

The Bottleneck and Countermeasures of Public Child Care in Shanghai

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Abstract

With the full two-child policy, child care services become increasingly prominent roles. Under this background, this paper analyzes the situation of public care in Shanghai, we found that there are some problems in the current situation, such as problems in childcare institutions, difficult to enter the garden, the higher costs, the absence of the care institutions of 0-3 years old. Around these issues, this paper launched a survey study, compared with Hongkong, Taiwan and Sweden, Denmark and other countries and regions the public child care service situation, get experience and lessons, and provide policy recommendations for the establishment of perfect public child care service system in Shanghai.

Keywords: public child care; 0 to 3 years old children; inclusive; the international comparison.

With the gradual implementation of the two children' policy, the family's demand for public child care services continues to grow. The "national long-term education reform and development plan (2010-2020)" clearly put forward the "positive popularization of preschool education", "attention 0-3 infant education" and other development tasks, focuses on building services to the development of the public service system. Shanghai, as one of the municipalities directly under the central government, has the characteristics of large population, solving aging problem, and high number of newborn babies. There is an urgent need for child care service.

Previously, the Shanghai Municipal Women's Federation jointly with the Chinese Academy of social sciences to carry out special investigations, combined with recent analysis of multiple Fertility Survey results, Shanghai fertility in 30-40%, "after child policy does not increase significantly. Under this background, this paper will research the Shanghai public childcare development status and problems of the policy, and from the domestic and foreign public childcare service development experience, to help establish Shanghai local demand public childcare service system. To help promote the development of various forms and types, flexible and diverse inclusive care services and help women balance family and work to create a favorable social environment to raise two children, in order to promote the stable development of the comprehensive implementation of the two child policy and social economy.

1. History and Current Situation of Public Child Care System in Shanghai

Shanghai public child care system is an important measure to deal with the problem of aging in Shanghai, and to improve the willingness of women. According to research, as early as in 1979, accounting for the city of Shanghai household registration of the elderly population aged 60 and above the proportion of the elderly population has reached 10.2% (1 million 154 thousand and 800), accounting for the proportion of the elderly population aged 65 and above has reached 7.2% (815 thousand and 200), more than 7% of the international standard of aging, which marks the first in China to Shanghai entered into the period of population aging, is China's earliest aging area, Shanghai is still the most "old" city (Gong Li, 2013).

In the aging at the same time, due to the policy factors, economic pressure and the concept of factors, Shanghai women's fertility is also relatively low, which will have a lot of negative impact on the future of the population structure of Shanghai city. In order to improve the fertility of women and improve the population structure, the development of public care is particularly urgent.

In January 6,2010, the national population and Family Planning Commission issued the "national population development" 12th Five-Year "plan (Draft)" referred to "should carry out implementation of the" family spouse of one child can have second children 'policy pilot work. Subsequently, the CPC Central Committee on the development of the national economy and social development of the five thirteenth-year plan proposals, pointed out: the full implementation of a couple can have two child policies. According to the above policy changes in Shanghai "Shanghai population and family planning regulations", study and formulate specific reproductive conditions, decided in January 1,2016 to implement comprehensive two-child policy. Release the two children in the policy for the female fertility desire to provide policy support to encourage families to have the second child, two children make the policy effectiveness more significant, need to establish a sound public childcare system as a comprehensive supporting measures of the two children policy, reduce the economic pressure on the birth of two children. The above discussion shows that the establishment of public child care system in Shanghai has its necessity and urgency. In addition, the establishment of the public child care system in Shanghai also has the following practical significances.

1.1 Promote Gender Equality

The government provides public child care, women can meet the child's needs to be sent to professional institutions, and they can return to the workplace. Reduce the time of women's employment and child care from their jobs; reduce the cost of employing units to employ female employees (Hongyi Gin, 2013). The establishment of public child care in Shanghai can transfer a part of the pressure of the professional female to the male, reduce the gender discrimination, and promote the realization of gender equality.

1.2 Promote Social Equity

Because of the existence of the gap between rich and poor, the quality of kindergarten resources tends to be in the game of capital to become rich in the park. Low income children can only consume poor children's educational resources, in the future education is in an unfavorable position.

