengthen the theory research related to rural teachers complement policy. Around the world, American's exploration on rural teachers complement policy is earlier than other countries, so they had accumulated rich experiences. Based on this, this study expects to card and analysis rural teachers complement policy system on the federal level, understand the related policies and the characteristics of the various factors and the relationship among those elements, analyze the characteristics of the operation mechanism of policy, grasp the related factors affecting the effects of this policy, so that we can understand the law of the rural teachers complement policy operation more accurately and it can also provide theoretical guidance to solve the rural teacher complement problems better; at the same time, through the interpretation of the American complement policy of rural

teachers and the analysis of the practice and effect to complement rural teachers, gain the beneficial experience of American rural policy in teachers complement, then put forward suggestion to complete our country's rural teachers complement policy on the basis of the reality of our country.

This research mainly uses literature research method, policy analysis method, case analysis method, comparative research method and statistical analysis method. According to the main road of the policy formulation and implementation experience of rural teachers complement—the problem of rural teachers complement policy in our country—how to draw lessons from the experience of the United States in improving rural teachers complement policies. This research aims to reveal the background and motivation of the complement policy of rural teachers in America, analyze the value orientation, objectives and content of American rural teachers complement policy, discuss the strategies and safeguard mechanism of the policy implementation, discuss the effect and influence factors of the policy implementation, summarize the successful experience of this policies, and then, put forward suggestions to complete our country's rural teachers complement policy.

Any policy has its specific background, so as American rural teachers complement policy. Since the Second World War, with the rapid development of other countries, American global supremacy and national security are threatened, it inspired US to maintain status and national security by developing education. In the domestic, the lack of development opportunities of underlying class and poverty problem are always difficult to cure. In this situation, America needs to develop education urgently, so it takes request to American rural teachers complement policy that US government must takes attention to it. Of course, the direct reason of the born of American rural teachers complement policy is related to American rural education problems. In the area of education, there are a lot of problems in the quantity and quality of American rural teachers. At the same time, in the practice complement for the rural school teachers, rural areas also face many unfavorable factors. These problems become the inner motive power of the American complement policy of rural teachers.

Aiming at the problems of configuration of American rural teachers, the most direct goal of the policy is to increase the number of rural teachers and improve the quality of rural teachers. Of course, the ultimate goal of teaching optimization is to improve student performance, so improving the rural student achievement is also one of the goals of this policy. For this purpose, some policies such as *Elementary*

*and Secondary Education Act, Higher education act, American 2000: education strategy, Goals 2000: education in the United States, No child left behind act, Each student success and American Recovery and Reinvestment Act* made the relevant provisions to the cultivation, recruitment and retention of teachers in rural areas. The content of the American complement policy of rural teachers shows certain characteristics in power operation, interest coordination and resource distribution, reflects the certain principle and the tendency. On the power operation, control and autonomic balance are the important characteristics of its policies. In the interest coordination, relevant provisions follow the principles of competition and tilt coexistence, but also gave certain inclination and support to the disadvantaged areas. On the allocation of resources, the policy embodies the fairness and efficiency of give attention to two or more things orientation. In general, the goal and the content of the rural teachers complement policy embodied the American focusing on urban and rural teachers equilibrium configuration and the value orientation of rural teachers' teaching effectiveness promotion.

Guided by the federal policy, all states give full creativity in the rural teachers complement policy practice. In the execution of policy, the government, the education administrative departments at all levels and its partners (including all kinds of institutions of higher education and non – governmental organizations, etc. ) share all aspects of the responsibility of the policy implementation by creating partnerships ; Federal fund is assigned to the states, school districts and its partners through hierarchical authorization, so they can cultivate, recruit and retain teachers in the framework of the policy within specific scope. Besides federal grants, states and school districts have share part of rural teachers complement funding support, and all kinds of non – governmental organizations and individuals also give subsidies for this purpose, this diversify financing mechanism ensure the sources of funds in policy implementation .

In the concrete practice, financial incentives and non – financial incentives are the main strategies for the implementation of rural teachers' complement policies, and they each have a variety of specific forms of implementation. The common point of fiscal incentive is offer certain monetary reward or compensation for specific target groups, so that they can accept specific teacher station and a certain number of years in the post service. According to the motivation mainly aims at objects to the points, financial incentives mainly have the future teachers award/grants, new teacher rewards and funding (including signing bonuses, loan

waivers, etc. ), the rewards of the incumbency teachers and funding ( such as targeted bonuses, housing reward or funding, etc. ) . The common point of non – financial incentives is to serve the rural school teachers receive a non – monetary rewards or compensation, in order to meet the needs of the spirit, the main form of the implementation are inspiring devotion and dedication to education, creating a harmonious interpersonal environment and providing professional development opportunities.

