

**How Non-public Colleges in China Cope with Inequality
and Disadvantage in Faculty Development**

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CERTIFICATE OF ORIGINAL AUTHORSHIP

I, Haocheng Zhao declare that this thesis, is submitted in fulfilment of the requirements for the award of Master of Arts (Research) in International Studies, in the Faculty of Arts and Social Sciences at the University of Technology Sydney.

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Abstract

In the past decade, Non-Public Colleges (NPCs) mushroomed in China and have become an important part of China's higher education. However, with their fast development, NPCs also faces increasing problems including numerous policy constraints and have been an unequal competitor of public universities and colleges. One of biggest issue faced by NPCs is that the employment status of the teaching staff of NPCs is not equally recognized in public policy as their counterparts in the public sector. The inequality in employment status has significant implications on welfare entitlements and on employment quality, stability and mobility of college teachers in the private sector. As a result, such inequalities have significantly destabilized the employment structure of NPCs. Under existing governing structure and regulatory environment, how NPCs will survive or further develop themselves is calling for solutions. This study, first, through a case study, it examines the inequality and hindrances that Chinese non-public colleges (NPCs) face in the area of welfare and career path for their academic staff. Secondly, the study explores possible solutions to these problems that have been tested in the case study and could contribute to the governmental policy making and to the healthy development of the whole sector.

Table of Contents

Chapter 1	Introduction.....	5
Chapter 2	Literature Review.....	16
Chapter 3	Methodology and Method.....	33
Chapter 4	Research Findings.....	45
Chapter 5	Discussion and Conclusion.....	93
	References.....	108

Chapter 1 Introduction

Non-public colleges (NPCs) have been in existence in China for nearly thirty years, owing to the liberalization of tertiary education. But this liberalization is highly limited. Since its inception, NPCs have faced numerous policy constraints and have been an unequal competitor among public universities and colleges. Not only are they limited to recruiting from less qualified or even leftovers of high school graduates who have passed the university entrance examination, but are also restrained by unequal policies in other domains. Employment of teaching staff is one of these. Compared to their counterparts in the public sector, the employment status of the teaching staff of NPCs is not equally. The inequality in employment status bears significant implications on welfare entitlements and on employment quality, stability and mobility of college teaching staff in the private sector. The aim of this research is twofold. First, through a case study, it examines the inequality and hindrances that Chinese NPCs face in such areas as welfare and career path for their teaching staff. Secondly, it explores possible solutions to these problems that have been tested in the case study, in the hope that these solutions can contribute to the governmental policy making and even to the healthy development of the entire sector.

Background

NPCs are tertiary educational institutions (TEI) whose operation and development rely predominantly on non-governmental funds. They are not owned by the government, but are collectively owned by a group of shareholders (Zhang, 2003).

A brief history of NPCs' development in China

In the first half of the 20th century, NPCs were a major actor in the burgeoning tertiary education in China. The Chinese modern higher education system commenced in 1898 when the first modern tertiary college—the Yan-Ching College—was established by reformists and funded by the government of the late Qing dynasty. Modeled on Western universities, Yan-Ching College ushered in a whole new era in China (Qin & Zhou, 2016). Not only government-funded TEIs experienced strong development at that time, NPCs also entered the stage. The first NPC—Dongwu University—appeared immediately on Yan-Ching's heels, established in 1900 by American missionaries (Qin & Zhou, 2016). In the late Qing Dynasty (dates), China's destiny was on the decline, while a number of church colleges established by Western missionaries came into being and became the mainstay of non-public education at the time. With religious education as their main purpose, the church colleges carried out elementary education at the primary level and quickly developed religious influence in secondary and tertiary education. Realized the importance of education to nation building, some enlightened Chinese educators and businessmen started to invest in modern education in an attempt to strengthen the development of China and benefit the Chinese people. At the same time, Chinese national industry and commerce were also experiencing rapid development, requiring various types of high educated workforce, especially those specialized in business, manufacturing, finance and law, stimulating the development of the entire education industry, and of non-public higher education in particular.

Since 1915, a number of non-public colleges (NPC) have been established in China, mainly located in Beijing, Tianjin, Shanghai and the coastal areas in Southeast China where economy and culture were relatively developed. Because these NPCs had a high level of autonomy in their operation, the materialization of different educational concepts was often not interfered and the president's college-running philosophy easier to implement, thanks to which a number of outstanding and far-reaching

universities were established, such as Nankai University, Fudan University, Tongji University, and Xiamen University, among others. Some of these universities were established by people from different occupations; some were invested by returned overseas Chinese; and others were church colleges invested by foreign sources. These universities constituted the main force of non-public higher education in modern China and trained high-end talents of for the country.

Up to 1949, there were 84 registered NPCs, accounting for 41% of the whole TEIs in the Republican China (Qin & Zhou, 2016). However, since 1949 when the Communist Party came to power, educational institutions at all levels had been completely nationalized. By the end of 1952, all NPCs disappeared, until the late 1970s (Tang, 2006). Public TEIs were the only institutions providing higher education in China during that period. Private participation in education was entirely excluded for both ideological and political reasons.

In the early 1980s, NPCs reemerged along with the commencement of economic reforms in China, but the policy formally providing a legal ground for NPCs was not enacted until 1982 when the Fifth Session of the Fifth National People's Congress passed a resolution announcing that "the state encourages collective economic organizations, state enterprises organizations and other social forces to operate various kinds of educational cause in accordance with the law" (Tang, 2006, p. 15). This policy indicated a significant change on the part of the state and the opening of educational sector for non-governmental participation and funds, which had been deemed as an initiative of liberalization in education.

In spite of the policy, however, the first NPCs all faced nearly insurmountable restrict imposed by the government. The story of China's Social University can serve as a good example of what this means. In the middle of 1982, China's Social University

(Zhonghua Shehui Daxue), the first NPC after 1949, was established to launch a new era for private higher education. In the early years, Yu Lulin, one of the founders of the university who came to know that the Chinese reform would need at least 23 million talents with higher education qualifications, and decided to join force with other educators including Fan Ruoyu, Nie Zhen and Zhang Youyu to establish the Chinese University of Social Sciences to cultivate talents for China. These senior educators emphasized that Chinese education, especially Chinese universities, should have more than one type. This would be very beneficial to the realization of the “four modernizations” of China where all industries were striving for progress. Apart from public universities, they believe that there was need to learn from Western countries and establish NPCs with the support of non-public forces. This was in line with the spirit of the Chinese Constitution and consistent with Deng Xiaoping’s idea about accelerating the pace of reform (He, 2000).

In the early days of the university, Yu Lulin and her partners made two decisions which would have significant repercussions on its operation. First, they decided to start cautiously and only offer subjects and majors that were well established. Second, they took the issue of authorized size of the employment as its priority to solve cadre and housing problems. As it turned out, the first decision could be carried out as planned since the founders had full control, but the second encountered many challenges: What is the “nature” of NPCs? How to get enough “authorized size of the employment”? How to solve “cadre and housing problems”? There was no solution about how to obtain “authorized size of the employment” because establishing a non-public college was not considered a government act.

The next significant challenge was funding. In the early days of its establishment, the founders borrowed RMB 1,000 from Renmin University; and then they rushed around and asked for help, which brought in small donations from social groups and individuals. The meager funds contributed to the final establishment of the university.

The classrooms had to be leased in the early days, with almost all vacant rooms in other universities and research institutes in Beijing on the leasing list. Meetings of college leaders were held under old banyan trees on some campus. Similar situations also occurred in later NPCs, although they did not necessarily have the same difficult conditions related to college management.

However, these were not the greatest difficulties for the university administrators. The most heartbreaking moment was when the order came that the non-public university could not use the title “Chinese University of Social Sciences” after they had worked so hard to build up the administrative team, recruited the first students, and held the first opening ceremony. Moreover, such non-public college management was deemed illegal and all enrollment and teaching activities were ordered to stop (Yu, 2000). Since the ideological imprisonment in China was far from being lifted at the initial stage of the opening up reforms, common attitudes towards something as new as an NPC were doubtful and negative. Facing such adversities, Yu insisted that they did the right thing and wrote a lengthy appeal against the governmental decree and submit it to Peng Zhen, the Chairman of the Standing Committee of the National People’s Congress, who not only affirmed Yu’s idea about education but also indicated that the central government would support the university. Later, Peng personally inscribed the name for the university. By the end of 2000, Yu had been the president of the Chinese University of Social Sciences for 18 years while the university had more than 90 majors and about 3,600 students, with the number of graduates amounting to almost 10,000. As the first successful NPC in the New China, it marked the resurrection of China’s non-public higher education. It also encouraged the older generation of educators in various fields to fight with the system at the time. Later, when the central government encouraged people to run private TEIs, what were implemented in the China’s Social University fed into the government’s policy process and led to the formation of new policies supporting NPCs.

On the 45th session of the Secretariat of the CCP (Chinese Communist Party) Central Committee in January 1983, it was proposed that “large-scale industrial and mining enterprises, democratic personages and self-invested TEIs in emerging cities will be supported”. Later in April 28, in the *Report on Accelerating Private Higher Education* approved by the State Council and referred to the Ministry of Education and the State Development Planning Commission, it was advocated that

Major enterprises should establish colleges and short-term professional TEIs in major cities and fast-developing medium-sized cities to cultivate talents for local areas and organizations. Besides, democratic parties, mass groups and compatriots are also encouraged to establish such institutions. (p. 112)

Ever since, the number of NPCs had been increased to almost a hundred in only the short period between 1982 and 1984 (Le, Liu & Wei 2010). However, problems in the private higher education sector, such as illegality, and poor management, arose with the increasing policy support for private education. Consequently, the Ministry of Education issued the *Interim Regulations on Non-public College-running* and *Regulations on Financial Management in Non-public College-running* to regulate the quality of private education. In March 1988, the State Council declared in the *Interim Regulations on Self-taught Higher Education Examinations* that “Chinese government would encourage enterprises, institutions and other non-governmental organizations to provide auxiliary activities to higher education through TV, and correspondent courses as required by the Outline of Professional Examination Plans and Self-taught Courses”, which limited non-governmental education providers to a “supportive” instead of “operative” role in higher education. The development of non-public higher education was suppressed. As a result, in the 1980s, non-public participation in the organization and delivery of tertiary education progressed extremely slowly. Throughout the period, tertiary education remained a privilege for the elite and a sector of strong central planning and state domination.

In the 1990s, especially towards the middle 1990s, the Chinese government, under the pressure of increasing unemployment and sluggish domestic demand, decided to drastically expand and commercialize tertiary education in order to delay the entry of high school leavers into the labor market and to decrease its financial commitment to universities. In order to absorb the explosive university intakes, the central government not only encouraged public tertiary educational institutions (TEIs) to expand its scale, but also further deregulated education for non-public endeavors. The Resolution of the *14th National Congress of the Chinese Communist Party* held in 1992 re-stated the state's commitment to encouraging the participation of non-governmental sector in education at all levels. In February 1993, it was also clearly stipulated in *the Outline of China's Education Reform and Development* by the State Council that “the Chinese government will encourage, support and effectively guide and regulate educational institutions operated by social organizations and individuals.” In higher education, the form was shifted from being “mainly organized by central and provincial governments” to “a new pattern mainly organized by central and provincial governments and participated by non-governmental forces”. In 1997, the central government issued *the Regulation on Colleges Operated by Non-Governmental Investors*. This was the first time rules were set up for non-public education in the form of administrative regulation. In *the Third Education Session of China* in 1999, it was stipulated that

We need to further emancipate our minds and meet the increasing demand in education through various forms of education and form an educational pattern mainly organized by governments and co-developed by public and private colleges. Any lawful educational forms can be experimented to further support the development of private education sector. (p. 11)

For the first time in China’s education history, the Chinese government placed private education on the same level as public education, and opened the sector to non-public actors. In December 2002, as the first law on regulating non-public colleges, *Law on the Promotion of Non-public Colleges of the People’s Republic of China* was promulgated, marking the final legalization of non-public participation in tertiary education.

An overview of NPC in China

With the passage of *Law on the Promotion of Non-public Colleges of the People’s Republic of China*, the NPC entered its golden age. In the past decade, NPCs mushroomed in China and have become an important part of China’s higher education. Their share in the tertiary education market has increased dramatically, as reflected in Table 1.

Table 1: Number of Non-public Colleges, Graduates and Teaching Staff 2005 to 2014.
(Huang, Yang, & Yang, 2016)

Year	No. of NPC s	Total No. of TEI	%	No. of NPC graduates	Total No. of TEI graduates	%	No. of NPC full-time teaching staff	Total No. of TEI full-time teaching staff	%
2014	728	2529	28.8%	1419645	6593671	21.5%	293954	1534510	19.2%
2013	718	2491	28.8%	1332720	6387210	20.9%	281415	1496865	18.8%
2012	707	2442	29%	1305701	6247338	20.9%	267180	1440292	18.6%
2011	698	2409	29%	1229577	6081565	20.2%	252441	1392676	18.1%

2010	676	2358	28.7%	1096923	5754245	19.1%	236468	1343127	17.6%
2008	640	2263	28.3%	819921	5119498	16.0%	202562	1237451	16.4%
2006	596	1867	31.9%	365130	3774708	9.7%	148964	1076000	13.8%
2005	547	1792	30.5%	223390	3068000	7.3%	117779	9658000	12.2%

As shown in the table, in 2014, the number of NPCs amounts to around 30 percent of the entire number of TEIs. Around 20 percent of tertiary graduates came from NPCs, which hired about 20 percent of tertiary teaching staff. This is completely unimaginable three decades ago.

Identifying the Problems

In the past three decades, China’s NPCs have been going through ups and downs, but their development has gained momentum in recent years. In spite of strong development, however, NPCs face numerous difficulties and constraints, many of which are imposed by unfair policies. A major cluster of difficulties that have haunted NPCs is inequality. *Law on the Promotion of Non-public Colleges of the People’s Republic of China* provides that “private education belongs to public welfare undertakings, and constitutes a part of socialist education. Equal legal status between private education and public education must be established.” But in reality, NPCs have always been treated as an inferior supplement to the public sector in China.

Firstly, compared with public TEIs, NPCs usually do not receive any funding from the government. In fact, NPCs in China have few funding sources apart from fees collected from students, which account for 80% or more of their revenues. Another important source is business investments, which account for about 7% but these funds have to be repaid to investors. Government funding accounts for very small portion of

4%. Private donation and self-supporting income, which form the main funding sources for NPCs in China, accounts for only such trivial parts as 0.4% and of 0.2% respectively.

Secondly, according to laws and regulations in China, NPCs need to pay as much as a quarter of their balance in student fees as business income tax, while their public counterparts enjoy a high level of government funding listed as tax-free on the Tax Law and thus do not have to pay such “business income tax”.

Moreover, NPCs also face inequality in student admission. A major disadvantage in this regard is that NPCs can only recruit students from leftovers of public universities. Local education bureaus usually prioritize the needs for quantity and quality of public TEIs, while the needs of their private counterparts are considered as secondary. In addition, fee NPCs have been granted autonomy in recruitment by the Ministry of Education. In spite of the promised equality in recruitment form, the national unified recruitment has to some extent weakened the advantage of NPCs.

NPCs’ development and operation are also constrained by the quality and instability of academic staff or faculty. NPCs universally have high proportions of short-term staff and lack academic leaders and professional teaching staff. What is more, teaching staff with doctoral degrees occupy a much smaller part in faculty of NPCs compared with public TEIs, the main reason being the poor attraction of NPCs to high-level talents.

Newly-employed teaching staff with no professorship also account for a big part of the issue. It is also worth mentioning that almost all NPCs are practice-based institutions currently, which encourage their teaching staff to conduct applied teaching

rather than academic work. However, the evaluation of teaching staff's professional titles is still mainly based on their academic achievement. Teaching staff in NPCs that hold the title of associate professorship and professorship account for only a small part of the faculty. The situation has been termed as "strong ends and a weak backbone", i.e. the proportion of senior and young teaching staff is quite large while that of middle-aged and experienced teaching staff is comparatively small.

What is more detrimental to NPCs, and thus more concerning to the healthy development of the sector, is the policy discrimination against the teaching staff in the non-governmental sector in terms of career mobility, welfare benefits, and entitlements. The main reason for this policy discrimination is that the nature of the legal person of NPCs has been unclear as it is defined as "private non-enterprise units", which is a definition of "what it is not", instead of "what it is". This ambiguity is particularly strongly felt in comparison with "institutional work-units", since the latter is publicly owned. There is an obvious gap in policies regarding salary package, social insurance, retirement package, honorary titles and schooling of children between "private non-enterprise units" and public "institutional work-units". Lacking in governmental financial support, NPCs' teaching staff have a very low level of social security entitlements, and retirement income is just half of their counterparts in public TEIs. Moreover, unequal career opportunities and social security entitlements that are very unfavorable compared with those offered in the public sector has become a major factor that limits the NPC's ability to attract or retain quality teaching and academic staff and to compete on a par with their counterparts in the public sector. Such inequalities have significantly destabilized the employment structure of NPCs. Although this issue has not caught scholarly interest internationally, Chinese scholars have long expressed their concerns.

Chapter 2 Literature Review

In this chapter, for the purposes of identifying gaps in the previous research and presenting my research questions that I expect to contribute to the closing of the gaps, I will explore and evaluate existing scholarships on educational equity and studies concerning inequality between the public and private sections in China's tertiary education.

Educational equity

Educational equity has long been in the spotlight and a focus of academic interest in China and internationally. First of all, educational equity is a historical concept, of which there have been different understandings from different positions, viewpoints, and times. With the development of society and education itself, the connotation and extension of educational equity is also constantly enriched in adaptation to each historical period. Scholars believe that educational equity is a key part of social equity, an extension of social equity in the educational field, and an important means to achieving social justice. Zheng (1998), Tian & Li (2002) believe that education can significantly improve people's living conditions and promote social equity. Based on different ways of categorization, education can be divided into: equity at the starting point, in the process and outcome of education; equity in educational philosophy, institutions, practice and morality; and equity in rights, opportunities, and resource allocation; formal and de facto educational equity; equity in principles, operation, and outcome; horizontal, vertical and inter-generational equity; macro-equity and micro-equity; educational equity at the concept level, in the education market and in society etc. Plato elaborated on educational equity in *Utopia* from two aspects: first, educational equity enables the development of individual peculiar capabilities, while the same educational opportunities are the premise for everyone to develop through education, and the influence of external factors such as ethnic origin, family

background, and economic status should not affect educational opportunities; second, the development of individual capabilities must be beneficial to the country, that is, the development of individuals cannot hinder the development of others or the society (Zhang & Zeng, 2007).