This leads to intergenerational transmission of poverty, which is contrary to the nature of the socialist spirit, resulting in social differentiation. Therefore, the establishment of inclusive type of public care services in Shanghai, to provide a fair starting point for early childhood care and education, is conducive to narrowing the gap between the starting line, to achieve social fairness.

1.3 Protect the Physical and Mental Health of Children

Public child care needs to hire professionals to provide special care places. They can offer professional care services to children, reduce the occurrence of accidents (Yu Ding, 2013). On the other hand, it can make children grow up in a comfortable environment, there is plenty of healthy protection, that can better protect the children' physical and mental health (Zhang Liang, 2016).

1.4 Improve Women's Fertility Desire

Since the opening of the two children' policy alone, did not receive a two children birth effects, the actual number of two children born is far below the expected value (Xiaohong Ma, 2015). But at present, the labor force in our country is obviously insufficient. Need more families to have two children, increase the labor force of our country after 20 years. Child care system will reduce the pressure on women's fertility, and thus improve the fertility rate of two children, slowing the aging process of our country.

2. Current Status of Public child Care System in Shanghai

In order to investigate the status quo of Shanghai public child care system, we must first study the history of the development of the public child care system. China in the last century, the beginning of 50s to establish a public child care system, the policy in this period also applies to Shanghai. Because at that time was in a special "enterprise to do society" in the historical stage, the vast majority of child care service is the government enterprises to provide the welfare. The government in order to help women devote themselves into the work, the kindergarten care time by part-time to full-time, and canceled the nursery class cold summer vacation, and cancel the admission exam, so that every child has the opportunity for admission. Because at the time of the childcare services is welfare, employees can be cheap or even free to enjoy the benefits, ensure the ordinary families and children of low-income families will not give up the park because of the economic problem.

During the great leap forward, because people's blind pursuit and self-confidence, the establishment of a large number of kindergartens, far more than the required number, which also makes a lot of kindergarten can only be vacant. In 1961, as a result of the national economic situation has changed, many industrial and mining enterprises and institutions have carried on the personnel simplification. Correspondingly, the number of kindergartens is also reduced in large scale. In 1980, the government began to promote child care cannot rely on the government, the requirements of the institution's kindergarten to its own development. In 1990, the state promulgated the requirements of childcare this benefit from welfare units completely stripped out of its management by the market. It also marks the collapse of the public education system established in the planned economy era in China. Since then, our country has not re constructed public education system.

After the complete collapse of the public education system established in the planned economy period, China's population situation has undergone tremendous changes, the problem of population aging is becoming more and more serious, and the population structure needs to be adjusted. In the light of the new situation, in November 2013 alone two children, the official implementation of the policy, in October 2015 proposed the "full implementation of a couple can have two children policy in the Communist Party in the fifth Plenary Session of the 18th CPC Central Committee China communiqué, December 2015 NPC Standing Committee revised the "population and family planning law ", decided to two child policy from January 2016 1 formally implemented. After the introduction of national policy, Shanghai City, on the basis of the above policies to amend the regulations, determines the conditions for the birth of two children in Shanghai city. This series of birth control policies have been implemented, to create the conditions for the increase of the number of newborns in Shanghai, set up with the support of the childcare service is particularly important, however, public support in Shanghai city with either the quality or the quantity should be improved.

In accordance with the "Shanghai city kindergartens, grading standard for evaluation", at all levels and districts of nurseries and kindergartens in the facilities, equipment, teachers, health care, education and other aspects of comprehensive evaluation and quantification, Shanghai City Kindergartens three kinds. The rules say that 90 points or more can be assessed as first kindergarten, 89 points -60 is divided into second kindergarten, 60 points the following third kindergarten (not qualified) (Pengcheng He, 2012).

Most kindergartens in Shanghai are in accordance with the age classes, mainly concentrated in the 3-6 years old children's care, the lack of care for children aged 0-3.

Currently, the number of kindergartens in Shanghai city is increasing year by year, but the growth rate slowed down, gradually stabilized, the number of children is slow, but the overall two child policy have been carried out, the existing facilities cannot meet the policy requirements, the number of kindergartens is obviously insufficient.

