

国家教育发展研究中心 编著

2009年

中国教育绿皮书

2009 Green Paper on Education in China

——中国教育政策年度分析报告



教育科学出版社

2009 年

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2009 Green Paper on Education in China

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教育科学出版社

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前 言

2008年，是我国进入改革开放新时期的第30个年头，是全面贯彻党的十七大精神的开局之年，是新一届政府换届之年，也是全国人民经受极不平凡考验的一年。我国经济社会发展遇到了历史罕见的重大挑战，面对年初严重低温雨雪冰冻灾害和“5·12”汶川特大地震造成的灾难、面对极少数敌对分裂分子的挑衅、面对蔓延全球的金融危机，全国各族人民在党中央和国务院的坚强领导下齐心协力，战胜了自然灾害和极少数敌对分裂分子的挑战，成功应对了国际金融危机的冲击，在北京胜利举办了空前水平的世界奥林匹克运动会和残奥会，实现了中国航天人出舱行走的历史性突破，国民经济保持平稳较快发展，改革开放继续深入推进，社会事业加快发展，中国特色社会主义发展道路得到了人民群众的广泛认同和支持。

2009年，是新中国迎来60华诞的一年，在我国教育事业发展历史上将是十分重要和关键的一年。根据党中央和国务院的部署，国家科教领导小组正式启动了《国家中长期教育改革和发展规划纲要》的制定工作，2009年1月4日新闻媒体发表了温家宝总理的重要文章《百年大计教育为本》。全国教育系统各单位和关心支持教育事业的社会各方有识之士纷纷发动起来，按照国家统一部署，围绕规划纲要重点问题，主动参与调查研究，积极建言献策。预计这次规划纲要的制定过程，将是一次广大人民群众直接深入参与的科学民主决策过程，必将对我国教育事业的科学发展产生重要影响，同时还会对国家民主政治建设产生深远影响。

为了及时和充分反映国家制定的宏观教育规划和重大政策、深入实施科教兴国战略和人才强国战略的重要情况，国家教育发展研究中心从2000年开始，每年编辑一卷教育国情研究和政策分析的系列报告——《中国教育绿皮书》，分析我国教育发展和改革的现状和趋势，对广大人民群众关心的教育政策热点和难点问题进行探讨，并且提供有关国际教育政策动向的参考资料。

《2009年中国教育绿皮书》是该系列报告的第十卷，分为三个部分十五篇专论。“中国教育现状述评”部分，除回顾了2008年中国教育改革与发展之外，重点从中国置身于全球

教育发展的角度，推出本书第一个主题“新中国 60 年教育成就”。“中国教育政策新视点”部分，展示了本书的另外一个主题“大力办好农村教育事业”，全面论述社会主义新农村建设中的教育发展问题。在“中国教育政策新视点”和“国际教育政策动态”中，安排了一组有关教育发展战略问题和学校制度建设的研究专论，形成了本书的第三个主题“2020 年教育战略思考”。全书的编纂力求比较科学、严谨，披露的信息比较及时、准确，尽可能高水平地反映教育政策研究成果，可读性较强。

我们期望本书能为公共政策研究人员、教育科学研究人员、教育行政管理人员、广大师生及所有关心教育的有识之士提供有益的参考，也期望能够使党政领导部门、宏观业务管理部门、社会各界人士更加理解和支持教育。同时，衷心希望得到大家对本书的意见与建议，努力使《中国教育绿皮书》成为更加适合广大人民群众需要的、反映我国教育政策研究水平的大众化精品。

编 者
2009 年 8 月

FOREWORD

Year 2008 was the thirtieth year of China entering into the new period of reform and opening, was also the beginning year of China carrying through the spirit of the 17th National Congress of the CPC in an all-round way, was the year of the new government taking the place and as well as was the year that the people of the whole country stood an unordinary test. China experienced an infrequent challenge in its economic and social development. In the face of serious disaster caused by extraordinarily low temperature, rain, snow and frost at the beginning of the year and the disaster caused by the terrible earthquake of May 12th 2008 in Wenchuan of Sichuan Province, in the face of the defiance bid by the very few opposing force and in the face of the worldwide-spreading financial crises, the people of the whole nationalities under the strong leadership of the CPC Central Committee and the State Council joined together in overcoming the extraordinarily serious natural calamities and the defiance bid by the very few opposing force, succeeded in dealing with the worldwide financial crises. A highest-standard Olympic Games and Paralympics Games were held successfully in Beijing. The Chinese cosmonauts' successful walking out of the spaceflight made a historic breakthrough. The national economy maintains a balanced and faster development and reform and opening has been promoting further. Social cause develops faster and the development trend with Chinese socialist characteristics has been understood and sustained by the people widely.