Project as a carrier to achieve the goal of rural teachers supplement, this is another important characteristic of the complement of teachers in rural policy implementation mechanism. The rural teachers complement project types are rich varieties, each project differ from others on the focus of work, project object, host body and the model of teacher training and certification. In practice, some rural teachers complement project are characteristic, made a large contribution to resolve the problem for rural teachers supplement. Some researches found that effective implementation of policy depends on the coordination among diverse groups, as well as a self – selection process of policy participants on agreement. The implementation of diversified policy project adhere to the requirements of policy effective execution of diversified organization coordination, also gave various policy participants a self – choice space, it is advantageous to the policy implementation.

According to American rural teachers complement policy objectives, investigated American rural teachers supplement policy result based on the relevant research conclusions, the objective facts and statistics, it can be found that the rural teachers complement policy played a positive role. In the optimization of rural teachers, the implementation of related policies have improved the quality of the rural teacher training, enhanced the appeal of rural school, optimized the structure of rural teachers, and also reduced the rural teacher turnover; improved students' performance in the rural areas, the implementation of the policy also had a good effect, the gap of achievement between rural students and the whole nation is smaller and smaller. However, the policy implementation also has some problem and deficiencies, certain incentives can't attract the rural teachers, the realization degree of some projects' anticipated target is low.

Comprehensively study all the relevant elements of the formulation and implementation of American rural teachers complement policy, we can find that the rural teachers complement policy effect is influenced by many factors. First of all, on the choice of motivation types, because the fiscal stimulus and non –

financial incentives each have advantages and limitations, the combination of the two different incentive strategy and different measures will affect the effect of teachers complement. Secondly, because of the influence of the interest game, it will lead to rural teachers' compensation appearing as the combination of different type and amount of compensation, thus produce different compensation effect. According to the theory of compensating wage, in order to offset the negative impact of adverse factors in the work environment, we need to pay workers a "compensating wage", the "wages" include monetary and non - monetary. Both practice example of American rural teacher compensation effect and empirical analysis on compensation effect of China's rural teachers show that giving rural teachers appropriate corresponding compensation can improve the teachers complement effects, but the combination of different type and the amount of compensation will produce different effects. Thirdly, in the policy operation, scientific and specific - targeted project design, collaborative and conscientiousness in the implementation process affect the success of the project. Finally, due to the impact of different characteristics of teachers on incentive types selection, the characteristics of policy object also has a certain influence on policy implementation effects.

Objectively, the complement policy of rural teachers of America and its implementation are successful on the whole, and its successful experience is benefit from several aspects: First, the value of compensation mechanism of incentive, giving rural teachers reasonable compensation; Second, focusing on the cooperation of rural teacher training, recruitment and retention of each link to with each other; Third, to inspire the enthusiasm of the main responsibility, pay attention to carry out the responsibility of main body in the form of laws and regulations, arouse the enthusiasm of the various aspects strength effectively; Fourth, development strong pertinence complement projects, making policy execution a real foothold; Fifth, using diversification complement strategy, expanding the source of rural teachers.

In our country, although rural teachers complement work has obtained certain achievements, rural teachers complement policy and its implement still exist some problems. Firstly, the government ignored the role of market mechanism, so the offsets on rural teachers is low. Secondly, the relevant main body responsibility consciousness lacks, teachers complement resultant force has not yet formed. Thirdly, in the rural teachers recruitment standards, the candidate's professional matching is not valued, selection conditions is too wide. The Fourth, the rural

teachers recruitment scope is too narrow, which make the sources of rural teachers is relatively single.

From a certain sense, the problems of complement of rural teachers has the similarity between China and the United States, and the United States exploration of rural teachers complement policy earlier than our country, the policy formulation and implementation are also achieved good results, therefore, the American experience has a certain reference significance. From the experience of American rural teachers complement policy, combining the beneficial enlightenment from it, rural teachers complement policy of our country should be improved in the following aspects: First of all, should face up to the urban and rural differences, strengthen the compensation of rural teachers; Secondly, need to clear the direction of each responsibility main body, making the governments at all levels, institutions of higher learning, the rural school, community and social groups can bear responsibility and coordination; Thirdly, pay attention to absorb the rural teachers to optimize the structure of geographical origin, at the same time, using teachers' qualification and volunteer teachers recruitment, absorbing different ages and professional experience to enrich rural teachers; The Fourth, in the teachers' recruitment and training, emphasize the matching of teacher candidates and the career, attaching great importance to the teachers to adapt to the problems of the rural environment, to achieve the goal of teachers can go and retain "under" purposes; Finally, to retain really rural teachers, it should also pay attention to the security of rural teachers' professional development, improving the rural teachers' professional efficacy, making them get the teaching achievement and realizing personal value.