In explaining or defining educational equity, scholars often employ concepts like “equal opportunities in education,” “equal rights in education” or “reasonable distribution of educational resources”. According to Yang and Zhang (2003), equal rights for education mainly mean legally ensuring that every citizen enjoys the same right to education. Equal opportunities for education include two aspects: first, young people with the same ability, regardless of their gender, race, and region, have equal opportunities for higher education; second, members of all social strata, regardless of their family background and personal origin, have equal access to higher education. Correspondingly, it is inequity if teaching staff receive unequal wages and welfare entitlements under the same conditions (Yang & Zhang, 2003). Equality in educational opportunities and rights are also extension and reflection of values of social equity in education (Yang, 2001).

At the same time, professors such as Lao and Liu (2000) believe that education equality should include the following concepts: First, subjects’ personality and dignity are equal; Second, rights and obligations of education are equal and the relationship between educational power and responsibility is balanced; Third, equal opportunity in the education process; Fourth, educational opportunities for equal use; Fifth, compensation for disadvantaged groups; Sixth, equal opportunity for academic success.

Guo (2000) also points out that educational equity is “the reasonableness to educational objects and evaluation objects” or “the equity for each educational object

in educational activities and the evaluation of educational objects” (p. 21). Zhang and Ma (2002) point out that educational equity is the judgment of whether the distribution of educational opportunities, educational resources, etc. are equal, and the distribution criteria, causes, etc., also refers to the reflection, measurement, and evaluation of the relationship of educational interests among people. To sum up, we can define educational equity as reasonable norms or principles on which the central government allocates educational resources. Educational equity is the cornerstone of a harmonious society and the direction that the education sector has been advancing. As the ultimate hub of education and society, higher education in China urgently requires educational equity.

According to Xie, et al (2008: 94), higher educational expansion and growth have exacerbated higher educational inequality and fueled the public’s dissatisfaction with fair distribution of educational resources. Many previous scholars are particularly concerned about students’ unequal education opportunities related to region, gender, social stratification and family socioeconomic status. For example, it is widely acknowledged that students from different regions have unequal access to higher education, and those from minority regions and major cities are more likely to go to universities than those from inland or densely populated provinces (Lewis & Dunder, 2002; Qian, & Smyth, 2005).

Social status and socioeconomic background is also another major indicator of inequality according to the scholars such as Jin (2000), Zhou and Chen (2011) who indicate that access to higher education is more and more determined by one’s family’s social stratification, economic conditions, cultural and social capital, and their high school education backgrounds.

Inequality between public and non-public colleges

Up to date, the focus of academic concerns about inequity in Chinese higher educational system has been on students and their access to education. Inequality between public and non-public sectors is not sufficiently studied. Although inequality between public and non-public sectors has caught scholarly attention, it is mainly studied by Chinese scholars.

In recent years, with the vigorous development of Chinese NPCs, an acute issue of educational equity has emerged from another aspect, especially from the aspect compared with public TEIs. Having received encouragement and support from the central government for more than 20 years after the reform and opening up, NPCs have made certain achievements. However, after long-term exploration and research on their college-running, scholars in the field still find many problems, including shortage of funding sources, unstable faculty teams and channels for teaching staff recruitment, unreasonable structure, poor quality of students, and inadequate property right system for NPCs. Previous researchers include Qin (2003), Shao (2001), Weng (2003), Guo (2004), Mu and Mao (2005) have examined the inequality between private and public TEIs regarding social status, taxation and education organizers, emphasizing compensation to disadvantaged groups. They all proposed preferential support to NPCs, arguing that the same treatment to the two sides are unequal to NPCs.

Mu and Mao (2005) state that, unlike Chinese public TEIs that have many funding sources from governments which were more than twice as the students' tuition fees, Chinese NPCs have few funding sources apart from fees collected from students. Hua (2007), also started with the status quo of China's non-public higher education fund raising in her article *Difficulties and Choices in Raising Funds for Non-public Higher Education*, analyzed its plight and focused on realistic problem-solving choices from the perspective of governments and NPCs.

In addition, scholars argue that Chinese NPCs are also facing unequal treatment in terms of taxation policies. Scholars including Tan (2003) and Shao (2001) analyzed the inequality in taxation between the two sides. They found that NPCs needed to pay as much as a quarter of their balance in student fees as business income tax, while their public counterparts enjoyed a high level of government funding listed as tax-free on the Tax Law and thus did not have to pay such “business income tax”.

Moreover, scholars have noted that a crucial cause restricting the sound development of non-public education is the lack of clarity in property rights, which, in the narrow sense, mainly refers to the college property rights formed around non-public education capital, i.e. property rights to certain NPC, including the right to use, possess, and dispose etc. The 35th and 36th articles of the *Promotion Law of the People's Republic of China on Non-public education* clearly stipulate the property rights of non-public colleges:

Non-public colleges enjoy the property right of the legal person invested by the organizers in forms of assets, state-owned assets, donated property and college-running results. During the existence of non-public colleges, all assets are managed and used by non-public colleges in accordance with the law, and no organization or individual may invade. (p. 15)

Although the organizer is specified to enjoy the property rights of the legal person, it does not involve the rights of other individuals who assist college-running, or of funding agencies, so the enthusiasm of private individuals and institutions to donate funds can hardly be stimulated. Other studies, such as Pan and Hu’s *Problems in the Reform of the Property Rights System of Non-public Colleges in China on the*

Property Rights of Public Universities and Non- state-run Colleges, illustrates the dilemma of unclear property rights and the importance of a clear property rights system to the development of NPCs. In order to deal with the dilemma, Wang (2010) puts forward the model of coordination between internal and external governance mechanisms in his *On the Governance Mechanism of Property Rights in Non-public Colleges*.

There is also research examining the inequality related to faculty competition between NPCs and public TEIs. These studies, such as those conducted by Qian (2004), Wu and Gao (2006), Huang (2005), Dong (2005), Yang (2002) and Cao (2005), are predominantly policy analyses. They call for equal rights to faculties of the two sides and argue that faculty in NPCs should also enjoy the same level and kinds of entitlements as their counterparts in public TEIs. Scholars such as Xu (2005), Xing (2007), Yan (2008), Yang (2009) and Yang (2010) have identified numerous unfavorable policies against NPCs and explored their impact, such as unequal treatments in terms of welfare entitlements, and promotion along the ladder of professional titles. They all point out that *Law on the Promotion of Non-public Colleges of the People's Republic of China* posits that teaching staff and students in public and non-public colleges have the equal legal status and rights, but in reality, the teaching staff in NPCs still face unequal treatment. For example, it has been widely acknowledged that teaching staff in public tertiary institutions enjoy much better career mobility because the promotion system is controlled by the government and is open predominantly to the employees of the public sector (Song 2009, Yang 2009, Yang 2010, Chen 2012, and Zhang 2012).

With regard to the inequity issue of NPCs, the scholars came up with the statement of various causes based on analysis from different perspectives and levels, which are mainly divided into internal and external causes. The so-called external factors refer

to factors beyond the power of the college, including governmental and social factors, while the internal ones refer to the internal causes of NPCs, including the factors of the NPCs themselves and of their faculty (Yang, 2003; Chen, 2012; Yang, 2009) . The scholars point out in their research findings that inequity does exist in the running of NPCs in China due to the following external causes: (1) The government does not pay enough attention to the process of NPC-running; (2) The government management system is not as strict with NPCs; (3) The society has prejudices against NPCs (Chen, 2012, Yang, 2009). After investigating NPCs in Middle and South China, scholars believe that the internal factors are: First, a great part of the focus of NPC college-running is on profits; Second, there are gaps in the management mechanism of NPCs compared to public ones; Third, there are constraints in funding for NPC college-running; Fourth, the channels opened for teaching staff recruitment in NPCs are not enough, which leads unstable teams and unreasonable structure of faculty; Fifth, the quality of students is not satisfactory; Sixth, the property rights of NPCs are inadequate (Yang, 2003). All these factors have constrained the development of equity of NPC-running.

Therefore, since there could hardly be significant changes in current educational resources and economic development, the application of policies for macro-control to achieve relative educational equity has become a key issue concerning the sound development of higher education in China. Scholars believe that the needs and support of the environment are undoubtedly the necessary conditions for the existence and development of non-public education. Only when the external environment achieves the same level as that in public education can it be transformed into an inexhaustible motivating force for the development of non-public education. The fact, however, is that, compared with public universities, the resource allocation to NPCs in China is in severe shortage. Scholars point out that the main funding source and supporter of public education in China is the government, which enjoys strong financial support. Furthermore, in case of urgent need, corresponding policies can be

introduced to maintain the development and promotion of public education. In contrast, the pillars of non-public education are weaker and the relevant legal regulations are limited, shown in the vague description of their property rights and profit attributes (Xiong & Li, 2016). Therefore, more detailed regulations and guidelines are needed.

Concerning predicaments faced by the Chinese NPCs due to unequal policies, scholars in the field have been making efforts to seek countermeasures. Scholars such as Wu (1999), Chen (2001), Chen (2004), Hu and Ding (2001) contrasted the legal status of the two and emphasized the importance of their legal equality. They proposed that the two should be treated equally, both on social and educational status, and argued that educational equality covered more than just equality for the educated, but also for education providers, and that non-public and public TEIs should enjoy the same priority. Such scholars then proposed some solutions. For example, Weng (2003) advocate compensation to disadvantaged groups or personnel so that they could offer them a chance to improve their social status and break down educational inequality. Qin (2010), Shao (2001) and Guo (2004) even suggested preferential support for NPCs as they need more educational resources and support than public sectors.

In summary, scholars have confirmed the inequity in policies between public universities and NPCs, which involves areas such as legal status, taxation systems, and college management subjects. They also emphasize the importance of compensating vulnerable groups because inequality has severely obstructed the sound development of non-public higher education in China.

Inequality related to teaching staff between private and public TEIs

In fact, one of the most urgent developmental bottlenecks encountered by NPCs in

China is the construction of faculty pools, because teaching staff are the guarantee for quality and the foundation for strength for a university. The quality of education is directly related to the survival and development of NPCs. Teaching staff from NPCs, as the main body of teaching and scientific research, are the decisive factors for accomplishing teaching tasks and improving teaching quality. Therefore, a relatively stable and high-quality faculty team is the primary prerequisite for ensuring the implementation of teaching and improvement of education quality in NPCs. Scholars such as Lu (2008), Duan and Lian (2010) point out that the issue of faculty team-building has always been a core issue and an important means in the development of non-public colleges and the construction of college features. In the current crucial period for NPCs to realize the transition of the intrinsic mode of college-running, faculty team-building has become a “bottleneck” that restricts the continuous development of NPCs. Xue (2006) used some key words including “inadequate (inadequate enough authorized size of the employment), low (the overall quality is low), unstable (liquidity in faculty team and randomness in quitting), uneven (teaching staff’s levels are uneven) and unsmooth (teaching staff’s mentality is not correct)” in his article *Countermeasures and Suggestions for Strengthening the Construction of Teaching staff in Non-Public Colleges* to sum up the overall situation of the teaching staff of non-public colleges. Lü (2008), Duan (2010) and Xue (2006) have also found that the mobility of non-public colleges is far greater than that of public colleges, and the teaching staff of the non-public colleges mainly belong to either young or old age groups, leading to unreasonable team structure and hence instability and high liquidity of faculty teams. In fact, the high turnover of teaching staff will not only disrupt normal teaching order of colleges, but also affects the teaching quality, and may directly affect the interests of non-public colleges or even endanger their survival.

Xu (2006) states that the unreasonable faculty team structure in non-public colleges is caused by problems in age groups, educational background, knowledge, specialization,

proportion of full-time/part-time teaching staff and job title composition. For instance, teaching staff of old and young age groups may have a large age span, with a lack of middle-aged and young academic leaders; or the proportion of part-time teaching staff can be large, with a lack of highly educated and high-quality teaching staff. Similarly, Xu (2006), Xi and Zhao (2009) also state that the “three fewer” and age “polarization” are common in NPCs, i.e. there are fewer core teaching staff with rich experience, fewer academic leaders, and fewer staff with professorship or high academic qualifications; and there are many retired senior teaching staff and many young teaching staff who are new graduates. Besides, this “dumb-bell-type” age structure is also not conducive to the exchange of ideas and academic exchanges between staff, hindering the natural alteration between old and new teaching staff and leading to the broken structure of the faculty team. In the article *Problems and Countermeasures for the Construction of Teaching staff for NPCs*, Xi and Zhao (2009) mentioned four main sources for NPC teaching staff recruitment: hiring retired teaching staff from public colleges, open recruitment; college graduates; and hiring part-time teaching staff from public colleges. It can be seen that the irrational structure of teaching staff has a direct relationship with these main sources. It is undeniable that the allocation of teaching staff resources in NPCs is incompatible with the development of higher education. It directly affects the teaching quality of NPCs, indirectly affects the level of student participation in the process of higher education, and is not conducive to the harmonious development of society (Jiang & Yang, 2009).

However, the fundamental reason for the major problem is that teaching staff in NPCs are unable to enjoy the same treatment by the government as their counterparts in public colleges and universities.

In recent years, more and more attention has been paid to unequal professional development faced by the teaching staff in NPCs. This is because the issue is still

believed to be a key factor restricting the development of Chinese NPCs (Chen 2012, Song 2009, Yang 2009, and Yang 2010). The utmost discrimination, as Yan (2008) and Yang (2009) point out, lies in the employment status. Teaching staff working in public colleges are public employees whose employment is formally registered with the personnel bureau of the local government, while NPC teaching staff are employees of the private sector whose employment is not managed by the government. For this reason, it is difficult for NPC teaching staff to find employment in public colleges.

At the same time, Zhang (2007) expresses that salary and other benefits of teaching staff in NPCs is also relatively low compared to their counterparts in public universities, and some relevant policies have not yet been fully implemented. In particular, the retirement income of teaching staff in NPCs shows a wide gap from that of public college teaching staff. This also has led to instability in the faculty teams of NPCs, which is not conducive to the sound development of NPCs. Huang (2006) points out that, compared with public TEI teaching staff, teaching staff in NPCs almost never receive the same wages and benefits in any aspect. Some government agencies have more or less prejudices against NPC teaching staff in terms of promotion, appraisal, professional title assessment, and further studies. Qiu (2008) also discusses in the article *Analysis of the State of Faculty Team in Non-public Colleges in China* that due to the concerns about personnel relations, job title evaluation, housing, medical insurance, and pension insurance, many newly-graduated young teaching staff are unable to feel at ease to work in NPCs for a long time. Once a more ideal job is found, they will leave.

Scholars also found that teaching staff from NPCs not only suffered from high work pressure, but also lacked a sense of identity and belonging to their institutions. Consequently, they were not positive in their working attitude. According to Wu

(2017), the problem with NPCs themselves is one of the main causes for the loss of teaching staff. Wu points out that the special features of NPCs being invested by social forces (economic organizations), either relying on some public TEIs or staying independent, determines that many NPCs put much emphasis on investment rate of return, which conflicts the public welfare nature of education and laws of tertiary education.

Many NPCs are lagging behind in terms of management and administration, institutional setting and physical and soft environment. In addition to teaching tasks, teaching staff in NPCs also have to undertake a lot of administrative work, which means heavy workload and pressure. Moreover, the salary system is far from perfection and the relevant incentive platforms and competition mechanisms for these teaching staff have not been set up, seriously affecting the enthusiasm of teaching staff in NPCs and eventually leading to the gradual loss of faculty (Wu, 2017). Lai (2005) also points out in the article *Problems and Countermeasures for Faculty Team-building in Non-public Colleges* that most NPCs implement the full-staff appointment system, and the relationship between colleges and teaching staff is basically temporary employment, which may easily affect working enthusiasm of those who lack a sense of responsibility and professionalism. This eventually hinders the development of the college and hence results in lower quality of teaching. At the same time, the results of the evaluation in many NPCs have not played a functioning incentive role. Some scholars such as Zhou and Luo (2010) also propose that teaching staff in NPCs should engage in research, counseling work, student administration and human resources work. It immensely increases their workload and mental pressure, leading to work fatigue and high turnover rate in NPCs. As a result, research has found that new hires of NPCs are usually under the age of 30 or above 55 and usually have lower professional titles than their counterparts in the public sector (Song 2009, Yang 2009, Yang 2010, Chen 2012, and Zhang 2012).

In summary, whether their legitimate rights and interests can be guaranteed is a key issue that teaching staff of NPCs are increasingly concerned about. It involves the connection between employers and employees and is also the main cause for instability of the faculty team. On the one hand, they cannot enjoy the same privileges as teaching staff in public universities with regard to social security, professional title assessment, reward-granting and appraisal, further studies and training etc. On the other hand, the teaching staff of NPCs are worried whether the college can honor its commitment in wages, benefits, and social security.

In short, existing studies have shown that NPCs face insurmountable barriers in recruiting from the public sector and have to settle with less qualified teaching staff. Considering the share of NPCs in the whole tertiary education system, these studies maintain that such discrimination and inequality is detrimental to the development of NPCs and is extremely unfair to participating students and teaching staff.

Based on this understanding, many scholars have been appealing for equal rights and more favorable policies for teaching staff in NPCs (Liu 2006, and Chen and Zhang 2014). As they noted, there has always been a vicious circle of turnover rate and the imbalance of faculty. Therefore, careful planning across a wide range of areas, from teaching staff's employment and training to reward mechanism, should be adopted to stabilize faculty team in NPCs. These scholars also offered advice on ways NPCs could adopt to safeguard teaching staff's rights, and that governments at all levels and administrative departments of education could benefit from assisting NPCs in publicity. Yan (2008), Chen (2012), Song (2009), Yang (2009) and Yang (2010) also stated that governments should expand their funding channels based on laws and regulations to provide NPCs financial foundation. Moreover, governments should ensure the implementation of promotion guidelines and regulations. In view of professional development, scholars including Du and Ouyang (2012, p. 108)

contributed the “serious delay of faculty professional development in NPCs” to low levels of payment packages, inadequate professional development opportunities, insufficient college investment, as well as unsatisfactory outcomes of teaching. Accordingly, they put forward the following solutions: (1) Ensuring the basic living needs of faculty and guiding their initiative in professional development; (2) Increasing financial support for on-the-job training; (3) Providing pedagogical training to improve teaching outcomes; and (4) Encouraging teaching staff to conduct reflective teaching to increase their knowledge of teaching practice (Du & Ouyang, 2012) .

An and Xu (2013) summed up the achievements, problems and constraining factors in faculty team-building of NPCs in China since the 1980s, using faculty team-building in Beijing, Shanghai, Jiangsu, Shaanxi, and Shandong as the objects of an empirical investigation, they first extensively analyzed the team-building mode of NPCs, and then, from domestic and foreign perspectives, analyzed the path and experience of faculty team-building under different systems. They then put forward countermeasures and suggestions suitable for faculty team-building of NPCs in China from the perspective of “Quality Engineering” (p. 53): (1) Accelerating the construction of relevant laws and regulations and providing legal protection; (2) Formulating and improving the social security system to safeguard the legal rights and interests of NPC teaching staff; (3) Improving the appointment system and creating a vibrant environment for human resources; (4) Improving the social status and wages and benefits of teaching staff in NPCs.