3. The bottleneck of the development of public care in Shanghai

Shanghai public child care services in recent years to accelerate the development of the number of agencies and service personnel in the increasing number of. Compared with other areas of our country, the service concept is also more perfect, but there are still some problems.

3.1 Fragmentation of the Policy, the Lack of Supervision of the Nursery

Because China has canceled the service for 27 years, the relevant policies in this area are less, and the fragmentation of the policy, cannot form a policy system. This makes the supervision of the care of institutions not enough, the development of the development of institutional support, lack of policy support, the development of public child care adequate, unable to provide adequate care and educational resources.

Public childcare institutions in China are mainly due to the public kindergarten, public kindergarten shortage, unable to meet all the needs of school-age children in the park, part of the children in the private kindergarten, but private kindergarten is due to profit, profit will cause it to reduce costs and provide low quality service, cannot meet the needs of children.

3.2 Childcare Institutions, the Lack of Adequate Admission Quota

The total population of Shanghai has been increasing, mainly because the number of foreign population has been growing. But the corresponding number of kindergartens, but the growth rate is slow, resulting in a significant shortage of the number of care institutions, cannot meet the needs of Shanghai's care and education services.

According to the "children" statistical yearbook of Shanghai city of Shanghai city in recent years, the rate of 0-6 years old children enrollment rate increased year by year, the growth rate slowed down, and did not reach 70%, there is still 30% of the children in the park unmet needs, specifically in figure 1.

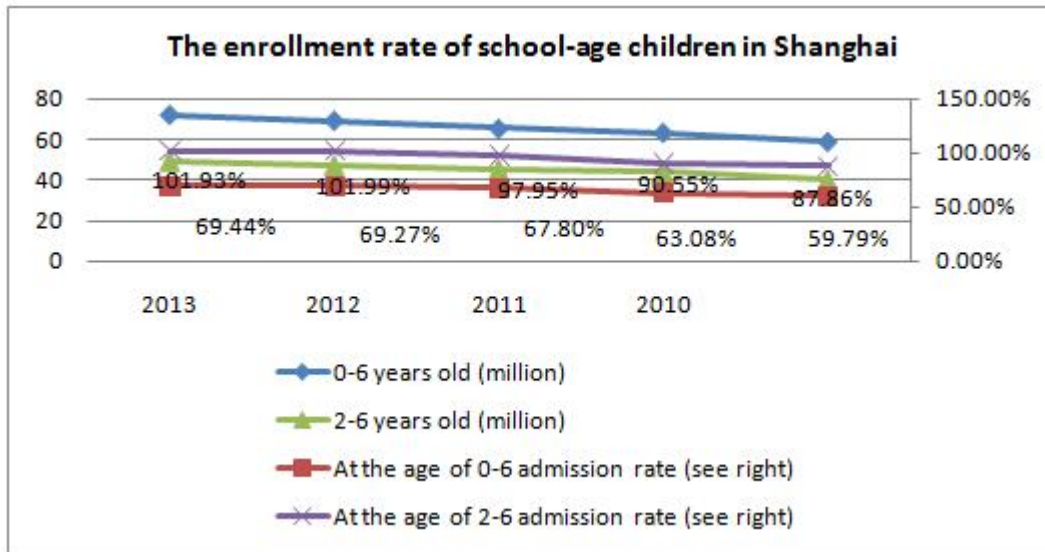


Fig. 1: The enrollment rate of school-age children in Shanghai

Data Sources: Shanghai statistical yearbook (2015)

3.3 The Absence of Care for 0-3 Years Old

According to the 2015 Municipal Working Committee Office support Shanghai City preschool education research carried out by the Shanghai 0-3 year old children services demand, guidance status and regulatory conditions "survey, 67.5% of the children aged 0-3 family in demand (see Figure 2) (Municipal Women's Federation, 2016). And Shanghai currently in care institutions generally only recruit children aged 3-6 years, a minority of 2 years old and a half can be accepted, but the number is less, cannot meet the needs of the family. And for 0-3 years old child care staff training are less, there is no professional training of the phenomenon.