**Keywords:** America; rural area ; teachers complement; policy; incentives

# 前言

教育的发展对于每个国家的发展都具有举足轻重的影响，而教育的发展又在很大程度上依赖教师的工作，对这一点，世界各国的领导都有着较为清醒的认识。习近平总书记在2018年全国教育大会的讲话中强调，教育是“国之大计，党之大计”，是功在当代、利在千秋的德政工程，而在教育的发展中，需遵循教育发展规律，坚持把教师队伍建设作为基础工作。

在我国的教育发展中，农村教育始终是不容忽视的一个组成部分。尽管当前我国城镇化的步伐在加快，农村教育所占的比例也在缩小，但无论如何，农村教育终究还占着很大的比例。农村教育在我国的教育版图中历来是较为薄弱的一块，而在农村教育的发展中，教师的补充更是困难重重。在农村，一些学校因师资不足而无法开齐国家规定的课程，音乐、体育、美术、科学、教育技术等科目教师紧缺，不少教师身兼数门课程；师资流失严重，所流失的教师又多为青壮年和骨干教师。这种状况不改变，农村教育就会成为我国教育的“短腿”，教育现代化就不可能实现。基于此，《国家中长期教育发展规划纲要（2010—2020）》提出了加快缩小教育城乡差距的任务，要求建立城乡一体化的义务教育发展机制，在教师配置等方面向农村倾斜。在此背景下，农村教师补充成为我国教育政策研究的一个热点。

值得注意的是，虽然我国的农村教师补充受到了长期关注，各种政策制度设计可谓不少，从21世纪初以来，大学生志愿服务西部计划、农村义务教育阶段学校特岗教师计划等对解决农村教师补充难题贡献不小，但迄今为止，农村教师岗位吸引力依然不足，为农村学校补充数量充足、质量合格的教师仍然是一项艰巨任务。

作为一名来自农村的教育人，我的一个朴素愿望就是：有朝一日农村能够变得真正富裕文明，真正成为我们乐于长久生活、工作于其中的一片热土。因着这一朴素的愿望，我对农村教育和农村教师补充也更为关注。带着这种朴素的愿望，我在工作之余开始有意接触相关问题；在攻读博士研究生学位期间，借助着导师的课题平台开展了有关的研究。在梳理了国内有关政策后，我逐步发现其中的一些问题。基于博士研究生就读的比较教育专业，我逐渐萌生了研究国外农村教师补充政策以寻求思路借鉴的想法。

在教育领域，比较教育学（comparative education）不是一个太起眼的分支，但是，自从产生以来，它对世界各国的教育发展发挥了独特作用。

通过对不同国家、民族和地区教育制度的比较分析，比较教育学揭示各国教育发展的共同规律和发展趋势，为世界各国的教育改革提供借鉴。当前，随着各国教育交流的不断深入，人们更加重视通过研究他国教育制度，把握教育共同特点，预测教育未来趋势，根据本国条件取长补短，为促进教育发展服务。

在世界范围内，美国教育的发展有着众多优越之处，是世界各国竞相研究的对象。本人在选取对象国之初，也很自然地想到了美国。当然，我国与美国的农村教师补充是否真正具有可比性，是否有可以相互借鉴的基础，这是不得不考虑的问题。经过严谨的分析，个人认为我国与美国虽然综合国力相差较大，但农村教育规模都不小，农村教师补充同样存在不少困难，但美国在农村教师补充政策的制定与实施方面起步较早，也取得了较好的效果，能够为我国解决类似问题提供参考。因此，我最终把这一选题作为自己的毕业论文选题。

自然，美国的国情与我国的确有很大的不同，尤其是在教育管理上更有着不同的传统方式。我国属于中央集权制，全国上下有较为统一的政策；而美国是地方分权制，教育是各州和地方的事务，各州和地方出台的教育法律也不少。不过，众所周知的是，各国的教育管理的集中与分权越来越走向融合，美国作为教育分权管理的重要代表，自20世纪50年代以来也加强了对教育的控制，逐步出台联邦层面的教育法律，且这种趋势随着国际竞争的加剧愈加明显。这为我们从国家层面进行两国农村教师补充政策的比较提供了可能。因此，为了研究的便利，本研究主要以美国联邦层面的农村教师补充政策为对象，各州和地方的政策主要是在政策实施中有所涉及。

对于本研究，需要说明的一点是，在美国，虽然也有“农村”“乡村”这些概念，但美国毕竟不像我国这样长期存在典型的城乡二元化。美国的地区类型被划分为城市、郊区、小镇和农村四种，而其农村的划分主要以人口分布为依据，这与我国之前主要以户籍为依据的划分是有区别的。因而，我们所解读的美国农村教师补充政策大多数缺乏我国类似政策的强烈农村指向，这是我们需要注意理解的一个方面。

卢锦珍

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