Taking the characteristics of regional economy as the starting point, Shen (2009) studied the professional development of some NPC teaching staff in Shanghai, China: He surveyed the occupational satisfaction degree of teaching staff from 14 NPCs. The survey data showed that NPC teaching staff in Shanghai are not quite satisfied with

their jobs and NPCs need to improve from the following six aspects: (1) The teaching environment and office facilities need to be improved; (2) Student management needs to be enhanced to improve the quality of students; (3) Salaries and benefits of faculty and staff need to be raised; (4) College management system needs to be improved and the evaluation system reformed; (5) Entertainment activities are expected to be organized to strengthen communication among teaching staff; (6) Campus culture construction needs to be strengthened to form strong academic atmosphere (Shen, 2009).

Scholars such as Chen (2005) and Lin (2008) point out that a relaxed and favorable external environment is indispensable to NPC teaching staff; however, it needs the support of the governmental policies and the improvement of the system. Chen (2005) points out in the article *Faculty Team-building in Non-public Tertiary Education Institutions: A Shaanxi Perspective* that the operating mechanism compatible with the NPC college-running system as well as teaching staff employment contract mechanism, teaching staff compensation mechanism, teaching staff further education mechanism, and promotion mechanism for teaching staff's professional titles should be established according to law, closely relying on the *Law on the Promotion of Non-public Colleges of the People's Republic of China* and its regulations. Lin (2008) reaffirmed the importance of guidance on public opinion in the article *Thoughts on the Stability of Faculty Team in Non-public Colleges*, in which she emphasized that the support and recognition of education departments play a significant role in creating a social and cultural atmosphere beneficial to the sound development of NPCs, and the gradual improvement of their unfavorable position in the society. That is to say, the development of NPCs needs strong support from public opinion, and the social status and image of their teaching staff need to be improved accordingly. According to scholars, including Lin (2008), Chen (2005) and Lin (2008), governments at all levels should give full play to the influence of public opinion, especially the media, to publicize the function and contribution of NPCs in China's

socialist education, thus changing the common prejudices against them and their teaching staff.

As can be seen, existing studies predominantly focus on the inequality in the implementation of policies in relation to NPCs and their negative impact particularly on the teaching staff. At the same time, what scholars have focused on is mainly what the governments should do for NPCs to deal with the issues. However, it is not only the responsibility of the government to solve such problems. NPCs themselves need to solve the problems through their own efforts. However, little attention has been paid to what measurements NPCs have adopted to counterbalance negative impact of government policies and their underprivileged market position in order to attract, recruit, and retain staff, and how teaching staff respond to these measurements. Furthermore, existing studies usually take a static view towards the policy process in China's tertiary education, while they largely overlook the dynamics in the process in which NPCs and their teaching staff have made great efforts to influence policy makers, and how they could stabilize their teaching staffs without policy supports or funding from governments. But as shown above, the number of teaching staff employed in NPCs has been on the rise, which indicates that the sector is attractive to a certain degree and is trying to solve the problems of teaching staff recruitment and retention on their own.

Research Questions

In order to fill this research gap and to explore the possible recommendations to overcome the negative effects of such inequality and discrimination, the present research will first analyze the inequality that NPC teaching staff faces and its impact on the development of the non-public tertiary education sector. Secondly, the research examines how NPCs and their teaching staff cope with the inequality and discrimination, and how they strive to participate in the policy process and seek to

promote their rights and interests, especially how NPCs strive to offer more attractive payment packages to their staff and create opportunities to meet their expectations for professional development.

This research seeks to answer the following questions. First, what strategies have NPCs employed to counterbalance the discriminative policies imposed on their teaching staff, especially in terms of welfare, entitlements, and career path? And how have these strategies helped NPCs to recruit and retain staff and to improve teaching quality? Secondly, how does teaching staff in NPCs react to their employers' strategies? Thirdly, how do NPCs persuade the government to give policy support for their teaching staff, and how do they strive for equal footing with counterparts in the public sector in terms of employment?

The answer to these questions will not only provide a comprehensive picture of the dynamics in the private sector of education, but also cast lights in the understanding of non-public to public partnership and new governance mechanisms emerging with the development of diversified education in China. The ultimate aim of the research is of course to aid the NPCs in advocating their and their staff's interests to the government, and to contribute to the policy process.

Chapter 3 Methodology and Method

As we all know, there is no one right method of collecting data. Each research method or technique has its own purpose, advantages, and challenges, but the goal is the same: to obtain genuine, valid and credible data. As a rule of thumb, research methods are decided by research questions. In my research, I will choose methods that suit my research purpose and questions best. In the following text, I will specify the methods I choose, justify my choice against the aims of my research and research questions, and map out the execution of the methods.

“Focused synthesis” as a qualitative approach

The aims of the current study are to examine the inequality and hindrances that Chinese Non-Public Colleges (NPCs) face in the area of welfare and career path for academic staff, and to explore possible solutions to these problems that have been tested in the case study and that could contribute to the governmental policy making and to the healthy development of the whole sector. They intend to answer such questions as: what strategies have NPCs employed to counterbalance the discriminative policies imposed on their teaching staff, especially in terms of welfare, entitlements, and career path? How have these strategies helped NPCs to recruit and retain staff and to improve teaching quality? How do teaching staff in NPCs react to their employers' strategies? How can NPCs persuade the government for policy support for their teaching staff? And how do they strive for equal footing with counterparts in the public sector in terms of employment? When searching suitable methods for the current research, therefore, I considered resources that are available to me. As a result of extensive consideration, the research will employ “focused synthesis” as the method to collect and analyze data. “Focused synthesis” is a qualitative approach that is based on already existing information (Majchrzak, 1984). Although it is somewhat similar to traditional literature reviews by involving selective

review of written materials and existing research findings which are relevant to the issue or research questions in a study (Majchrzak, 1984), it must not be confused with traditional literature reviews as the former is different from the latter in several ways.

First, “focused synthesis” looks for and discusses information obtained not only from published articles but also from a variety of other sources such as discussions with stakeholders, anecdotal stories, congressional hearings, personal past experience of the researchers, staff memoranda, unpublished documents, and published materials (Majchrzak, 1984).

Secondly, Majchrzak (1984) also reminds us that unlike traditional literature reviews which only tend to describe sets of research studies and identify gaps or areas needing more research, “focused synthesis” will generally describe its information sources, which will be used only to the extent to which they directly contribute to the overall review.

Thirdly, traditional literature reviews are mainly used as forerunners or background for subsequent research, and the gaps identified are filled by a subsequent data collection effort in a study. While “focused synthesis” tends to be used alone in a technical analysis in such a way that the results of the synthesis will be regarded and used as the results of policy research effort, the recommendations presented will be solely derived from the synthesized information (Majchrzak, 1984).

As an example of “focused synthesis” approach, consider the study of Burton in 1979 for AID (Agency for International Development) on the rural water supply problems in developing countries, which made his research effort

Based upon a survey of recent available and accessible literature; on my own field experience in the past five years in Africa and Latin America; and on discussions with individuals at the Ross institute, International Reference Centre for Community Water Supply in the Hague, the world Health Organization, and the British Ministry for Overseas Development. (Burton, 1979, p. iv)

Thankfully, there were several policy recommendations for improving the water supply of developing countries' rural communities that were worked out through the findings from a synthesis of these information sources in Burton's study.

Justification for a qualitative method

There are several reasons why a qualitative research method is chosen for the current research. At first, qualitative research methods recognize and perceive realities as being diverse and open to interpretation and maintain the position that not all phenomena or ideas have a quantifiable element (Marsen, 2006). In other words, there is no careful control of variables in the research but findings are more directly related to the real world and not influenced by an artificial experimental situation. As a result, a qualitative approach is used when the nature of research questions requires exploration, and research questions in a qualitative study will always begin with *how* and *what*, so that the researcher will be given an in-depth understanding of what is going on relative to the topic.

Secondly, according to Merriam (1988), qualitative researchers are concerned primarily with process, rather than outcomes or products, and a qualitative approach emphasizes the researcher's role as active participant and the primary instrument for data collection and analysis. It makes the data to be mediated through this human

instrument, rather than through inventories, questionnaires, or machines. These characteristics fit the current research well. For the current research, the researcher will be the key instrument in data collection, and the interpreter of data findings by observing as a participant during the process of exploring what efforts have been made by both governments and NPCs to counterbalance the discriminative policies imposed on their teaching staff, and how have these strategies helped NPCs to recruit and retain staff and to improve teaching quality. This kind of research method therefore allowed the researcher to pay greater attention to what actually happened in the processes, rather than viewing the results as the products of an impartial environment.

Thirdly, qualitative research methods are the most appropriate for studying phenomena in their natural settings, and for understanding of social processes in context; they also allow the researchers to explore phenomena such as feelings and thought processes, which are difficult to learn about through quantitative research methods (Jones, Torres, & Arminio, 2006). In this study, the researcher focuses on how key stakeholders made sense of their lives, experiences, and their structures of the worlds, to what extent the teaching staff in NPCs were satisfied with their employment status and how the teaching staff in NPCs reacted to their employers' strategies through the use of interview and observation when completing data collection. The qualitative method would greatly facilitate the researcher to collect and analyze data.

Data collection methods

In this research, four modes of data generation and analysis will be employed to answer the research questions. These include case study, interviewing key stakeholders, the researcher's direct experience and review of documents.

Case study

A leading scholar in case study methodology and qualitative research, Yin (2009) defines case study as “an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident” (p. 18). As a major qualitative approach, case study is often longitudinal because it looks at development and change over time in individuals or small groups (Yin, 2003b, 2009). However, case studies allow a very in-depth look into the inner workings and dynamics of a phenomenon. It is also suitable for studying the whole organizations such as a college or focusing on a particular event (Yin, 2003a).

As to this research, the use of case study methodology facilitates the researcher to examine the inequality and hindrances that Chinese non-public colleges (NPCs) face in the area of welfare and career path for their academic staff, and to explore possible solutions to these problems that have been tested in the case study. Findings from the study could contribute to governmental policy making and to the healthy development of the whole sector.

In the current study, I selected S University in Shanghai for the case study. There are two reasons behind the selection. On the one hand, the development of non-public higher education in Shanghai is currently one of the best and fastest in China. With a history of more than 700 years, Shanghai was once the financial center of the Far East. Since the reforms that began in the 1990's in Shanghai, great changes have also taken place in the city. Nowadays Shanghai's status as a global financial center and a global cosmopolitan city is one of the main factors that make the development of higher education in Shanghai one of the best. Shanghai has some prestigious public universities such as Fudan University, Shanghai Jiao Tong University and Tongji University. There are also some famous non-public colleges

such as S University, Jianqiao University and Shanghai Institute of Visual Arts. In fact, the Shanghai government as its agencies, such as Shanghai Municipal Education Commission, have made a lot of effort to develop NPCs in the last few years by positively responding the calls from *Law on the Promotion Of Non-public Colleges of the People's Republic of China*, which demands governments at all levels to implementing the strategy of invigorating the country through science, technology and education, promoting the sound development of non-public colleges, and safeguarding the lawful rights and interests of the non-public colleges and those educated there. The Shanghai government has indeed incorporated non-public educational organizations into their planning of economic and social development. As a result, the relevant policy support given by the local government of Shanghai to the development of NPCs and NPCs' teaching staff is more obvious and substantial than in other provinces. Analysis of governmental policies and documents consist a major analytical task of the current research.

On the other hand, S University is a model NPC in China and the quality of its teaching staff is better than other NPCs in Shanghai. As the first full-time non-public university in Shanghai, S University was founded by professors from Shanghai Jiaotong University, Peking University and Tsinghua University. Since its foundation, the college has firmly stood by its principles that education should be for public welfare and non-profit. In order to meet the needs of Shanghai's regional economic development and the target of modernizing university education, S University has been striving to build itself into an application-oriented and internationalized first-class private university to train refined and qualified talents with Chinese virtues, international vision and highly innovative capacities. The University has two campuses, one in the Pudong District of Shanghai and the other in Jiashan County, Zhejiang Province. Currently there are 746 faculty members, including 547 full-time teaching staff. It has a total enrollment of 12,800 students in 2015, 11,900 of whom being undergraduates. Since its foundation, it has had a total number of over 34,000

graduates. At the same time, the University has been awarded many honors at national level such as National Advanced Non-Governmental Organization, AAAAA Unit, National Excellent Private University, May 1st Labor Medal, and Shanghai Model Unit (6 times in a row), Shanghai Safety Model Unit, etc. For the past 3 years, the average employment rate for S University graduates was 98%.

Being the best NPC located in the biggest and best city in China, even S University has faced tremendous difficulties in faculty building, caused by government policies. However, in recent years, the stability and quality of teaching staff in S University has obviously improved. Understanding the measures that S University has adopted to improve, and to counterbalance the negative impact of government policies and their underprivileged market position in order to attract, recruit, and retain staff, would be extremely useful and valuable to the understanding of the development and policy process of Chinese NPCs. To achieve this goal, I will combine a variety of data collection procedures over a sustained period of time, including in-depth interviews, reviewing documents provided by the college and local governments, and personal experience as a participant in this case study.

Key stakeholders

Interviews are usually defined as “conversation with a purpose” or “professional conversation”, but are different from a conversation as it is a very common type of elicited self-presentation (news interview, employment interview, police interview, survey interview). It can serve as the sole source of data in qualitative studies, but is more frequently used as one among several. Its data can be taken at face value (“interview as research tool”), or viewed as co-constructed accounts (“interview as social practice”) (Kvale, 1996). According to Kvale (1996), the main task in interviewing for qualitative research is to understand the meaning of what the interviewees say. There are three types of interviews for qualitative research include

structured interviews, semi-structured interviews and unstructured (open interviews (Thomas, 2009), which have been listed and explained as below:

Structured	Semi-structured	Unstructured (open)
Highly standardized interview schedules	Follow an interview guide	No imposed structure, just overall question;
Often large-scale survey interviews (e.g., opinion polls)	Often smaller-scale, 5-10p articipants or focus groups	Case studies
“Oral questionnaires”	Provide structure but give respondent some leeway	Oral or life history interviews

(Thomas, 2009)

For this study, I have collected data from several groups of key stakeholders by using both semi-structured and unstructured (open) interviews to gain flexible, deep and free responses from the participants. In particular, the first group of respondents was the staff working in the local government agencies such as Shanghai Municipal Education Commission. The second group includes the leadership of S University who used to work as the heads of the public universities or higher education departments of local governments. The third group consists of the heads of relevant departments from S University, including the heads of headmaster’s office, human resource department and finance department. The final group of respondents is the teaching staff from several faculties in S University.

All interviews were conducted in Mandarin, face to face and ranged between 30 minutes to an hour. They were also digitally recorded and fully transcribed in Mandarin with the permission of the respondents. The major points of respondents' views have also been translated. Meanwhile, the interview questions given to each group of respondents were slightly adjusted to reflect the unique composition and characteristics of each group.

Direct researcher experience

Direct researcher experience could also be referred to as direct observation, which turns the researcher into an internal part of the data in a qualitative research. Observation can be both structured and unstructured (Bogdan, & Biklen, 1992). It often begins unstructured to get a sense of the context. Based on that, the researcher may focus on a phenomenon of interest, define what it is, and develop a first explanatory hypothesis for it. Then the researcher continues the observation with a focus on a research question. Thus, unstructured observation often relies on field notes that the researcher records during and after the observation, which has been done by the researcher for the current study.

There are several reasons why the researcher has chosen such a data collection method. At first, as Yin (1994) argues, the observational evidence is needed in providing sufficient and additional information about the topic being studied. Through observation, researchers investigate what people actually do in their "natural habitat", which is not just what they claim to do (as they might in interviews) (Bogdan, & Biklen, 1992).

For the current study, the researcher was given an opportunity to work as an internship assistant to the president of S University for six months in 2017. During

that period, the researcher was given opportunities to get involved in the process of the university's administrative procedures and to get in touch with people who were working in both public and non-public colleges in Shanghai. More importantly, as an observer, I worked in roles ranging from complete participant (even covert) to "observer as participant". By doing this, I could both get firsthand experience with informant and record information as it occurred during daily work hours, as well as in discussions and meetings at all college levels.

Review of documents

As discussed above, review and analysis of documents is a key data generation method in qualitative research. It is using information that already exists in records, receipts, meeting minutes, reports and so on, rather than collecting new data. The documented resources that the researcher needed consisted of public documents such as policy documents published by governments at all levels, minutes of meetings, newspapers, and private documents such as dairies, journals, and letters (Bogdan, & Biklen, 1992).

There are numerous advantages of using such a data collection method for the present study. According to Bogdan & Biklen (1992), documents review enables a researcher to obtain the language and words of informants, which can be accessed at a time convenient to researcher as an unobtrusive source of information, represents data that are thoughtful in that informants have given attention to compiling, and saves a researcher the time and expense of transcribing as written evidence.

Most published governmental policy documents between the 1980s and 2010s about China's higher education and college teaching staff's rights have been collected and analyzed for this study. In addition, documents that contain the latest plans for future

development of higher education conceived by both, local government and central governments as well as the case college, has also been collected and reviewed. More importantly, the documents of supporting policies for NPCs' teaching staff's development made by both the local government and the case college from the past few years have also been reviewed.

Other documents such as the minutes of a variety of meetings at S University, for example the weekly *Joint Conference between the Party and the Administration*, the monthly *Teaching Conference*, *HR (human resource) Meeting*, the quarterly *Faculty Delegates' Congress* and *Budget Meeting* have been collected. Evidence has also been drawn from my work diaries during my internship at S University.

Data Analysis

As per previous discussion, the sources of qualitative data for the current research are interviews, observations, and documents, which are the most common sources of qualitative data (Patton, 2002), none of which can be collated easily by statistical software. This is because the description of people's lived experiences, events, or situations is often described as "thick" (Denzin, 1989), meaning, attention is given to rich detail, meaningful social and historical contexts and experiences, and the significance of emotional content in an attempt to open up the word of whoever or whatever is being studied. According to Patton (2002), qualitative data analysts face the task of recording data via a variety of methods (interviews, observation, field notes, etc.), coding and categorizing (using a variety of clustering and classification schemes), attaching concepts to the categories, linking and combining (integrating) abstract concepts, creating theory from emerging themes, and writing an understanding of data. The goal of qualitative data analysis is therefore to identify and discover emerging themes, patterns, concepts, insights, and understandings (Patton, 2002). At the same time, qualitative data collection and analysis usually proceed

simultaneously as ongoing findings affect what types of data are collected and analyzed (Miles & Huberman, 1994). Making notes and sketches for memos, as the data collection and analysis proceed, is one of the most important data analysis strategies which traces the thinking of the researcher, helps to guide a final conceptualization that answers research questions well, and offers a theory as an explanation for the answers. These memos support all activities of qualitative data analysis as suggested by Miles and Huberman (1994), including data reduction (extracting the essence), data display (organizing for meaning), and drawing conclusions (explaining the findings). All of these activities of data analysis are completed in the current research through a step-by-step data analysis procedure.