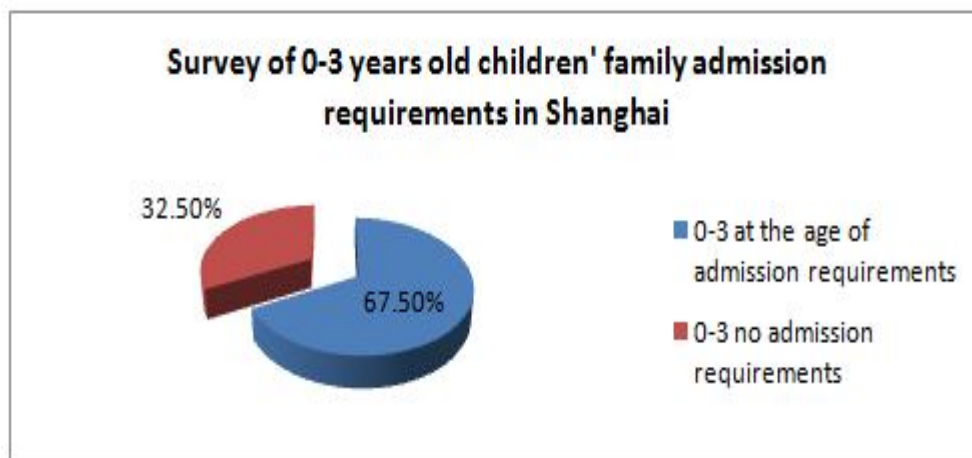


Fig. 2 Survey of 0-3 years old children' family admission requirements in Shanghai

Data Sources: the survey results

0-3 year-old child care education is not conducive to the absence of women in child care after the return to the job; the future career development will cause some negative impact. Women workers cannot take care of children during the work, are not conducive to family harmony. Therefore, 0-3 years old children' care institutions are needed. Huge demand and care institutions at the same time the supply shortage, 0-3 years old children care for the absence.

3.4 Higher Education Costs

Shanghai city public kindergarten is divided into municipal demonstration kindergartens, nursery Demonstration District, in addition to the private kindergarten, the monthly fee is 800 yuan respectively, 500 yuan and 2000 yuan. The small number of public kindergarten admission fee, general priority to take care of children in the area of private kindergarten admission fee is high. The high cost of so many children cannot enter, which caused the school-age children enrollment rate is low, the flow of family children cannot get good care.

3.5 "Half Past Four Problem"

Shanghai primary school time is generally 15:30-16:30, and the parents of the work time are generally late 17:30 to 18:00, is not conducive to the parents pick up the child. Many students will go to some remedial classes after class, waiting for their parents to come and pick up. But a lot of counseling agencies do not have the relevant qualifications, the staff did not receive professional training, children's safety and therefore there is a danger. And the activities of a single, generally in order to learn and write operations for the purpose, cannot let the children get a rest and relaxation, is not conducive to the physical and mental development of children.

4. Public Child Care Experiences at Home and Abroad

The problems in the development of care services in our country can be corrected by some mature countries and regions. Integration of Hongkong and Taiwan have been formed for many years, Sweden, Denmark, Japan and other developed countries, child care system is also more mature, there are a lot of experiences which is worth learning.

4.1 Hongkong Care Situations

Hongkong as an international metropolis has always paid great attention to preschool education work, according to the nature of the service age and institutions will be divided into two categories: preschool child care centers and kindergartens (Shuqing Lv, 2011). Among them, the children receiving center under the age of 6 children, because younger children, mainly responsible for child care work, governed by the social welfare department, which belongs to the welfare system; and receiving kindergarten children aged 3-6, mainly for conservation and education, by private contractors, does not belong to the welfare system. Hongkong high caregiver requirements for preschool children, improve the safety and quality of care.

4.2 Taiwan Young Insurance Integration

There is no clear regulation on the early childhood care and education work in the early childhood care system in Taiwan. In 1999, the concept of the integration of teaching and insurance was put forward, and the work of early childhood education and conservation were defined. And the classification of preschool education institutions, and the main work have clear responsibilities (Qi Chen, 2010). After integration, care institutions are divided into two categories. One kind is the baby care center (under 2 years old children) and the kindergarten (2-5 years old preschool children), mainly provides the nursing service, by the social welfare department head, the education department. Another kind is the five years old free education class and after-school care service, mainly to provide educational service by the education department in charge.