For the current research, after collecting data via a variety of methods including interviews, observation and documents reviewed, followed by organizing and preparing the data for analysis, I will first read through the data to gain a general sense of the information that I have gathered from the documents and observations, and ideas that the participants conveyed. Then I will carry out detailed analyses through a “coding process” (Strauss and Corbin, 1998), including coding and categorizing the data by using a variety of clustering and classification schemes, attaching concepts to the categories, integrating concepts, and creating theory from emerging themes. I will use this process to generate codes for the descriptions, which will lead to generalizing a number of themes or categories. Then I will analyze the themes that have emerged. At the same time, I will turn the themes into narrative threads, so that the findings emerge logically from the participants’ responses. The final step will be interpreting the meaning of the data. According to Creswell (2005), a researcher’s own background plays just as important a part in the meaning making process as a researcher’s fidelity to a theoretical lens. During my interpretation process, my work experience at S University informed my understanding of the participants’ stories. During the stage, I focused specifically on what the participants said, what judgments they made, and their intentions for future practice.

Meanwhile, the validity of qualitative research is often referred to as trustworthiness or credibility. The validity of the current research therefore will be assessed by using stakeholder checks as one of the common methods of assessing validity. The research participants who generated the data, often called informants, will be asked to evaluate the interpretations and explanations pulled from the data. Other stakeholders, especially those affected by the research, will provide commentary on the results as well.

I anticipate that my research, once completed, will contribute to the scholarship in three areas. First, it will deepen our understanding of the status and operation of tertiary education in non-public section in China, especially China's tertiary educational policies and the difficulties that NPCs face. Secondly, through a case study, the research will reveal the dynamics of NPCs and their interaction with the government. Thirdly, the research will make policy suggestions that I hope will benefit policy makers and teaching staff of NPCs.

Major findings from the analysis of collected data will be discussed in the following chapters.

Chapter 4 Research Findings

The research findings this chapter addresses are based on analyses of the following data sources: semi-structured interviews, documents published by governments and the college, and the researcher's personal experiences and observations within the case college. All of these findings contributed differing amounts of information to the five themes that comprise the analysis:

Theme 1: What are the main differences between faculty team-building in NPCs and in public colleges in China in terms of the overall situation of teaching staff (taking Shanghai as an example)?

Theme 2: What are the measures taken by the Shanghai Municipal Government with regard to the inequality faced by teaching staff in NPCs to strengthen faculty team-building in NPCs and improve the quality of the teaching staff? How effective is it?

Theme 3: Taking S University Shanghai as an example, what strategies have NPCs in Shanghai employed to counterbalance the discriminative policies imposed on their teaching staff, especially in terms of wages, benefits, and career path? And how have these strategies helped those NPCs to recruit and retain staff?

Theme 4: In terms of employment, how do NPCs persuade the government and strive for policy support for their teaching staff with counterparts in the public sector? How effective are the measures?

Theme 5: Taking S University Shanghai as an example, based on the teaching staff's feedback on existing policies and measures regarding the inequality faced by teaching staff in NPCs, what are the remaining issues?

In this section, all five themes are discussed in two parts, including collection of data, and analysis of data. Although the themes are reported as being discrete, there is still considerable overlap among them.

Theme 1: What are the main differences between faculty team-building in NPCs and in public colleges in China in terms of the overall situation of teaching staff (taking Shanghai as an example)?

In general, work benefits for TEI teaching staff in China mainly consist of two aspects: in-service benefits and retirement benefits, with the latter related to the former. A portion of in-service benefits is paid as the accumulation of retirement protection. The difference in the benefits for TEI teaching staff is an objective reality, even among public colleges, due to regional and status differences. There is a long way to go to achieve balanced and equitable development of education. In theory, the benefits of teaching staff in NPCs can be equivalent with those in public colleges, or even higher, as long as there is sufficient funding and teaching staff's career development is taken as the basic strategy of NPCs. For example, teaching staff in many non-public kindergartens, primary schools, and junior high schools with a high social reputation enjoy higher pay than those in public ones, which leads to "back-flow" of excellent teaching staff into non-public schools. However, despite higher tuition fees in NPCs, there is a huge gap in the overall financial sources and resources between non-public and public colleges, resulting from insufficient funding and the narrow funding source

of the former. Funding source for NPCs mainly depends on the accumulation of tuition fees, and there is basically no governmental financial support or social donations. As a result, it is barely possible for NPC teaching staff to receive high remuneration, and almost all revenue in NPCs is used for operative purposes. In the total annual income, personnel expenses can only account for 50% or less, or the college will be unable to sustain itself. Consequently, the gap between the “rich and poor” NPC teaching staff is relatively large, with generally low wages and subsidies. Young teaching staff and average teaching staff’s salary are often kept at a low level and hence results in relatively high mobility. Moreover, the wage system of some NPCs is not standardized, with problems of imprecise implementation, insufficient actual payments, or deductions and arrears in payment. Some NPC wage systems are inconsistent with laws and regulations, such as failing to pay necessary kinds of social insurance, basic vacation salary, or inadequate benefits for female employees etc. The biggest difference in the wages and benefits of NPCs is the lack of protection in the traditional sense and of stability in the social security policies. Public colleges allocate funds from the state budget to implement compulsory occupational annuities, so their teaching staff’s salaries are relatively stable. Even if the number or quality of recruited students is lower than expected, the basic in-service benefits and retirement benefits for teaching staff can be guaranteed. In contrast, the wages of teaching staff in NPCs are directly affected by the number of students recruited under the policy of corporate insurance, whose payment is not mandatory, hence the instability in teaching staff’s benefits and the big gap between public health insurance and pension insurance. As relevant laws and regulations in China stipulate that public colleges belong to “institutional work-units” and non-public colleges belong to “private non-enterprise units”, public colleges implement the pension insurance system of public colleges and the social security system is complete, while non-public colleges belong to private non-corporate units where basic pension insurance system for enterprise employees is implemented. In fact, the basic pensions received by non-public college teaching staff after retirement are about 40% lower than those of public colleges and senior retired teaching staff (Song, 2010). For example, if a

teaching staff's wage is RMB 5,000, the college must pay 32.8% of it as social insurance to the social security department, which means an increase of RMB 1,640 in labor costs, and 10.5% of individual teaching staff's wage is deducted as social insurance, that is, RMB 525, so the teaching staff receives net wages of RMB 4,475. Compared to public colleges, NPCs need to pay higher labor costs, and teaching staff's income is also reduced proportionally. However, NPC teaching staff's retirement benefits are much lower than public colleges year-on-year. According to the current standard of RMB 4,000 in monthly salary, non-public college teaching staff can get a pension of RMB 1,000-1,500 per month after retirement, while public college teaching staff can get RMB 5,000-6,000 in pensions. The maximum gap between the two is as much as five-fold (Yu, 2015). In addition, the support of local governments for NPCs is not sufficient. In terms of professional job evaluation, training and further studies, research project approval, and appraisal etc., local governments more or less have prejudices against NPCs. For example, unlike public colleges of the same or similar level, most NPCs do not have their own professional title assessment committees. The work is either commissioned by a public college review committee or by a local education authority, and the assessment committee will review it. Due to the fact that teaching staff from NPCs are treated differently with regard to professional titles and the quota for them is limited, professional title assessment channels are extremely irregular and difficult compared with public universities (Yu, 2015). Such inequality hence leads to the loss of teaching staff's identity and sense of belonging in NPCs and hence the instability of the faculty teams.

Taking Shanghai as an example, its non-public higher education started in the early 1990s, with its scale, number, and level of schooling experiencing rapid development after 25 years of development. NPCs have gradually gone on the right track and have played a key role in the popularization of higher education in Shanghai. According to *2014 Shanghai Statistical Bulletin of National Economic and Social Development*, by the end of 2013, there were 68 ordinary colleges in Shanghai, and the number of

students enrolled in the college reached 504,800, of which 21 were non-public institutions of higher learning with the number of students at college reaching 88,200, the number of NPCs accounts for nearly 30% of the total, and the number of NPC students nearly 20%. Nonetheless, there are still many problems in the development of NPCs in Shanghai, especially faculty team-building, which has affected the quality of education in NPCs to a certain extent and has hindered the sustainable development of NPCs. This is mainly reflected in the irrationality and instability of the teaching staff structure of NPCs in Shanghai, and the most fundamental reason is that the wages and benefits of NPC teaching staff is far from that of the public colleges. According to the analysis of the annual inspection data by government educational departments in recent years, the faculty teams of NPCs in Shanghai presents a structure of low academic qualifications and low professional titles (Xu & Gao, 2013).

According to the *2013 Shanghai National Economic and Social Development Statistical Communique*, there are 19 NPCs in Shanghai, including 5 undergraduate colleges and 14 higher vocational colleges. According to the 2011 annual inspection statistics, the number of full-time teaching staff was 2,558 and the number of undergraduates and junior college students was 90,466, accounting for 17.21% of Shanghai's total number of students at college, slightly lower than the national average. The basic situation of 19 NPCs in Shanghai is shown in Table 1 (Source: *2013 Shanghai National Economic and Social Development Statistical Communique*).

Table 1 Basic Condition of 19 NPCs in Shanghai (Unit: Person)

College type	Number of full-time teaching	Number of undergraduates	Number of junior college	Total number of students

	staff		students	
Undergraduate colleges (5)	1,198	33,826	4,596	38,422
Higher vocational colleges (14)	1,360	0	52,044	52,044
Total number	2,558	33,826	56,640	90,466

However, compared with public colleges, there are many unreasonable phenomena regarding full-time teaching staff in non-public colleges, including age, academic qualifications, professional titles, and years of teaching in the current college etc.. First of all, from the perspective of age structure, according to the statistics provided by the staff from Human Resources Division of S University Shanghai, more than 80% of full-time teaching staff in NPCs in Shanghai are under the age of 39, and less than 20% are over 40¹. From the perspective of the age distribution of full-time teaching staff, there is little difference between undergraduate colleges and higher vocational colleges. However, according to the data at the end of 2006, 48.63% of the teaching staff under the age of 39 in public colleges and universities are full-time teaching staff, and 82.57% of the teaching staff in NPCs are full-time teaching staff (Huang, 2009). It can be seen that the proportion of young teaching staff among full-time teaching staff in NPCs in Shanghai is significant (Huang, 2009) (see Table 2).

Table 2 Age Groups of Full-time Teaching staff in NPCs in Shanghai

¹ In China, people from the age of 40 to 60 are regard as middle-aged people.

College type	Number of full-time teaching staff (person)	Age (%)			
		Below 30	30-39	40-49	50 and above
Undergraduate colleges (5)	1,198	37.65	49.17	8.93	4.26
Higher vocational colleges (14)	1,360	36.1	42.65	10.81	8.16
Total number	2,558	36.83	45.7	9.93	6.33

Judging from the educational background (degrees), the current level of full-time teaching staff in NPCs in Shanghai is relatively low, with 57.39% with master's degrees, 35.85% with bachelor's degrees, and only 3.36% with doctoral degrees (Gao, 2012). According to Gao (2012, p.238), the statistics since 2011 shows that the proportion of doctoral degree holders in full-time teaching staff in public institutions of higher learning reached 28.80% (see table 3).

Table 3 Qualifications of Teaching Staff for NPCs in Shanghai

College type	Number of full-time teaching staff	Education degree (degree) (%)			
		Ph.D.	Master's	Bachelor's	Associate diploma
Undergraduate colleges (5)	1,198	4.76	68.20	24.04	2.75

Higher vocational colleges (14)	1,360	2.13	47.87	46.25	3.53
Total number	2,558	3.36	57.39	35.85	3.17

In terms of professional titles, full-time teaching staff in NPCs in Shanghai are mostly with no professorship, with only a small number of teaching staff with professorship, 1.41% and 8.09% respectively. The gap in this aspect is noticeable compared with 15.39% and 29.15% in public TEIs as shown in the data of 2011 (Gao, 2012:238). Comparing different types of colleges and universities, we can find that the differences in the professional titles of undergraduate colleges and higher vocational colleges are mainly reflected in the medium-level, 51.50% and 37.50% respectively. Undergraduate colleges have slightly more high-grade and associate high-grade professional titles, while 46.25% of full-time teaching staff higher vocational colleges are junior titles (see Table 4).

Table 4 Basic information of professional titles of NPC full-time teaching staff in Shanghai

College type	Number of full-time teaching staff (person)	Professional titles (%)			
		Professor	Associate professor	Lecturer	Assistant lecturer
Undergraduate colleges (5)	1,198	1.50	8.43	51.50	36.39
Higher vocational colleges (14)	1,360	1.32	7.79	37.50	46.25
Total number	2,558	1.41	8.09	44.06	41.63

Through further cross-analysis of professional titles and age, we can find that in NPCs in Shanghai, regardless whether undergraduate colleges or higher vocational colleges, full-time teaching staff aged 39 and below possess no professorship, so do most teaching staff aged 40 to 49 or 50 and above, which is in stark contrast to public colleges. The difference in professional titles between public and non-public colleges lies mainly in undergraduate colleges. The data in 2009 showed that, in the new public undergraduate colleges under the same type of NPCs, the proportion of teaching staff with full professorship under the age of 39 is 10.94%, and those with associate professorship is 27.98%, while their counterparts in NPCs have a 0% of full professorship and only 2.37% of associate professorship (Huang, 2009). The gap is quite obvious. Title differences in undergraduate colleges and higher vocational colleges in Shanghai are mainly reflected in the lecturer titles, with 37.37% of full-time teaching staff under the age of 39 in undergraduate colleges and only 26.95% in higher vocational colleges (Huang, 2009) (see Table 5). It can be seen that the promotion of professional titles for NPC teaching staff in Shanghai is generally more difficult than public institutions.

Table 5 Professional Titles and Ages of Full-time Teaching staff in NPCs (Unit: %)

College type	Titles	Below 30	30-39	40-49	50 and above	Total
Undergraduate colleges (5)	Professor	0	0	0.43	1.11	1.50
	Associate professor	0	2.73	3.92	1.96	8.43
	Lecturer	10.41	37.37	3.50	1.37	51.50
	Assistant lecturer	28.16	8.11	0.85	0.09	36.39

Higher vocational colleges (14)	Professor	0	0	0.47	0.95	1.32
	Associate professor	0.08	1.58	3.47	3.15	7.79
	Lecturer	5.44	26.95	5.83	3.55	37.50
	Assistant lecturer	30.81	15.21	1.65	0.87	46.25

Moreover, years of teaching in the current college directly reflects the stability of the full-time faculty and indirectly reflects their satisfaction and sense of belonging to the working environment of NPCs. Annual survey questionnaire shows that full-time teaching staff in NPCs in Shanghai are more mobile and hence the instability of faculty team. The proportion of full-time teaching staff in undergraduate colleges and higher vocational colleges working for more than 10 years is quite small, only 1.05% and 2.91% respectively. Overall, the length of full-time teaching staff's working in NPCs is 4-6 years, accounting for 41.35%, followed by 1-3 years, 25.68%, and then 7-10 years, 23.51% (Huang, 2009) (see Table 6).

Table 6 Years of College Teaching staff working in NPCs in Shanghai

College type	Objects (person)	Years of working in the current NPC (%)				
		< 1	1-3	4-6	7-10	> 10
Undergraduate colleges (5)	95	7.37	26.32	37.89	27.37	1.05
Higher vocational colleges (14)	275	6.91	25.45	42.55	22.18	2.91

Total number	370	7.03	25.68	41.35	23.51	2.43
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The fundamental cause for the gap between full-time teaching staff in NPCs and public ones in age, academic qualifications, professional titles, and job stability is the unequal wages and benefits. According to statistics provided by the Human Resources Division of S University Shanghai, the average annual actual wages of full-time teaching staff of NPCs in Shanghai are about RMB 56,732.34 per year, with the highest salary in undergraduate institution reaching (S University Shanghai) RMB 90,432.91 and the lowest in vocational college being RMB 31,037.76. Taking into account the training and social functions and the cost of living in Shanghai, such amounts are too short to live there. In various seminars on the development of NPCs, many teaching staff have emphasized that, compared with public TEIs, the teaching staff's status of NPCs is not high enough, mainly reflected in the lack of high-quality benefits and generally low income. At salary level, NPCs are indeed "lacking attraction to high-quality, high-level professional teaching staff, and outstanding young and middle-aged teaching staff in particular" (Xia, 2014). Secondly, according to *2013 Shanghai National Economic and Social Development Statistical Communique*, up to 2013, the average annual income of full-time teaching staff in NPCs in Shanghai under the age of 30 was RMB 39,500.89 for undergraduate colleges, RMB 34,532.83 for higher vocational colleges, with RMB 3,291.74 and RMB 2,877.74 for monthly income respectively. In the age group of 30-39, the average annual income was RMB 56,533.65 in undergraduate colleges and RMB 40,384.83 in higher vocational colleges, with monthly income of RMB 4,711.14 and RMB 3365.40 respectively; in the age group of 40-49, the annual income was RMB 72,998.28 and RMB 49,625.44 respectively, with monthly income of RMB 6,083.19 and RMB 4,134.45; for those of 50 years old or above, the annual income was RMB 90,369.48 and RMB 59,973.98 respectively. Taking into account that more than 80% of NPC full-time teaching staff are under the age of 39 (see Table 2), salary for NPC teaching staff was mostly between RMB 2,800-4,700 (see Table 7).

Table 7 Age and Annual Income of Full-time Teaching staff in NPCs (Unit: RMB)

College type	Age and Annual Income			
	Below 30	30-39	40-49	50 and above
Undergraduate colleges (5)	39,500.89	56,533.65	72,998.28	90,369.48
Higher vocational colleges (14)	34,532.83	40,384.83	49,625.44	59,973.98

(Source: 2013 Shanghai National Economic and Social Development Statistical Communique)

However, according to statistical data on the income of teaching staff and staff in NPCs in Shanghai, the lows of average annual income of full-time teaching staff in municipal public colleges was about RMB 120,000 to 130,000 in 2014, with the median being about RMB 140,000 and the high figure about RMB 15-16 million, and certain individual high figure hitting about RMB 200,000. The salaries of teaching staff in NPCs are so much lower.

Moreover, during his tenure at S University Shanghai, the author found that compared with public TEIs, the retirement income of teaching staff from NPCs in Shanghai is indeed low. Through the communication with the director and deputy director of Human Resources Division of S University Shanghai respectively, the author found that the vast majority of NPCs implement basic endowment insurance system for enterprise employees, and public colleges implement endowment insurance for public institutions and organizations. NPC teaching staff who started working before October

2014 received pensions as enterprise employees because the nature of NPCs was “non-public”, resulting in the fact that the retirement pension of NPC teaching staff was lower than that of public TEIs. In fact, even at present, a number of NPC teaching staff in Shanghai still receive less than half of the retirement pensions of their counterparts in public TEIs. In spite of the policy on integrating social insurance systems of enterprises and public institutions issued by the State Council, the two systems have so far not yet been fully integrated.