4.3 Sweden's Teaching and Insurance System

Sweden is "from cradle to grave" welfare state, children's welfare is an important part of Sweden's welfare, but also more mature. Its specific institutions and their information as shown in table 1.

Table 1 Table of child care institutions in Sweden

Name of organization	Child age	Opening Hours	Number of children	Number of Teachers
Daycare center	0-6	everyday 5天*12H/Week	10-12	2-3
	0-3 4-6		15-20	3-4
care center	4-6	3H/day	20	One teacher and one assistant
Pre-school education center	Preschool children	Open several times a week		Accompanied by parents
Family Day Care	0-6		No more than 4	Hire a babysitter

Data Sources: Research on children's welfare model and development trend in Sweden

Not only in Sweden to educational institutions strict distinction, also attaches great importance to teaching, not only need certificates, the entry should also have 21-40 hours of in-service training to improve. Sweden also attaches great importance to the teacher's gender, in the teachers, the proportion of male teachers is higher, and the upward trend. This emphasis on the mix of male and female teachers, for the development of children's personality is a great help (Yuxiu Liu, 2015).

4.4 Child Care Systems in Denmark

The same as the Nordic model Denmark originally only to the workers family to provide day care services, to reduce the burden of the workers. Denmark began in 1964 proposed to ensure that every child can accept daycare, also began to work with universal support. The main childcare institutions have daycare, kindergarten and family care (Shujie Qu, 1998). Denmark's unique family daycare is receiving children aged 0-6, responsible for the conservation work, family caregiver employment, provide insurance service, the number of children is about 5-6, small size and flexible, more common in the community.

4.5 After-school Care in Japan and the United States

Both America and Japan have attached great importance to after-school care, America's primary school students are rich in life, can play games and sports, so that the development of intellectual and sports synchronous (Jianxing Xu, 2016). Japan's parenting ideas changed from the family child care to the social child, social participation is higher. Japan in 2015 to implement the new system of child and child care support, to support the development of child care, after-school care to protect children's safety and increase the learning content, improve child performance (Zhao Feng, 2007).

4.6 Australia and Canada Subsidy Policy Thinking

Although many successful cases are worth learning, there are some problems in the child care system in some countries. Australia on childcare institutions in subsidies, subsidies to the beginning only non-profit organizations into subsidies all nurseries, subsidies according to the number of children, which leads to the emergence of a large number of for-profit educational institutions supporting false propaganda, reduce child treatment phenomenon, subsidies have become the education group after the benefit means and seriously hurt the interests of the children (Chunya Wang, 2012). Canada's child care is also due to the issue of subsidy policy. Canada's public school fees are high, only for low-income families by subsidies. Middle income families without subsidies, and then use the lower cost of private care institutions, but the quality of them is poor, affecting the healthy development of children (Yugang Li, 2007).

4.7 Experience Summary

Nursery countries have mature system of specialized childcare centers, nursing services of higher quality, and lower the cost of admission, after school students can also receive after-school care, help children learn. In order to let the children adapt to the French primary school life as soon as possible, to allow teachers to follow children into primary school year preschool education return to complete the task of teaching, which is not available in other countries (Chongshan Zhang, 1987) characteristics. Family friendly work in Germany to promote, to provide temporary childcare services and conservation workers looking for staff, reduce the family burden (Xiuming Sun, Qinghai Li, 2014). Australia and Canada, the case also illustrates the need to be cautious subsidies, otherwise not only cannot bring child care subsidies, but also by the group as a means of profit making.

5 Suggestions on the Establishment of Inclusive Public Child Care in China

This paper analyzes the current situation of public education support in Shanghai City, the public childcare system of domestic and foreign mature area analysis, comparative study found Shanghai city public nursery currently exists many problems, need to further improve in the following aspects.