In terms of teaching staff’s professional development, there had been no well-established teaching staff training system for NPCs in Shanghai. This is largely due to a lack of overall planning awareness and few opportunities for teaching staff to study for degrees or participate in various types of training before 2013. Till today, there are still no adequate training opportunities for most full-time NPC teaching staff. From 2013 and 2015, 36.3% of the teaching staff did not receive any training; 35.2% participated in one training; 16.1% took two training; 8.6% had three and only a rare portion had four training and above (Xu, 2015). In the conversation with the director and the deputy director of President Office of S University Shanghai, the author learned that most of the training currently attended by NPC teaching staff is not directly related to their teaching or research, such as the training of university teaching staff qualification certificates, while the much-needed training for theoretical awareness, practice ability or teaching methods are not offered due to diversity and complexity. As a result, full-time teaching staff often do not know who to seek out for help when they would like to improve themselves in some respect.

In a conversation with a secretary of the Communist Youth League Committee of S University, who held a temporary position at the Higher Education Department of the Shanghai Municipal Education Commission, and the director of the Shanghai Institute of Higher Education of S University, the author learned that in addition to the

differences mentioned above, the gaps between public and non-public colleges in other related policies and wages and welfare entitlements also affected the structural income of NPC teaching staff. For example, the appointment of teaching staff for professional and technical jobs, the application for scientific research projects, and the multiple-job holding for NPCs, the contrast between salary and work pressure, the mismatch between salary and workload, etc. Teaching staff from NPCs feel less satisfied with a weak sense of belonging caused by various reasons such as the attribute of NPCs as non-enterprise institutions, single source of funding, short college history, etc. They cannot enjoy the same level of benefits as public university teaching staff, even in the same teaching position, and teaching the same students. The big gap in benefits has shaken NPC teaching staff's recognition of their own status and led to loss of outstanding teaching staff and hence instability of NPC faculty teams, since excellent NPC teaching staff choose to be transferred to public universities once they have the opportunity, which in turn has led to a slow increase in NPC teaching staff's salaries.

In fact, in order to implement the equal wages and benefits policy with public TEI teaching staff, the Chinese government has issued relevant laws and regulations. First, Article 27 of Chapter 4 of the *Law on Promotion of Non-public Education of the People's Republic of China* clearly states that teaching staff and students of non-public colleges enjoy the same legal status with teaching staff and students in public colleges. Second, the *National Long-Term Education Reform and Development Plan Outline (2010-2020)* points out that we must vigorously support non-public education and "affirm the legal status of non-public colleges, and their students and teaching staff, place them with public colleges, and their students and teaching staff on an equal footing, and protect the initiative in college-running of non-public colleges, which means all kinds of discriminative policies against non-public colleges need to be cleared and corrected. Moreover, the Ministry of Education published and issued in June 2012 the "Implementation Opinions on Encouraging and Guiding

Private Funds into Education to Promote the Healthy Development of Non-public Education”, which states,

Implement the wages and benefits of non-public college teaching staff. Support the local people’s government to adopt special subsidies for the establishment of non-public college teaching staff’s pension insurance, explore the establishment of annuity system for non-public college teaching staff, and improve the retirement wages and benefits of non-public college teaching staff. Establish and improve the personnel agency service system for teaching staff in non-public colleges to ensure the reasonable flow of teaching staff between public and non-public colleges.

However, according to the above evidence collected, despite the fact that the government has repeatedly advocated the wages and benefits of non-public college teaching staff should be equal to public colleges, as long as there are no corresponding supporting policies, specific implementation plans and adequate institutional mechanisms issued by the Shanghai Municipal Party Committee and Municipal Government, the improvement in the wages and benefits of teaching staff in NPCs in Shanghai cannot be truly implemented. Therefore, to truly deal with the unfair wages and benefits of NPC teaching staff, policy support of local governments is of utmost importance.

Theme 2: What are the measures taken by the Shanghai Municipal Government against inequality faced by teaching staff in NPCs to strengthen faculty team-building in NPCs and improve the quality of the teaching staff? How effective is it?

In recent years, in order to stabilize faculty teams of NPCs in Shanghai, the Shanghai Education Commission has adopted a number of supportive and encouraging measures aimed at strengthening the teaching staff of NPCs in Shanghai by improving the benefits of NPC teaching staff. Since the “11th Five-Year Plan (2006-2010)” in China, under the guidance of the Ministry of Education and according to the requirements from the Ministry of Education of the experiment in promoting comprehensive education reform in Shanghai and the objectives of the Shanghai Municipal Party Committee and Municipal Government that have taken the lead in realizing fundamental educational modernization, the Shanghai Municipal Government has publicly declared on many government websites such as the Shanghai Education Network that it must pay high attention to non-public education. Through the conversation with the head of the funding project with special government support to Shanghai S University and the vice president of S University Shanghai, the author learned that after the first non-public educational conference in Shanghai in 2005, the Shanghai Municipal Government set the first special government fund among all provinces and cities in China. The second non-public education work conference of Shanghai was held in 2010, in which a series of policies and measures to promote the reform and development of non-public education was introduced. Through the two conferences, Shanghai has gradually clarified the general idea of “supporting and standardizing” to promote the development of non-public higher education. In accordance with the principles of “offering support according to college features, and regulating according to law”, the Shanghai government continues to increase support for non-public higher education while strengthening the management of non-public education in accordance with national laws and regulations, and has achieved remarkable results with the support of policies Shanghai has formulated and implemented.

First, compared with other regions in China, the Shanghai Municipal Government took the lead in setting up a special investment support mechanism for non-public

education. In July 2017, after reading the Shanghai government's recent announcement on the establishment of an investment support mechanism for non-public education and its implementation methods from the official website of Shanghai Municipal Government², the author found that since the first Shanghai non-public education working conference was convened in 2005, the Shanghai municipal funding program for non-public education has been established. The fund has an annual amount of RMB 40 million, which was increased to RMB 130 million in 2008. In 2010, the municipal government allocated a total of RMB 547 million in special funds (including about RMB 227 million for NPCs), which was increased to as much as RMB 700 million in 2012. In the meantime, during the "11th Five-Year Plan" period, all district and county governments in Shanghai have also established special government funds for non-public education; in 2012, special municipal financial projects were expected to invest RMB 2,000 per NPC student on average and RMB 4,500 to non-public primary schools which mainly recruit students with migrant worker parents. However, the government's notice on granting special supporting funds for non-public education requires that NPCs applying for the funds must meet five conditions, including "adhering to education for public welfare", "regulating education according to law", "regulating financial management practices", "implementing corporate property rights" and "establishing an annuity system". Based on the implementation in all five aspects, the Shanghai Municipal Education Commission shall verify the contents and quotas for the disbursement of funds. For example, in 2011, in order to implement the private property right of NPCs' legal person required by the Ministry of Education, NPCs are divided into four categories according to the NPCs assets transfer situation, i.e. NPC asset transfer that has been basically completed, mostly completed, partially completed, and in slow progress. The first three categories will receive RMB 500-1,200 of funds per student as connotation (inside) construction, and the fourth category receives funds only for safety technical protection and faulty building.

² <http://www.shmec.gov.cn/>

Second, Shanghai took the lead in establishing a mechanism to guarantee the equal benefits for teaching staff. In July 2017, by reading the official documents on personnel management of NPCs issued by the Shanghai Municipal Government in recent years on the official website of Shanghai Municipal Government³, the author discovered that Shanghai began to integrate the personnel management of NPCs into municipal personnel management of colleges, so that NPC teaching staff can enjoy the equality in promotion in professional title system, awards, application for research funding, and professional development as public university teaching staff. For example, Shanghai tried to offer equal wages and benefits to NPCs and public TEIs in 2010, when implementing the “Teaching staff Professional Development Project”, one of the “Top Ten Projects” of the “Shanghai Education Planning Outline.” Besides, NPC teaching staff’s studying abroad and projects integrating production, research and practice in the “Teaching staff Professional Development Project” have been fully covered. In order to reduce the disparity between post-retirement wages and benefits of teaching staff in NPCs and public colleges, Shanghai Education Commission started exploring the implementation of the annuity system for non-public college teaching staff and encouraged non-public colleges to pay annuities for full-time teaching staff with reference to the annuity system in 2009, which have been completely implemented in all NPCs in Shanghai. The municipal finance allocates funds to the NPCs that establish an annuity system. In 2011, the total amount of annuities paid by NPCs in Shanghai reached RMB 16.19 million, and the city’s financial incentive funds were approximately RMB 20 million. Subsequently, in October 2014, Shanghai’s NPCs implemented the *Decision of the State Council on the Reform of the Endowment Insurance System for Employees of Public Institutions and Private Non-Enterprises*, and the pensions for personnel starting work in or later than October 2014 have been involved. The pensions were calculated as: basic pension = fundamental pension + individual account pension, plus occupational pension. The

³ <http://www.shmec.gov.cn/>

occupational pensions for public institutions and private non-enterprises are mandatory, with the standard being the employee’s total income in the previous year 8% (institutions pay) + 4% (individuals’ pay); the private non-enterprise “employee pension” is not mandatory, with the standard being the employee’s total annual income of 1% to 8.33% (institutions pay) +1% to 8.33% (individuals pay). Besides, private non-enterprises including NPCs can reward employees according to their performance, which is the plan for accelerating the accumulation of their annuity proposed by the Shanghai Education Commission in 2013. Comparing “private non-enterprise annuity” with “professional annuity”, the former has the ability to pay “employee annuity” for employees under the condition of good corporate profits. Therefore, it also becomes an indeterminate factor. Although “professional annuity” has no incentive policy, the stability is somehow guaranteed, which can be seen from the monthly average level of old-age pensions for urban employees’ pension insurance in Shanghai:

Type/Year	2013	2014	2015
Private non-enterprises	RMB 2,656	RMB 2,964	RMB 3,317
Public institutions	RMB 4,271	RMB 4,661	RMB 5,368

According to calculations, the income of teaching staff who have paid their annuities after retirement in NPCs will substantially reduce the gap with teaching staff in public colleges in the future.

According to a staff from the R&D (Research and Development) Division and a staff from the Human Resources Division of S University Shanghai (in August 2017), the

Shanghai Municipal Government implemented a series of measures during the “11th Five-Year Plan” period in China to strengthen the faculty team-building of NPCs based on the status quo of the overall level of the NPC teaching staff. The first was to increase the number of positions for NPCs in Shanghai in the “Funding Plan for Outstanding Young Teaching staff in Colleges and Universities in Shanghai” to strengthen their R&D ability; the second was to enhance specialized training for on-the-job teaching staff and mid-level management personnel in human resources and financial departments in NPCs, including teaching staff qualification training, professional English and computer training, teaching management and professional ability training, etc. These measurements have played a positive role in stabilizing the teaching staff of NPCs and improving the management level of running colleges.

From June to August 2017, from the news reports on the strengthening of teaching staff training in NPCs in Shanghai and the official document issued by the Shanghai Municipal Education Commission on strengthening their faculty building on the official website of the Commission⁴, it is evident that in view of the current poor level of teaching staff in NPCs and the fact that the overall quality of education is not satisfactory, the Shanghai Municipal Government implemented the “Capable Teachers Project” for NPCs in 2012, aiming to strengthen their faculty team-building and improve the wages and benefits of their teaching staff. The project included two items: First, the government has invested special funds to carry out training for NPC teaching staff. Since 2012, Shanghai Municipal Education Commission has invested about RMB 20 million in special funds each year to conduct collective training for young teaching staff and management personnel in NPCs, through commissioned teaching staff training institutions such as Shanghai Normal University, and to support the development of their overseas studies and training and their practice integrating industry, learning and research. The second was to take effective measures to improve

⁴ <http://www.shmec.gov.cn/>

the wages and benefits of teaching staff in non-public colleges, formulate guiding opinions on further increasing the income of full-time teaching staff and staff in NPCs, and link the income of full-time faculty and staff with college tuition income and the balance of schooling and set proportion requirements, which the Municipal Education Commission plans to establish as one of the important foundations for the approval of special funding as government support. At the same time, they strengthen the design of the system and play a guiding role in raising the level of retirement pensions of NPC teaching staff and staff through multiple channels (such as corporate pensions, corporate annuities, and sharing fees).

As a result, Shanghai's NPCs vigorously supported the project of professional development for teaching staff, the training of capable teaching staff in NPCs in 2012, and training in academic qualifications. They actively carried out various types of teaching staff training and research activities, and sent teaching staff overseas for exchanges and for further study in well-known universities. They supported teaching staff to study for master or doctoral degrees, organized various teaching supervision, observing lectures, regular assessment and other activities. Taking 2014 as an example, all NPC teaching staff in Shanghai had 1,690 person-times of training in China, accounting for 41% of the total number of full-time teaching staff; the number of overseas training and studying for degrees was 421 person-times and 198 respectively, accounting for 4.8% of the total number of full-time teaching staff. With the establishment of its Teaching staff Professional Development Sub-center, Shanghai Jianqiao College organized more than 40 teaching staff training courses within the whole college. Shanghai Sibao Vocational and Technical College invested a large amount of funds in organizing more than 200 person-times of teaching staff training, inspections, and visits. Tianhua College of Shanghai Normal University promoted the "Frontier Talent Cultivation Project" and the "Double Hundred Projects" to select professional backbone teaching staff to study for doctorates in the United States and cultivate backbone talents for NPCs.

According to a staff of S University who used to work at Higher Education Department of Shanghai Jiaotong University (in August 2017), Shanghai has established social organizations in earlier years such as non-public education associations, foundations, and NPC teaching staff's professional development centers, which have provided an important boost to teaching staff training and awards. In January 2014, Shanghai established a private college professional development center for teaching staff to provide a public platform for teaching and research. In the first half of 2015, it officially approved the establishment of sub-centers for five colleges including Shanghai S University. The Non-governmental Education Development Foundation has funded NPCs to prepare professional books, reward outstanding contributors and excellent counselors, and has recently launched the "Internet-based Teaching staff Home Ownership" purchase promotion program. All these have played an important role in promoting college development, rewarding and encouraging teaching staff, and improving the quality of personnel training.

During the "13th Five-Year Plan (2016-2020)" period in China, the Shanghai Municipal Education Commission also stated on its official website⁵ that the policy of enhancing support for the faculty building of NPCs will not be changed, and NPCs will also be encouraged to actively explore the dynamic mechanism of simultaneous growth of both teaching staff's income and tuition fees, which will effectively improve the wages and benefits of NPC teaching staff.

It can be seen that, in recent years, Shanghai Municipal Education Commission has always been concerned about the vital interests and career development of non-public college teaching staff. In order to truly implement the same benefits for non-public and public college teaching staff, it has introduced various policies and measures.

⁵ <http://www.shmec.gov.cn/>

Shanghai's NPCs have also gradually increased their input. Social organizations such as non-public education associations, teaching staff professional development centers and foundations have launched many teaching staff incentive programs, which helped achieve certain results in the faculty team-building of NPCs. Through the joint efforts of the Shanghai Municipal Party Committee, the Municipal Government, the Municipal Education Commission, and Shanghai's NPCs themselves, the NPC teaching staff have a certain degree of improvement in learning-origin composition, age structure, education structure, and title structure of teaching staff. Both staff and full-time teaching staff of NPCs in Shanghai have achieved a small and steady average annual growth. As of 2017, Shanghai had a total of 6,621 teaching staff and staff in NPCs, including 4,041 full-time teaching staff. From 2013 to 2015, the average number of new full-time teaching staff in NPCs in Shanghai was 431 per year, with an annual entry rate of 15.9%; the number of teaching staff quitting was 266 with an annual quitting rate of 9.8%; and the annual turnover rate was 25.7% (Xu, 2016).

However, in recent years, the mobility of full-time teaching staff has seen no significant improvement. This fact warns us that to strengthen the stability of the faculty teams, the NPCs must combine their own development strategies with the policy support and incentive measures of the government and the social organizations to establish more effective incentives and support systems, and form a complementary mode of operation with external incentive mechanisms.

Theme 3: Taking S University Shanghai as an example, what strategies have NPCs in Shanghai employed to counterbalance the discriminative policies imposed on their teaching staff, especially in terms of wages, benefits, and career path? And how have these strategies helped those NPCs to recruit and retain staff?

In recent years, Shanghai's NPCs have consistently exerted their teaching staff's role in cultivating talents in order to persist in highlighting the strategy of strengthening

colleges through talented people, and they have continuously made efforts to build the faculty teams as the basis for the long-term development. S University Shanghai is a model here. As a newly-established non-public college with teaching as the main focus and located in the outskirts of the suburbs, S University Shanghai has implemented many reforms and regulations to improve the wages and benefits of teaching staff, in order to guarantee the quality of student learning and the environment for education. According to the author's work experience in S University since 2016, in the 2016-2017 college year, 59 new full-time teaching staff have been introduced. Currently, there are 584 full-time teaching staff and 406 external teaching staff (equivalent to 203), totaling 787 teaching staff. From the perspective of the professional title structure, 33.73% of full-time teaching staff have got associate professorship, including 64 professors, accounting for 10.96%, 133 associate professors, accounting for 22.77%, and 256 lecturers, the largest group and the main force of full-time teaching staff, accounting for 43.84%, and 111 teaching assistants, accounting for 19.01% (as shown in Figure 1). There were 20 untitled teaching staff, accounting for 3.42% (not shown).

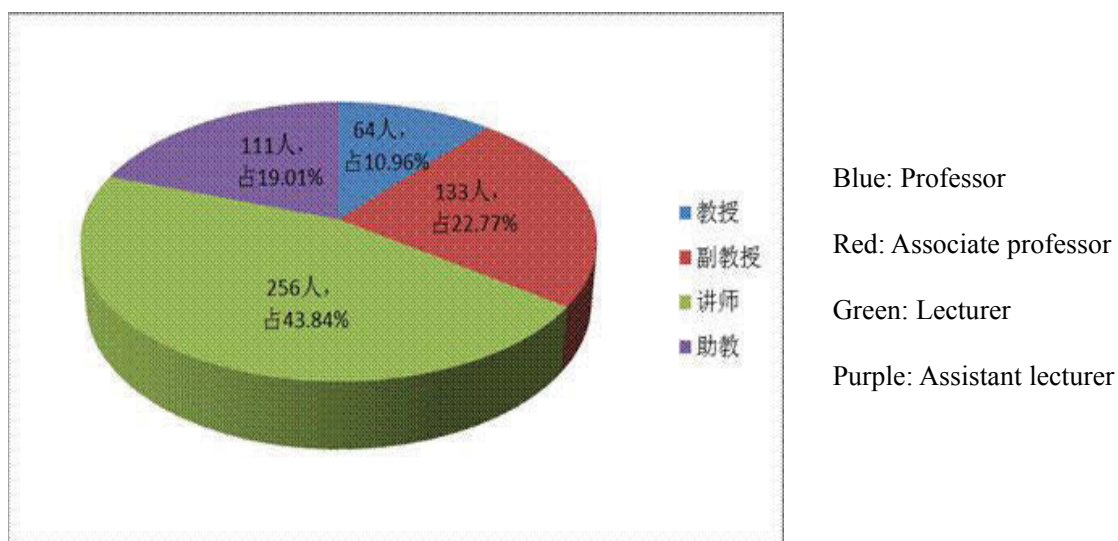


Figure 1: The Distribution of Professional Titles of Full-time Teaching staff

In terms of the education background (degree) structure of full-time teaching staff, the 394 staff with Master's degree from the majority, accounting for 67.47% of all full-time teaching staff; and 93 full-time teaching staff have doctoral degrees, accounting for 15.92% (See Figure 2 below).

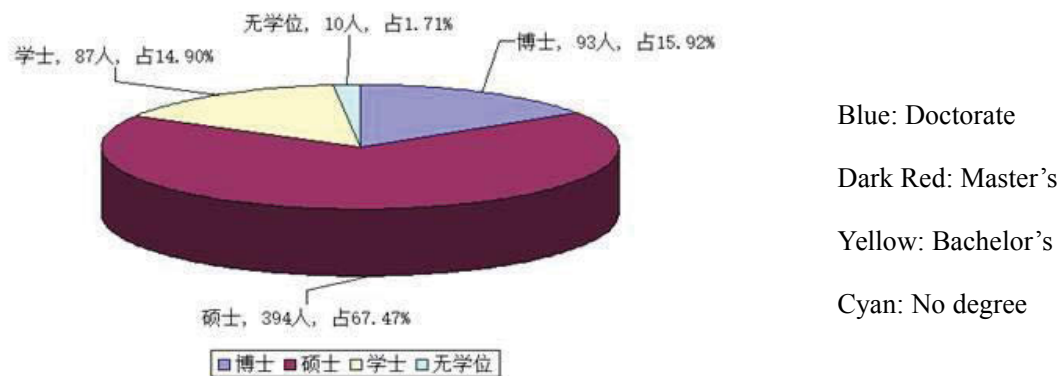


Figure 2: Degree Distribution of Full-time Teaching staff

The age structure of the college's full-time teaching staff has been gradually optimized from "two big ends (30 years old and below & 60 years old and above), a small middle" to "a big middle, two small ends". At present, there are 255 full-time teaching staff aged between 31 and 40 years old, and they are still the backbone of the college, accounting for 43.66% (as shown in the distribution chart of the full-time teaching staff's age structure in Figure 3).

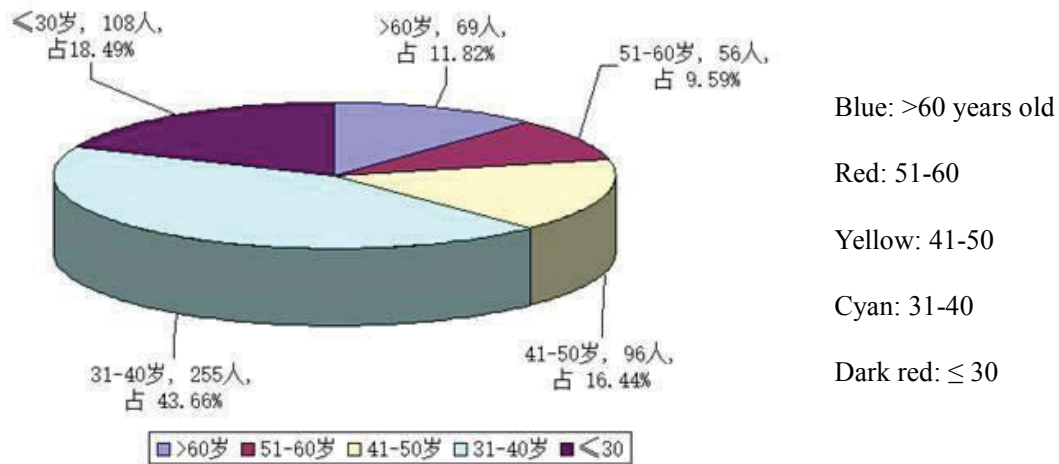


Figure 3. The Distribution of the Full-time Teaching staff's Age Structure

Through the relevant work experience at S University Shanghai with certain understanding of the implementation of its personnel system, the author finds that compared to other NPCs in Shanghai, the faculty of the S University is very committed, the main reason for which is its emphasis on the benefits of teaching staff. The current president of S University Shanghai, repeated at numerous college conferences and meetings that S University was the first and one of the best non-public colleges in Shanghai because of its principle of “keeping talents with high wages and welfare, sincere care, and promising career” which has been implemented to stabilize and strengthen the faculty teams.

First, according to the needs of discipline construction, S University clearly defined policies to introduce academic and teaching leaders. Since 2007, it has implemented the project of “building nests and attracting phoenix”, building 8 new apartment buildings, a total of 258 teaching staff’s apartments, on the two campuses in Shanghai and Jiashan, Zhejiang. This ensures the residency of the introduced talents. The family

members of high-level talents and their children's enrollments have been arranged as well. Besides, to create a good working environment, every associate professor and professor is assigned a single office and two lecturers share one office; in addition, supporting policies such as staff establishment, key positions appointment, research fund support, and urban-level awards have been implemented to keep high-level talents and create a good environment for them to develop their talents.

Second, the author learned during the work at S University from 2016 to 2017 that it had been improving its remuneration system constantly. In fact, the mechanism of NPCs is quite flexible. The annual salary system for full-time teaching staff of the S University include: basic salary + extra-curricular fee + bonus + allowance + other subsidies; and full-time teaching staff are divided into five levels: professors, associate professors, lecturers, assistant lecturers and student teaching staff, based on the level of their titles. First of all, the basic salary is the most fundamental part of the teaching staff's remuneration, and it belongs to the basic living allowance. Therefore, the main basis for S University to formulate teaching staff's basic salary includes academic qualifications, professional titles, and seniority. The College refers to the basic salary standards of public TEIs and, in combination with its own specific circumstances, which has established a basic salary standard that is higher than the basic salary of the education system prescribed by the state. At the same time, its basic salary has been linked to the performance evaluation of the staff and their contribution to the college in the past two years. Therefore, part of the basic salary is in the change, which has played a certain role in encouraging teaching staff. The basic salary of S University is based on the professional title and the corresponding salary standard, so teaching staff will get the basic salary as long as they complete the basic teaching hours, while pay for the extra hours is calculated separately. If the number of hours taught is less than required, part of the basic salary will be deducted accordingly. The bonus is paid for extra-curricular tasks or excellent job performance as part of the incentive salary, but at present many NPCs still regard the bonus as part of the basic

salary. The salary at S University is all paid monthly, regardless of the performance or effect of work, and bonus incentives will be added for additional achievements. The normal basic salary is paid for completion of the task; but if the task done fails to meet the required quality or quantity standards, there will be a deduction in bonus as necessary punishment, so as to give bonuses a proper incentive role. The allowance consists of job allowance and performance allowance, with the former determined according to their positions, posts, and seniority, and the latter based on individual performance, determined by the number of teaching hours, the number and quality of tasks completed, and level of contribution. The standard of allowances for key personnel is to offer high rewards for outstanding talents with outstanding contributions.

S University also provides teaching staff with various subsidies including communication subsidies, transportation subsidies, holiday subsidies, and high temperature subsidies etc., conveying the college's concern for teaching staff's work and life and creating a favorable human environment. In order to ensure the incentive function of the annual salary system, S University takes 70% of the basic salary + bonus + allowance in the annual salary composition as the basic salary paid on a monthly basis; the other 30% is used as incentive salary and will be paid after the year-end assessment is passed. If the goal is exceeded, additional rewards will be offered.

The author has also learned on many occasions at the *Cadre Conference* of S University from late 2016 to early 2017 that, since 2015, S University has implemented a subsidy incentive mechanism of "A big leap every five years with ceaseless small steps" to offer continuous raise in salary and rewards, including five types, which are, "Anniversary Award", "Ethics Award", "High Temperature Subsidy", "Full Attendance Award" and "Salary Raise for Teaching staff and Staff". First of all,

when celebrating its 25th anniversary in 2017, S University issued an anniversary award to most of its staff. The award category, number, and standard are as follows:

Category	Number of People	Standard (RMB)	Total amount (RMB)
Teachers & staff	539	3,000	1.617 million
Laborers	60	1,500	90,000

Measurement Table	Category	Original standard			New standard			Net increase (RMB)
		Number of people	Standard (RMB)	Sum (RMB)	Number of people	Standard (RMB)	Sum (RMB)	
Anniversary Award (for the 25 th Anniversary Celebration)	Teachers & staff	421	2,500	1,052,500	591	3,000	158,475	564,500
	Laborers	76	1,250	95,000	61	1,500	85,000	-5,000
Sum		497	3,750	1,147,500	599	4,500	1,707,000	559,500

As can be seen from the table, the 2017 college anniversary celebration awards of S University totaled RMB 1.707 million for 599 teaching staff and staff in accordance with the new standard. Compared with the 20th anniversary celebration in 2012, the total net increase was RMB 559,500.

Secondly, from February 2015 to July 2017, S University granted an ethics award or

Spiritual civilization award (a kind of annual award) to its teaching staff and workers each year. In 2017, it distributed a total of RMB 1.623 million, a net increase of RMB 585,000 compared to 2016. The specific categories, numbers, standards, and amounts of the rewards are as follows:

Category	Number of people	Standard (RMB)	Total amount (RMB)
Teachers & staff	511	3,000	1,533
Laborers	60	1,500	90,000

Measurement Table	Category	Original standard			New standard			Net increase (RMB)
		Number of people	Standard (RMB)	Sum (RMB)	Number of people	Standard (RMB)	Sum (RMB)	
Morality award (Feb. 2015 – Jan. 2017)	Teachers & staff	489	3,000	146,700	511	3,000	1,533,000	66,000
	Laborers	65	1,500	97,500	60	1,500	90,000	-7,500
Sum		554	4,500	1,564,500	571	4,500	1,623,000	58,500

Thirdly, S University issued a full attendance award for teaching staff and employees at a rate of RMB 600 per year before 2015, after which the award was raised to RMB 1,200, with a net increase on the total payroll of RMB 348,600. The specific categories, numbers, standards, and amounts of the rewards are as follows:

Category	Number of people	Standard (RMB)	Total amount (RMB)
Teachers & staff	539	1,200	646,800

Measure ment Table	Category	Original standard			New standard			Net increase
		Number of people	Standard (RMB)	Sum (RMB)	Number of people	Standard (RMB)	Sum (RMB)	
Full attendanc e award	Teachers & Staff	497	600	298,200	539	1,200	646,800	348,600

Fourthly, due to the hot summer weather in Shanghai, S University has been providing high temperature subsidies for teaching staff and staff every year since 2015, compared to which the total amount of subsidies paid in 2017 had a net increase of RMB 235,000. The specific type, number, standard and amount of the subsidy are as follows:

Category	Number of people	Standard (RMB)	Total amount (RMB)
Teachers & staff	539	800	431,200
Laborers	54	800	43,200

Measure ment	Category	Original standard			New standard			Net increase
		Number	Standard	Sum	Number	Standard	Sum	

Table		of people	(RMB)	(RMB)	of people	(RMB)	(RMB)	
High-temperature subsidy	Teachers & staff	497	400	198,800	539	800	431,200	232,400
	Laborers	50	800	40,000	54	800	43,200	3,200
Sum		547	1,200	238,800	593	1,600	474,400	235,600

The fifth and the most critical category is pay raise for faculty and staff. Since 2015, S University has continually raised the salary annually, the ratio of which was 8.83% in 2015, with the total net increase amounting to RMB 5,254,800. The net increase per person was RMB 8,900. In the following two years, the annual salary increase rate was 3-3.5%. Specific categories, number of people, standard, and amounts are as follows:

Category	Number of people	Standard (RMB)	Total amount (RMB)
Teachers & staff	646	about 3,700	2.4219 million

Year	Number of People	Total salary (before raise, million RMB)	Total salary (after raise, million RMB)	Analysis of pay raise			Total amount of four kinds of payments by college (for formation personnels) RMB (39.8%-47.8%) million
				Total net increase (million RMB)	Per person net increase (thousand RMB)	Pay raise rate (%)	

Pay raise in 2015	592	59.5273	64.7821	5.2548	8.9	8.83	0.425
Pay raise in 2016	633	65.6778	67.7561	2.0783	3.3	3.16	0.45
Pay raise in 2017	646	68.9899	71.4119	2.4219	3.7	3.51	0.458

It can be seen from the above, in the first year of the implementation of this incentive mechanism in 2015, the net increase of S University in “salary raise for teaching staff and staff” only was as high as RMB 5.258 million. In 2017, for example, the total amount of 25th anniversary award of the University had a net increase of RMB 1.70 million; the net increase of the college’s ethics award was RMB 1.623 million; and the net increase of the staff’s full attendance award was RMB 348,600. (The original amount was RMB 600, now RMB 1,200); the net increase of high-temperature subsidies was RMB 235,600 (with the original of RMB 400, now RMB 800, and personnel increase); the net increase of pay raise in 2017 was RMB 2.8979 million (with salaries of RMB 2.4219 million, and other items RMB 45,000). In 2017, the annual celebration awards, allowances, and capital increase at S University totaled RMB 6.7941 million.

In addition, the university has built a comprehensive and effective training mechanism. The vice president of S University who is in charge of personnel management, remarked at a personnel meeting that on-the-job training can help teaching staff fully realize their potential, maximize their own value, and thus enhance job satisfaction, sense of belonging and responsibility. From the perspective of NPCs, on-the-job training can optimize the structure of the faculty team and attract and retain excellent teaching staff, which is an important means to enhancing market competitiveness.

S University therefore attaches great importance to the career development of core teaching staff, and formulates corresponding training plans based on their personal interests, special skills and the overall needs of the college, whose aim is to constantly improve knowledge, skills, and abilities. With sufficient developmental space and opportunities, it is hoped that all teaching staff can clearly see their bright future at the university. According to the director of the Personnel Division of the S University, in order to strengthen the cultivation of middle-aged and young teaching staff, S University has established a strategy of international cooperation and exchange since 2009, with nearly 20 universities in the United States, Britain, Canada, and Japan, with 5-8 young teaching staff sent abroad to study for Master's and Doctoral degrees. After they obtain a corresponding degree within the specified academic system, they will start teaching bilingual courses within two years after graduation in accordance with teaching requirement. For example, 12 out of 15 courses in international economics and trade major (China-American cooperation) are taught in English by middle-aged and young teaching staff in S University. In order to promote the quality of the faculty team, S University has issued the "Teaching Staff Training Management Measures" and the "Measures for Ph.D. Studies", offering supportive policies such as adjusting academic leave, reducing teaching workload, and reimbursing some tuition fees after obtaining a degree. It also encourages middle-aged and young teaching staff to obtain a doctoral degree at post. In recent years, more than 40 teaching staff have obtained or are currently studying for doctoral degrees.

From the conversation with the vice president who is responsible for international exchanges, in the middle of May 2017, the author found that S University has established a stable team of foreign teaching staff with the support of Educational Services Exchange with China (ESEC) and Council on International Educational Exchange (CIEE) in the United States. Besides, it has established a research fund to encourage young teaching staff to conduct R&D work, and it provides supporting

research funds for middle-aged and young teaching staff who have received special support from the government and Shanghai municipal funds. According to a staff who is responsible for teaching staff development at the Academic Affairs Office of S University, the Teaching Staff Development Center was established at the University in 2015. A total of 10 training sessions for full-time teaching staff were organized and 188 people participated in the training, contributing to improvement in capabilities and levels. In 2016, the Shanghai Federation of Trade Unions, the Municipal Education and Working Party Committee, and the Municipal Education Commission held the second Shanghai Young College Teaching staff's Teaching Contest. Five teaching staff from S University won prizes and obtained corresponding material rewards, with half of them being corresponding rewards from the university.

According to the interviewed teaching staff from the business school of S University, it seemed that at S University, most of the faculty were very satisfied with the series of incentive mechanisms introduced at the university, including on-the-job training, qualifications, and education promotion. The teaching staff expressed that whether college leaders attach importance to the development of teaching staff and care about their work and life is an important manifestation of "keeping talents with sincere care" advocated by S University. Most of the teaching staff there thought that with training opportunities provided by the college and the concern from the college leaders, they have sufficient development platforms and development prospects, which greatly enhances their prospects in all aspects. Therefore, even if they have the opportunity to work in public colleges, they are reluctant to leave at least to some extent. Moreover, many teaching staff were motivated by the educational goals, and the spirit of the older generation of non-public educators who have been working at the university for more than twenty years. This is an important manifestation of S University's "retaining talents with a promising career". Therefore, some teaching staff have shown their high recognition of the working environment, living environment and humanistic environment of NPCs such as S University.

However, in interviews with teaching staff of S University in August 2017, it appeared that most teaching staff and employees were still not very satisfied with their salary. First of all, most of the faculty and staff would compare their basic salary as new teaching staff with the public college teaching staff. Although the basic salaries for new teaching staff were not significantly different from those of public colleges, the gap would gradually increase later. After the introduction of the new incentive mechanism in 2015, the staff of S University did see a change. However, the effect of pay rise in 2016 and 2017 was not obvious to teaching staff, so they were not satisfied with it. Secondly, regardless of equity in wages with public colleges, teaching staff in S University generally believe that the accounting method for teaching staff's workload is unreasonable. Even receiving the same wages, the teaching staff of S University believe that their actual workload is far more than public college teaching staff. In addition, some teaching staff also believe that their living pressure is still very high with the salary as the sole source of income. Because the non-public colleges have long been faced with major difficulties, the core teaching staff would leave at a certain point. In recent years, public colleges have also been implementing incentive programs. A teaching staff of S University interviewed in early August 2017 revealed that those academic staff who work in public colleges had a variety of other income sources, including research project fees, labor costs, consulting fees, service remuneration, lecture fees etc., thus the overall income gap between NPCs and public TEIS in Shanghai is still obvious.

Theme 4: How do NPCs persuade the government and strive for policy support for their teaching staff? How effective are the measures?