5.1 Establish the Legal System of Public Child Care Education

At present, Shanghai city and even the whole country and there is no sound in the legal system, childcare institutions lack supervision on the uneven in quality. Two children policy is fully liberalized, will make the future needs will gradually increase the demand for education. Nursery industry will continue to growing, the lack of rules of the childcare market will appear all sort of chaos, affecting the public care industry development. The construction of legal system should promote in public service, the government departments, and social organizations in accordance with laws in career development.

5.2 Developing Community Day Care Center

The number of existing care institutions is inadequate, should increase the strength of the construction of care institutions. Services can be supported to the market by the government, and in the form of tax cuts subsidies, encourage companies to establish institutions (Jin Zhang, 2015). The community can also set up a mini preschool, the Danish family day care is a good case. Community and family ties, if the community provides childcare services, can protect more children into the park, to solve the problem of kindergarten crunch (Yanfeng Fu, 2013). Social care institutions need to co-ordinate the locations, but if it is set up in the community, will reduce the cost, improve the convenience of the kindergarten, should vigorously develop community care center was established.

5.3 Strengthen Training Nurses; Improve the Proportion of Male Nurses

Most of the existing childcare institutions have not been professional training, even if there training, quality is difficult to guarantee. This caused many children in our country in kindergarten by abuse incident; seriously affect the physical and mental health of these children, to combat the care of our system, so the training of nurses is extremely important. In addition, Shanghai kindergarten and primary and secondary school man teacher in recent years has been a great disparity, women accounted for a high, is not conducive to the overall development of children's personality.

5.4 Increase Government Financial Investment, Subsidies for Low-income Groups

Most of the western countries admission fees by the state, local government and family shared the three areas, France, Britain, and the United States are borne by the government. This greatly reduced the pressure on the family to promote the establishment of public care system. China has been always to support less financial investment in education, for the establishment of inclusive public childcare system, to increase financial investment, to help low-income families to reduce the economic pressure, can effectively improve the rate of enrollment of children. Can be an appropriate subsidy according to the level of family income, to solve the problem of your admission. For the problem of insufficient public kindergarten, can increase government procurement efforts, the purchase of admission quota from the private kindergarten, reduce the cost of admission.

5.5 Pay Attention To the Care of 0-3 Years Old Children

China has fully opened the two children' policy, childcare services have become increasingly important, and the city of Shanghai currently lacks child care services for 0-3 years old children, should be established for children aged 0-3 to preschool, and the nurse for targeted professional training. This can better meet the needs of families to care for education services, with the implementation of the two children' policy. Shanghai in the three years of Preschool Education (2015-2017) proposed the establishment of 0-3 infants early education guidance management plan, to provide guidance for the family. But there is no special care institutions established, therefore, 0-3 year old child care needs of the family cannot be met. Shanghai should learn from the western countries 0-3 years old children's daycare center by the advanced experience of the social welfare department, according to the actual situation of the city, the establishment of 0-3 years old children's daycare center, by the social welfare department, assist in the establishment of community, to provide better and more flexible care service.

6 Conclusions

This study, from the perspective of Shanghai City, the two children' policy liberalization, found that in order to alleviate the problem of aging population in Shanghai, to improve the population structure, we must improve the willingness of women. The establishment of the Shanghai public care system can effectively reduce the cost of child care, promote gender equality, and improve women's fertility needs. As a result of the implementation of the two children' policy implementation of the public education system has its necessity and urgency. On the historical evolution and analysis results showed that the public support in Shanghai city with both the service quality and quantity cannot meet the development needs of Shanghai support education system, need further improved. The main factor hindering the development of care service in Shanghai is the absence of relevant laws and regulations establish and improve the legal and regulatory system is the primary task of improving the care service's system in Shanghai. Higher education costs have become the biggest obstacle to the development of public education. Through increasing the number of the care institutions, the government to increase the number of subsidies to the service industry can alleviate this problem to a certain extent.

At the same time, should pay attention to the construction of 0-3 year's old nurseries. By the end of the public on the experience of nursery, according to the reality of our country, put forward relevant suggestions to establish public care inclusive of Shanghai City, strengthening the government to support public financial investment activities, the establishment of community daycare center, enhance the conservation of personnel training, at the same time as 0-3 years old child care to make up for the absence of education.

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