In fact, the process of building policy environment for non-public higher education in China is very slow. Since the establishment of the first non-public college in China in

1980, the first related laws and regulations were formally introduced in 2002, namely the *Law on the Promotion of Non-public Education of the People's Republic of China*. In the ten years since then, local implementation of relevant policies and provisions in the Law is not hopeful. Even until 2011, the National Medium-Term and Long-Term Plan for the Development of Education Talents (2010-2020) needed to repeatedly stress “improving the supportive policies of public finances for non-public education”. Nevertheless, some local governments have not yet introduced or implemented policy rules on quality control of teaching staff, financial support, tax incentives, donations, incentives, and credit concessions. However, the development of faculty team-building in NPCs and even the development and quality improvement of NPCs must be supported by a comprehensive personnel and financial policy support from the local governments.

Although the policy environment is not perfect, it is gratifying that we can see from this series of policy development trajectories that under the call of and the efforts made by the NPCs in China, governments at all levels, as the bearer of public education, are constantly improving the construction of the policy environment.

Taking Shanghai as an example, according to the *Provisional Regulations of Shanghai Municipality on Implementation of the Non-public Education Promotion Law of the People's Republic of China* and the *Regulations on the Implementation of the Non-Public Education Promotion Law of the People's Republic of China*, Shanghai has established a special fund approved by Shanghai Municipal People's Government for the promotion of non-public education development in Shanghai since 2006, to establish the long-term mechanism for the promotion of the development of non-public education in Shanghai. At the same time, according to the budgetary arrangements for the “Ten Major Projects” in the “Program for the Medium- and Long-Term Education Reform and Development in Shanghai (2010-2020)”, the

Shanghai Municipal Government began to issue funds for government-supported non-public education (here in after referred to as “special funds”) which is mainly used for the connotation (inside) construction of NPCs, the construction of model NPCs, the construction of teaching staff’s training in NPCs, the construction of featured non-public primary and secondary colleges, the construction of non-public education public service platforms, and the pilot reform of the national education system. However, not all NPCs are entitled to the government’s special support funding policy. According to the principle of disbursing special funds to NPCs as stipulated in the “Shanghai Education Commission’s Notice on Disbursing Support Funds for Non-public Education in Shanghai,” NPCs must meet the requirements for applications: First, NPCs applying for special funds must adhere to the public welfare of education, college-running in accordance with the laws and norms, normative financial management practices, the implementation of legal person property rights, and the sound establishment of an annuity system. Once these conditions are met, the government will determine the items and amount of funds disbursed according to the level of realization reached by the NPCs; Second, according to the requirements for reform pilot projects of the national education system, the funds are mainly used to support the development of “non-profit” non-public colleges that do not seek profit from college-running, adhere to educational public welfare, and give greater support and encouragement to donors and colleges that do not require college ownership or surplus property distribution. In recent years, only five NPCs in Shanghai have met the above requirements, including S University Shanghai, Shanghai Institute of Visual Arts, Shanghai Donghai Vocational and Technical College, Shanghai Jiguang Vocational and Technical College, and Shanghai Institute of Industry and Commerce. Accordingly, the Shanghai Municipal Government has been giving support to these five NPCs since 2011.

Since 2012, S University Shanghai has obtained over 60 million government support funds each year through its own efforts, which accounts for far more than the other

four non-public universities. This is entirely due to their “non-profit” college-running model, the standardized financial management system, and a sound annuity system. With such advantageous conditions, S University successfully persuaded relevant government departments to give them corresponding preferential support policies.

According to the vice president who is in charge of the government's special support fund project of the S University (in May 2017), the university has received various types of funding from the Shanghai Municipal Education Commission since 2006, including, among others: *Non-public Education Government Support Special Funds*, *Teaching Quality and Reform Projects*, and *Student Education Projects* and *Student Subsidy Programs*. In the past ten years, the university has received nearly RMB 280 million of government-funded support. According to the Shanghai government's annual special government support fund declaration and closing report from 2009 to 2014, S University has received special funds from the municipal government for non-public education in Shanghai every year from 2009 to 2014. During the period, it has won 47 funded projects with a total funding of RMB 202.8058 million. Among them, there are six projects on faculty team-building. The following examples are two major projects that were implemented from 2013 to 2014:

The first project belongs to “General Purpose Class”, which was mainly used for the introduction of high-level talents, the training of young teaching staff and their career planning, academic exchanges at home and abroad, and business inspections. The funding for the application was RMB 1.6 million, including RMB 150,000 for the introduction of high-level talents, RMB 450,000 for the cultivation of young teaching staff's qualifications for the job, RMB 650,000 for the teaching staff training work established by the college's teaching staff development centre, and RMB 350,000 for academic exchanges at home and abroad and business inspections. The project was chaired by the college leaders in charge of human resources management, while the

Human Resources Division was responsible for the specific implementation, with cooperation of all secondary colleges and other related departments. In the project, they had introduced two high-level talents, overseas doctors or associate professors or above (including flexible introduction), dispatched three full-time teaching staff to study for Ph.D. and eight for master's degree overseas. The college reimbursed 50% of the tuition after teaching staff obtained doctoral degrees through domestic studies, of which two teaching staff obtained a doctorate degree in 2014. The Teaching Staff Development Center of S University Shanghai completed a series of training programs, including pre-post training for new teaching staff, professional curriculum development training, and routine professional training; it also sent professional teaching staff to overseas cooperative universities to carry out cooperation on course training or projects. In 2014, S University organized a team to conduct academic exchanges and business visits in three universities in the US.

The second project belongs to “Overseas Study”. Since 2012, the Shanghai Municipal Education Commission has implemented the “Teaching staff Professional Development Project”. Three teaching staff of S University were granted overseas study respectively in 2012 and 2013 through the project. There were three teaching staff sent overseas in 2012 completed their program and returned to China, with improved teaching and research results, broadened horizons, and strengthened academic exchanges with overseas counterparts. Later in 2014, S University applied to the Municipal Education Commission for an overseas study program for seven of their teaching staff to participate. Based on the previous conditions, three teaching staff were approved in 2014. Through this project, S University has applied for RMB 450,000 (non-wage personnel funds) from the government while the university offered matching funds of RMB 100,000 (teaching, research funding, and professional activity expenses).

In general, according to Shanghai Municipal Government's statistics on the analysis of performance of non-public higher education (2005-2014) on its official website⁶, from 2009 to 2014, S University passed a special fund project test supported by the Shanghai Municipal Government of Non-public Education, with a total of 21 teaching staff studying for a Ph.D. at home and abroad, including: 14 in China (2 have received a doctorate) and 7 abroad (3 have received a doctorate). The college has also sent a total of 54 teaching staff to study abroad for a master's degree, including 28 at Reed University, 1 at the University of Las Vegas, Nevada, 1 at Sonoma State University, California, and 2 at Hull University, UK, 3 at Essex University, 1 at University of Edinburgh, UK, 1 at Glasgow University, 1 at Sydney University, Australia, 3 at Japan Soka University, and 1 at Kansai University, Japan. Also through the "Capable Teaching Staff Training" program of the Non-public Education Division of Municipal Education Commission, 8 teaching staff went to the University of Hertfordshire, UK. In 2015, 4 teaching staff would go to California State University. At the same time, in total, S University has sent 16 teaching staff for visiting scholar study (longer than 6 months), including 6 senior visiting scholars and 10 regular visiting scholars; 4 teaching staff for research on courses (3 months). In the on-the-job training program, the number of trainees of all kinds was 48 person-times; 32 teaching staff attended new teaching staff training; 5 participated in backbone teaching staff's and R&D ability training. Moreover, during the summer vacation of 2015, two groups of teaching staff participated in the centralized training: 6 teaching staff from the Foreign Language Academy participated in the intensive English training at the University of Illinois at Urbana-Champaign Campus and 14 teaching staff participated in the training for a visit to the German University of Applied Sciences. Through the improvement in academic qualifications and professionalism, some teaching staff of S University obtained all kinds of new achievements, new awards, and corresponding supporting awards. They indirectly, effectively, and actively improved the wages and benefits of teaching staff at S University.

⁶ <http://www.shmec.gov.cn/>

In an interview regarding the effectiveness of special supporting funds from the government, the author found that teaching staff at S University have been very supportive of the programs in recent years. According to the assistant to the Dean of the Business School at S University, every teaching staff from all NPCs including S University in Shanghai was very clear, just as the director of the Institute of Higher Education of the S University said, “whether the government pays enough attention to NPCs concerns life and death of the NPCs”. It is true that the national government needs to consider both public and non-public colleges. Although the same wages and benefits are advocated, the gap in wages and benefits is still a fact. Therefore, no one can deny the impact of policies on the development of non-public college teaching staff, and policy support in this era is of crucial importance. Education reform is the most backward part in China’s open door reform. Teaching staff used to believe that the government would always discriminate NPCs because most people think that the policy-makers come from the public colleges and thus would never consider the perspective of non-public college teaching staff. Nevertheless, the above-mentioned supporting policies for improving the wages and benefits of teaching staff in NPCs have not only improved the benefits of teaching staff, but also made teaching staff of NPCs see a promising future for their own career development and the development of NPCs in China. However, only when advantageous conditions are achieved by NPCs to meet the high standard and strict requirements made by the government, they can persuade the local government to give them some more and preferential policy supports.

Theme 5: Taking S University Shanghai as an example, based on the teaching staff’s feedback on existing policies and measures regarding the inequality faced by teaching staff in NPCs, what are the issues that still exist?

Last but not least, according to the teaching staff's feedback on existing policies and measures made by the Shanghai local government and S University Shanghai, there are some remaining issues which still exist.

First of all, the director of the HR Department of S University stated in later May 2017 that the difficulty of the current talent recruitment is still the issue of wages and benefits. Apart from the low wages, the most important issue is the problem of authorized size of the employment, followed by the housing problem. Specifically, most applicants coming from outside Shanghai will leave because of the housing problem. In S University, housing subsidies are only provided to those in administrative positions with a branch-level title or above, teaching staff with lecturer title and above, or faculty members who have been working at the university for more than five years. In addition, the current salary policy of S University still refers to the model of those in public colleges, decided to a great extent by "title" and "seniority", ignoring individual differences in the working abilities and quality of work under the same job title and the same length of service, and the fact that teaching staff in NPCs often have more than one post or shares of work. Moreover, excessive attention has been paid to seniority, or, unequal payment for equal work. As a result, teaching staff in NPCs with a lower level of professional title but assuming the task of higher grade titles cannot receive the "equal payment for equal work" treatment, which has hurt the enthusiasm of some capable and talented young teaching staff and in a disguised form, suppressed the growth of outstanding top talents, academic leaders, and middle-aged and young key teaching staff.

Moreover, many interviewed young teaching staff of S University (interviewed from May to August 2017) mentioned that the practice of NPCs in Shanghai is copying public colleges in assessing the professional title. The requirement for the assistant teaching staff to become lecturer was at a low grade; the teaching staff only needed to

“endure enough years (around five years)”, making the process of efforts a weak incentive. On the other hand, getting a professorship has become the ultimate goal of every college teaching staff. But due to the high requirements of the senior professional title assessment and that NPCs generally do not have the qualification to assess high professional title by themselves, leading NPCs teaching staff to find the path to promotion quite difficult.

At the same time, the author found that the teaching staff of S University were generally aware of the lack of access to R & D (Research and Development) projects. Many interviewed teaching staff of S University (from February to March 2017) expressed that young teaching staff of NPCs generally have fewer opportunities and paths to R & D projects due to their limited social experience and their priority given to teaching in a job, not to mention their limited time for R & D work when they need to stay in the office for certain hours. In comparison, public TEIs would offer extra payment and rewards in the incentive plans if the teaching staff are asked to keep certain office hours per day. This has made the expansion of faculty teams in non-public colleges more difficult, and fewer and fewer public TEI teaching staff will choose to come to NPCs as part-time teaching staff. It can be seen from the conversations with S University teaching staff that they are very interested in striving for and completing more horizontal research projects. However, because of the weak scientific research strength of the college, the R & D level of teaching staff themselves is low and there is little chance of obtaining R & D projects. Teaching staff in NPCs believe that the gap between NPCs and public colleges will increase as long as the requirements for R & D projects become higher.

Some teaching staff at S University also stated regarding the development plan of NPCs that non-public colleges have a much shorter history and are thus weaker than the public ones. Governmental departments did not take non-public colleges into

consideration when establishing government supporting funds. In the early days, NPCs did not have enough quotas for those projects, or were even denied the right to apply at all.

According to some teaching staff from S University, teaching staff in Shanghai NPCs are relatively young in general, and new teaching staff under the age of 30 who just graduated from a university should not teach classes immediately, but they actually do so as soon as they begin their work at their colleges. When they began teaching during probation period, they were in a very poor state, unable to cope with all kinds of affairs, and felt that they had not taken the correct first step in their career, which then resulted in a negative impact on their mental state and work ethics.

During the investigation and working period in S University from 2016 to 2017, the author also found that S University's teaching management is rather strict, bringing great stress on teaching staff. In the interviews, the author learned that the students' evaluation of teaching, senior teaching staff's supervision, and college leaders' evaluation of the teaching directly determines the appointment of teaching staff and the distribution of wages. Teaching staff in S University are under multi-level pressure from colleges, students, and the society, and they must conscientiously complete work such as lesson preparation, homework grading, task grading, and other assignments. As a result, they have less time for further study and research, which, to a certain extent, affects the improvement of their teaching, professional and R&D level, and increases their work pressure.

At S University's Year-end Faculty Conference 2016, the author also found that, as an NPC teaching staff, the pressure of work and life was really great, not only from differences in personal capability, efforts, and family background, but also because of

the college's internal factors. When a teaching staff spoke at the S University Staff Representative Conference, she said that in a university, the development of the faculty team and individuals depended on discipline platforms. The teaching staff also said, "While those platforms of public colleges are composed of professional teams and many excellent individuals, teaching staff there can connect with each other and get mutual support; but in the NPCs such as S University, there is often only one major in a certain discipline and only a few staff in a certain major. Teaching staff do not have the opportunity to connect with others." Her speech also found support with other teaching staff on site during the conference. During his course of work at S University, the author also found the same problem. Taking Computer Science as an example, there are usually four or five majors in the discipline in public colleges, but there is only one major in S University. Therefore, teaching staff do not have the opportunity to communicate, which hinders the development of teaching staff themselves as well as of the construction of the discipline.

From the conversation with a staff of the Teaching staff Development Center of S University in March 2017, the author learned that most of the teaching staff in NPCs believe that the calculation method of the teaching staff's workload and the evaluation system are not reasonable enough. According to her description, up to 2017, in the evaluation system of S University, the actual teaching hours and other workload related to the courses take up a large proportion, which is a rigid requirement, while the proportion of other parts of work is relatively low. When calculating workload, there is no adequate measurement mechanism for other tasks beyond teaching, such as R&D projects, teaching staff's participation in various competitions, review of student thesis, and tutoring students in various skill competitions. In terms of metrics, the actual workload far exceeds the workload being calculated. This also leads some teaching staff to increase the amount of teaching hours to increase their actual income, resulting in a decline in the quality of education in NPCs.

Moreover, when referring to the issue of teaching staff wages and benefits, some teaching staff agreed that the office conditions of S University need to be improved. For example, the old office equipment needs to be replaced in time, and part of the working environment needs improvement as well. At the same time, teaching staff of S University also hoped that the college could organize more group activities (such as in every Wednesday afternoon) to increase the interaction between faculty and teaching staff, enhance connections, and create a more favorable working atmosphere.

Chapter 5 Discussion and Conclusion

To sum up, in order to solve the problem of unequal wages and benefits of teaching staff in NPCs in China and thus more effectively strengthen the construction of teaching staff in NPCs, the following issues still need to be addressed.

First of all, the policy environment suitable for teaching staff development in NPCs in China is still inadequate. Although *Law on the Promotion of Non-public Colleges of the People's Republic of China* clearly stipulates that non-public colleges enjoy the same rights as teaching staff of public colleges according to law, but in reality, many rights of teaching staff in NPCs are not effectively protected at all. In some NPCs, the legal rights of teaching staff have been violated. With the development of non-public higher education, the government has introduced relevant policies to protect the rights of NPC teaching staff, which establish special funds, credit support, tax incentives, and funds for NPCs. However, support and incentive measures made by the governments for funding and the protection of teaching staff's rights have not been implemented in all provinces in China, resulting in NPCs' lack of access to funds, limited funding sources, and insufficient funding for running colleges. In construction, NPC teaching staff's rights cannot be guaranteed. Teaching staff of public TEI enjoy the entitlement of "public institutional work-units" and are the "country's teaching staff". Teaching staff of NPCs, yet, are equivalent to employees of enterprises, pay insurance according to the standards of the employees of the enterprises, and are unable to enjoy the same wages and benefits as those from public institutional units. The retirement pension they receive after retirement is far behind that of the public college teaching staff as well, which weakens the enthusiasm of teaching staff and accelerates the mobility of NPC teaching staff, which has also become an adverse effect on the stability of NPC faculty teams. Therefore, whether NPC teaching staff can receive equal wages and benefits depends on whether it can have access to a

relaxed and favorable external environment is indispensable to NPC teaching staff; however, it needs the support of the governmental policies and the improvement of educational equity of the whole higher education system in China.

Second, NPCs still need to enhance their social recognition. The traditional thought of “government officials are superior to the ordinary people” has long influenced the public in China. People generally think that the public colleges are better than the non-public ones in China as non-public colleges are run by individuals. As a result, there is also a general misunderstanding of NPCs. In people’s opinion, NPCs are more like companies and they just aim to make profits. NPCs are subject to discrimination, and the social recognition of NPC teaching staff is also lower than those of public TEIs. At the same time, as the society has a certain prejudice against NPCs and their teaching staff, the professional titles assessed by the NPCs are often not admitted by the rest of the society, which greatly weakens the work enthusiasm of teaching staff. Such discrimination not only has an impact on the stability of the faculty team, but also has an adverse effect on NPCs’ long-term development as it lowers the overall teaching quality of NPCs and deepens the public’s prejudice against NPCs. For a long time, teaching staff in NPCs have been regarded as “second-class citizens” in the education sector. This situation has also caused teaching staff in NPCs to receive unequal psychological benefits, which is a major reason for the higher turnover rate. More importantly, NPCs still need to continue to improve themselves and make greater achievements until the unfavorable situation of the recognition is changed.

At the same time, teaching staff in NPCs lack a sense of belonging. On the one hand, although the problems concerning the establishment of teaching staff in NPCs have begun to be brought to the notice of the education authorities and many good solutions have also been made, in fact, many NPCs in China still are out of the scope of personnel, labor, and education departments as they are equated to “migrant

workers in private enterprises”. Even though they pay social insurance in accordance with national regulations, they can only get half of the retirement pensions obtained by teaching staff from public colleges. As a result, the teaching staff of NPCs, especially the young teaching staff, lack a sense of security, and it is difficult to form a mindset of long-term service for NPCs.

On the other hand, the internal leadership system and operating mechanism of some NPCs are not standardized, which leads to the facts that the legal rights and reasonable demands of NPC teaching staff are not guaranteed and satisfied. Differing from the principal responsibility system under the leadership of party committees implemented by public TEIs, NPCs implement the principal responsibility system under the leadership of the board of directors. This determines that the board of directors is the leading decision-making body of NPCs, and the issues are collectively studied and decided by the board of directors or the council, while the college affairs committee will implement them. It must be admitted that since there are few such supervisory bodies as the establishment of a board of supervisors, the liquidity of non-public college administrators and part-time teaching staff has made the internal supervisory power even weaker. This has caused the chairman of some NPCs to take over power, free from control and supervision. Due to the lack of internal oversight mechanisms, the lack of procedural constraints on the behavior of decision-making bodies and executing agencies has prevented the rights and interests of the teaching staff of NPCs from being fully protected. Although some NPCs set up trade unions and teaching staff’s congresses, they actually do not have a say. Due to the lack of a work mechanism in which teaching staff truly express their intentions, their rights and interests cannot be effectively guaranteed, and reasonable demands are not properly met. Apparently, teaching staff’s work enthusiasm has been inevitably compromised, resulting in a “migrant labor” psychology and a large overturn rate of teaching staff.

In addition, due to the constraints of funds, the professional development of NPC teaching staff has also been limited. As NPCs lack special fund support for teaching staff's training, their teaching staff often have to bear the cost of their own in-service studies. NPCs also rarely invest in scientific research projects, resulting in the lack of enthusiasm for NPC teaching staff in scientific research applications. In fact, after new teaching staff start working in NPCs, due to the serious shortage of training funds, necessary training could not be carried out normally. New teaching staff's hope to enhance their working adaptability through training will not be met. Learning and improving their own professional knowledge and teaching abilities are equally difficult to achieve, so the contradictions between college and the new teaching staff will also be obvious. Some NPCs take into account the cost of running a college and therefore do not attach importance to the training and further education of teaching staff. Some teaching staff just graduated from college and walk onto the pulpit. They cannot receive guidance and direction, and cannot see the space and prospects for their own development. NPCs should have attached great importance to the career planning and development of newly recruited teaching staff, and actively established a sound training mechanism within the college. However, one of the reasons for the higher turnover rate of young and middle-aged teaching staff in NPCs was a lack of basic guidance for work and professional training after entry, which leads to a variety of incompatibilities and their future departures.

Furthermore, NPCs do not have sufficient incentives for R & D work. NPCs teaching staff are not satisfied with the college's research policies and scientific research conditions. Due to the short history, the low professional level of teaching staff, and geographical location of NPCs, the cooperation between production such as the link between education and research is not sufficient, and the overall level of teaching staff's research capacity is poor. Although most NPCs have established reward system for publishing academic papers, monographs, and textbooks, they still did not provide enough support for teaching staff in R&D work which has been reflected from

insufficient funding, and the limited number of applications for R & D projects.

At the same time, because of the short duration of NPCs and the shortage of funds and qualified staff, the majority of NPC teaching staff have to accept a high workload due to employment pressure and economic pressure. As NPC teaching staff's income depends on the amount of their workload, teaching staff must undertake a large amount of teaching hours to get more income. In NPCs, the workload of teaching staff for 8 teaching hours per day has long been a normal phenomenon. Only a few teaching staff have less than 16 classes per week. Excessive teaching tasks and disproportionate income and workload make many teaching staff physically and mentally exhausted. They do not have enough energy and time to carry out both, teaching and academic research. Teaching without disciplinary support can only be based on teaching. The achievement of research could not reach the standard, which limited its own professional development. In addition, many NPCs make in-service teaching staff take a lot of substitute classes in order to save manpower cost, causing many teaching staff to wear out their jobs, affecting the quality of teaching negatively, thus creating a vicious cycle. More importantly, such issue against NPC teaching staff also need the policy support and management from the local governments in China to normalize the ratio of NPC teaching staff's income to workload.

In addition, Chinese NPCs lack long-term incentive mechanisms. First, NPCs still do not fully understand the diversity of the teaching staff's needs. In fact, the needs of NPC teaching staff include the need to increase wages and benefits, to improve living conditions and training abroad, business training, job promotion, development space needs, policy environment, respect, interpersonal relationship, harmonious campus atmosphere, self-development and self-realization. The needs vary with different ages and different sources. However, affected by the distribution system of public colleges,

taking Shanghai as an example, the ways in which Chinese NPCs reward teaching staff are based on the immediate effects of the completion of current or recent job assignments. The short-term incentive approach satisfies the needs of teaching staff in NPCs for substance interests, so that teaching staff may have better current returns. However, the diversity, level and complexity of teaching staff's needs in NPCs currently determine that the factors affecting the enthusiasm of teaching staff do not only depend on economic factors, and that short-term incentives with current distribution as the main form will not independently support the motivation of teaching staff. The overall task of maintaining and enhancing the enthusiasm of the work also requires that the incentive mechanism should be designed to pay more attention to the long-term incentives of teaching staff. It is necessary to consider the economic incentives as well as non-economic ones, such as the mental effects brought by work itself, work environment and organization. The mental effects brought about by the work itself include the pleasure of work, the challenges of work, the responsibility of work, the development opportunities and individual gains, the sense of accomplishment at work, etc. Specifically, the mental effects brought by the work environment include friendly coworkers and comfortable working conditions, team atmosphere, etc. The mental effects brought by organizational characteristics include the prestige of the organization, the cultural atmosphere of the organization, the opportunities and prospects brought about by organizational development, etc. (Zhou, 2008). As for NPC teaching staff, non-economic incentives will consist of spiritual motivation, since most NPC teaching staff pay greater attention to good academic atmosphere, career development planning, relatively simple interpersonal relationships, and a holistic college management with humanistic care. This can be attributed to the "academic culture" and "organizational culture" in colleges. Therefore, non-economic incentives are an important factor affecting teaching staff's re-creation of intellectual capital and can better inspire teaching staff to focus on their future and the future of the college. Good non-economic incentives are precisely what the teaching staff of almost all NPCs in China lack.

As can be seen, the issue of inequality and discrimination against teaching staff in NPCs needs to be solved at both the external and internal levels.

Externally, in order to achieve healthy development of NPCs in China, the governments and education-related departments at all levels must establish a sound policy environment for NPCs. In other words, the government needs to protect the legal status of NPC teaching staff according to law, provide policy preferences, resolve issues NPC teaching staff are concerned about, and create external fairness.

First, the government needs to establish a legal protection system for NPCs and their teaching staff. At present, the operation of NPCs is still at the trial and error stage. This requires that the government pay close attention to the development of NPCs, adjust them in a timely manner, and constantly establish laws, regulations, and policies and measures that suit the actual unequal situation of NPCs, so that NPCs have a law to follow in their development process. Although the related laws such as *Law of Higher Education* and the *Law on the Promotion of Non-public Colleges of the People's Republic of China* can basically solve some problems, there is still a dearth of regulations and management methods that can legally enforce the legal status of NPCs and their teaching staff at the specific operational level. Therefore, the local governments still need to proceed from actual conditions and actively implement the National Medium and Long-Term Education Reform and Development Plan (2010-2020) in order to establish the equal legal status between non-public college teaching staff and public college teaching staff while at the same time ensuring the autonomy of college-running in non-public colleges.

At the same time, the government needs to correct various types of discrimination

against non-public colleges by formulating and improving preferential policies to promote the development of non-public education. For most teaching staff from NPCs, the biggest policy issue is still about the authorized size of the employment and professional title assessment system. The author believes that to resolve these two issues, the competent authorities must issue relevant policies, and, the NPC teaching staff and public college teaching staff should be uniformly registered and compiled on the basis of the existing teaching staff qualification certification system, while the wage relationship of the teaching staff and administrative staff should be integrated into the personnel department. Moreover, in order to alleviate their worries, NPC teaching staff should pay into the various insurances in the same way the public college teaching staff do. Taking into account the difficulties of NPC teaching staff applying for R & D project, NPCs should call for the government to attach importance to the relevant issues in the application, to provide more and better conditions for NPCs, or to set up special projects for NPC teaching staff on the basis of the assessment criteria for professional titles, so as to measure NPC teaching staff and public TEI teaching staff according to the same standards.

At the external level, therefore, inequality and discrimination can only be solved when the NPCs and their teaching staff are treated equally in terms of policies. When the legal status of NPC teaching staff and public college teaching staff are equally established, NPC teaching staff can see hope for long-term work in NPCs and have a greater sense of belonging. Only in this way, China's NPCs can achieve a truly healthy development.

Internally, under the environment of inequality and discrimination, NPCs in China must, through their own efforts, seek strategies to solve the problem of unequal wages benefits and professional development for their teaching staff. First of all, NPCs must be clear about their college-running orientation, and strengthen the construction of the

core professional teaching staff in accordance with the orientation of the colleges. The localization of NPCs is not only the core of the survival and development of the college, but also the primary basis for determining the goals and development plans for the construction of faculty team. To strengthen the construction of the core backbone teaching staff of NPCs, it is necessary to support and build the team of teaching staff with distinctive disciplines in line with their own college characteristics, which will result in trademark colleges.

Second, NPCs should rationally adjust the teaching staff's compensation system and build a career development platform for teaching staff. First, NPCs need to improve the incentive system and gradually adjust the teaching staff remuneration system. The income distribution of NPCs should adhere to the principle of "adhering to the market, giving priority to efficiency, giving consideration to fairness, and giving more benefits to teaching staff doing more work". NPCs should also implement a "three-in-one" salary system that closely follows the market payment level and improves basic wages, job allowances, and performance incentives. New explorations and practices will be implemented in the aspects of methods and management systems to gradually establish a distribution incentive system that emphasizes ability and practical achievements, focuses on contributions, and is inclined to high-level talents and teaching staff in key positions.

At the same time, to build a platform for career development, NPCs should retain teaching staff by offering better benefits including both, monetary and non-monetary benefits, and by striving to provide teaching staff with the conditions and ways to achieve their needs of life. NPCs must combine their own development direction and college characteristics to establish a college-based training system. On the one hand, in order to improve teaching staff's teaching and research capabilities, NPCs should encourage and support teaching staff to take training courses and participate in

various academic meetings,. On the other hand, special methods such as case studies, case reflections, expert lectures, research projects, and teaching staff form should be used within the colleges to improve the overall quality and academic exchange of their teaching staff.

In addition, NPCs must build a supplementary pension system. At present, there are three types of supplemental pensions that are suitable for China's national conditions and also suit the characteristics of non-public TEI, namely, enterprise annuity, commercial insurance, and college pension funds (Zhang, 2007). Supplementary pensions for NPCs are in accordance with the standard for the retirement of public TEI teaching staff and are paid fully for teaching staff. By doing so, after retirement, pensions received by NPC teaching staff are equal to those of public TEI teaching staff. At the same time, according to the characteristics of personnel management of NPCs, and based on the different positions, titles, and service periods of employees, a supplementary pension policy that encourages excellent employees to work in the college for a long time should be formulated.

Moreover, NPCs must establish a teaching staff-oriented management model to provide teaching staff's benefits with space and conditions for development in order to create internal fairness. Teacher-oriented management is based on teaching staff themselves. First, to achieve the goal of this model, the most appropriate works and jobs should be scientifically arranged along the lines of teaching staff's abilities, special skills, interests, and psychological conditions. The teaching staff's growth and value should be fully considered. NPCs also need to use scientific management methods to make their teaching staff fully mobilize and exert enthusiasm, initiative and creativity in their work, thereby increasing work efficiency, improving work performance, and making the greatest contributions to achieving college development

goals. Second, NPC teaching staff should be encouraged to participate in college decision-making, because one of the most important aspects of teacher-oriented management is to establish a sound channel for teaching staff to participate in college decision-making, through which teaching staff can give their opinions freely, and offer advice and suggestions. At the same time, the formulation of policies and measures should reflect the characteristics of flexible and standardized enterprises. The human-based management also needs to be carried by NPCs through. If a college pays little attention to mobilizing the enthusiasm of teaching staff to participate in management or cannot meet the teaching staff's reasonable needs, the teaching staff will only regard the college as a place for "migrant labor". It will inevitably bring the college decision closer to reality and make the teaching staff feel the warmth of the "home" if the college can fully encourage and integrate teaching staff in the decision-making process. By doing this, it will not only enhance teaching staff's inner joyful experience, but also strengthen their sense of belonging.

Meanwhile, NPCs must continue to strengthen the training of new teaching staff. Article 29 of the *Law on the Promotion of Non-public Colleges of the People's Republic of China* stipulates that "Non-public colleges shall provide ideological and moral education and professional training for teaching staff". Any occupation may experience "vocational fatigue" after a certain period of time. This is a normal psychological phenomenon, but it cannot be left unchecked. Young teaching staff in NPCs may feel more exhausted because they are doing almost the same teaching job day after day. Therefore, NPCs should take into account the actual situation and strengthen the training of young teaching staff. For example, the senior teaching staff with rich teaching and scientific research experience can guide and train young teaching staff who have just graduated from college, and complete high quality work of "transmitting, helping, and acquiring", and increase the actual experience of young teaching staff so that they gradually nurture a sense of professional responsibility in their teaching staff, and thus enhance a sense of belonging.

Furthermore, NPCs must build a multidimensional growth platform for their teaching staff. First, according to the teaching age and the professional background of teaching staff, the teaching staff's growth process should be divided into the development stage of adaptation period, growth period and mature period. According to the characteristics of each stage and the needs of teaching staff's growth ability, NPCs should implement specific training plans, equip instructors, set up teaching staff development centers, and actively guide the curriculum arrangements, teaching, research, and professional orientation. For teaching staff at different stages of development, special training should be carried out in categories and intervals so that the teaching staff's growth is gradual and orderly. Second, NPCs should strengthen both internal and external learning and communication: (1) Strengthen exchanges and discussions among teaching staff of the same discipline so that discussions on teaching objects, teaching content, and teaching methods will be more normative; (2) Teaching staff of different disciplines should be encouraged to learn from each other, broaden their horizons, increase their resources, and effectively promote the integration of disciplines; (3) A development forum for NPC teaching staff should be held regularly to build a platform for exchanges and discussions among all NPCs teaching staff in a same area of China. Third, teaching staff in NPCs should be encouraged to actively participate in basic teaching skills competition organized by the college and even municipalities, supplemented by adequate pre-teach guidance and post-match summary recognition, in order to improve teaching staff's teaching skills as well as enhance their competitive awareness.

More importantly, as the main source of funds for the NPCs is tuition fee, to persuade the government to provide more financial support through its own special mode of college-running, has become an important way for NPCs to improve the benefits of their teaching staff. As mentioned above, until 2011, the National

Medium-and-Long-Term Plan for the Development of Education Talent (2010-2020) has repeatedly emphasized the need to “improve the supportive policies of public finances for non-public education”, and governments at all levels have also prepared non-public education support funds, and make it clear that NPCs must meet the criteria for applying for special projects before they apply. One of the major policy categories of government-sponsored special funds is the construction of teaching staff in NPCs. Its policy goal is to stabilize the teaching staff of NPCs and improve the ranks of teaching staff. The feature provides teaching staff with salary, welfare, social insurance and other benefits through direct or indirect financial assistance, or helps colleges to carry out teaching staff training so as to achieve indirect support for NPCs. In recent years, however, this model has not been effectively implemented. The main reason why this financial support policy is difficult to obtain is that the government requires the NPCs that apply for special funds must adhere to public education welfare, regulate schooling according to law, standardize financial management, implement corporate property rights, and establish an annuity system. A more important reason is that the special funds are only used to support the development of non-profit non-public colleges that do not pursue economic returns and adhere to education for public welfare. Colleges that hold endowments and who do not require college ownership and the right to allocate surplus assets can be given greater support and encouragement. In other words, for the sponsors of NPCs with their own limited sources, in order to ensure the healthy development of colleges, the “non-profit” college-running mode should be selected, and college ownership and residual property distribution rights should not be required so as to obtain more special government programs. It will need to strive for greater financial support policies from governments and related departments at all levels to create more benefits for their teaching staff by supporting the funding policy and demonstrating its own sound college running environments.

At last, NPCs should coordinate with existing national policies, call for assistance

from local governments, and coordinate with governments at all levels to fundamentally improve the wages and entitlements of NPC teaching staff. The problem of wages and benefits for teaching staff is a key issue in the development of NPCs in China, especially the conflict between the expectation of low-cost college running of NPCs and the need for greater investment in college development, and between the overall low level of wages for NPC teaching staff and the rapidly rising cost of living. Whether such contradictions can be properly resolved, directly affects the ability of NPC teaching staff to obtain sound development. Therefore, NPCs must appeal to the government and competent authorities at all levels to strengthen the leadership, guidance, service, management and supervision of NPCs, so that the *Law on the Promotion of Non-public Colleges of the People's Republic of China* can be indeed implemented in the NPCs. Such guidance, management, and supervision should not only be confined to listening to reports and materials, but should also involve on-the-spot external assessments. The assessment team should also randomly hold teaching staff and student forums to gather first-hand information and truly urges NPCs to follow the philosophy of “non-public higher education” in China.

In conclusion, in order to explore the possible recommendations to overcome the negative effects of inequality and discrimination faced by teaching staff in NPCs in China, the present research therefore first analyzed the inequality that NPC teaching staff faces and its impact on the development of the non-public tertiary education sector. Secondly, the research has examined the issues that still need to be addressed by the whole private sector, and how NPCs and their teaching staff could cope with the inequality and discrimination, and, furthermore, how they could strive to persuade the government to promote their interests. In particular, through some successful cases, the study has examined how NPCs could actively overcome inequality against their teaching staff, come up with appropriate solutions including “selecting the “non-profit” college-running mode”, “increasing NPCs’ investments in running colleges”, “increasing the number of employment in accordance with relevant policy

regulations”, “increasing in-service wages reasonably”, “creating a sound annuity system”, “providing teaching staff with necessary space for professional development”, “reasonably reducing teaching staff’s teaching workload”, and “providing comfortable and happy office environment”, “creating a series of incentive mechanisms including on-the-job training, qualifications, and education promotion”, so as to improve conditions for teaching staff’s both economic and non-economic benefits, sense of belonging, scientific research work opportunities, healthy office environment, and then to establish a long-term mechanism for guaranteeing the benefits for NPC teaching staff.

For the current study, the author not only provides a comprehensive picture of the dynamics in the private sector of education, but also casts light on the understanding of non-public -public partnership and new governance mechanisms emerging with the development of diversified education in China. First, it deepens our understanding of the status and operation of tertiary education in non-government section in China, especially China’s tertiary educational policies and the difficulties that NPCs face. Secondly, through a case study, the research reveals the dynamics of NPCs and their interaction with the government and the existing policies. Thirdly, the research makes policy suggestions that I hope will benefit policy makers and teaching staff of NPCs. In other words, the current research has devoted itself to achieve its ultimate aim, which is to aid the NPCs in advocating their and their staff’s interests and benefits, and to contribute to the process of policy reform and the healthy development of non-public colleges in China.

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