Year 2009 is the sixtieth anniversary of the foundation of P. R. China, which is the most important and crucial year in the history of educational development. According to the arrangements made by the CPC Central Committee and the State Council, the National Leading Team on Scientific Technology and Education has launched the work drafting "Outline of National Plan for Educational Reform and Development till 2020". On January 4th 2009 press media published an important article written by Premier Wen Jiabao, "Long-term project is based on education". All of the units and institutions in the field of education and the people of insight from all circles who are concerned with educational undertakings have been mobilized to be engaged in the investigation and research, actively make suggestions and offer advices to the key issues on the outline of plan according to the nation's unified arrangements. It is expected that the process of drafting the planning outline in which the mass directly and deeply are involved is a scientific and democratic process of decision-

making. All this will necessarily make an important impact on the development of educational science in our country as well as a further impact on the construction of democratic polity.

For timely and full reflection of implementing the strategy of developing the country through science and education, the strategy of strengthening the nation through the cultivation of skilled manpower, the macro education planning and other important policies, since 2000 the National Center for Education Development Research (NCEDR) has edited a series of reports on the researches in China's educational situation and policy analysis annually — *Green Paper on Education in China*, which explores the existing situation and trends of China's education development and reform and the hot issues and difficulties on educational policies being concerned by the broad masses of people and also offers references about the international trends of educational policies.

The 2009 Green Paper on Education in China is the tenth volume of this series of reports, which is composed of fifteen sections in three parts. The first part, Review of Current Situation of Education in China reviews the educational reform and development in 2008 and a new theme "Educational Achievements over 60 Years since founding of New China" is added to the book, with emphasis on China's position in the development of global education. In the second part, New Views of China's Educational Policy shows another theme of the book, "to provide Rural Education with Great Efforts", which states in an all-round way the issues existed in educational development during the construction of new socialist countryside. In the parts of New Views of China's Educational Policy and Policy Trends of Worldwide Education, some thematic reviews on the strategic issues of educational development and construction of school system are collected, which make up the third theme of the book "strategic thinking on education for year 2020". This book is edited with a rigorous and scientific approach and provide with up-to-date and rich information. We try to show the achievements in educational policy research more precisely and at a possibly higher level. This book is well worth reading.

We hope cordially that this book will be of useful reference to the educational researchers, administrators, principals/presidents, teachers and the students of colleges and universities and as well as to those who are concerned about China's education. Also we wish the concerned sectors of the Communist Party and the government, macro managerial sectors and social organizations and the public to make greater supporting efforts with further attention to education. At the same time, we welcome any comments and suggestions on this book and do our best to make *Green Paper on Education in China* meet the needs of the most people and be a popular work of fine quality in the field of educational policy research.

Editor
August, 2009

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2009 年中国教育绿皮书

中国教育现状述评

**REVIEW OF CURRENT SITUATION
OF EDUCATION IN CHINA**

一、2008 年中国教育发展现状概述

2008 年是我国进入改革开放新时期 30 周年,是深入贯彻党的十七大精神的第一年,也是极不平凡的一年,我国经历了大面积严重低温雨雪冰冻和“5·12”汶川特大地震造成的大灾难,遇到百年不遇国际金融危机的强烈冲击。“以胡锦涛同志为总书记的党中央带领全党全国各族人民,从容应对难事急事,成功举办喜事大事。”^①党领导人民群众迎难而上,奋力拼搏,战胜艰难险阻,夺取抗灾重建重大胜利,保持了经济平稳较快发展,社会建设不断进步,我国成功举办了举世瞩目的北京奥运会和残奥会,成功实现“神舟七号”航天人出舱行走的历史性突破,改革开放和社会主义现代化建设的各项事业取得显著成就,教育事业也取得新的进展。2008 年 3 月,温家宝总理在十一届全国人大第一次会议上作的《政府工作报告》中,在加强社会建设、保障和改善民生的部分将教育摆在首位,阐述了上届政府任期五年以来我国教育发展与改革的突出成就,展示了优先发展教育的总体思路

和促进教育公平的政策成效,并对当前教育工作提出了重要建议。根据党中央和国务院的统一部署,国家科教领导小组正式启动了研究制定《国家中长期教育改革和发展规划纲要》(简称《规划纲要》)的工作,温家宝总理和在新一届国务院领导中主管教育工作的刘延东国务委员亲自担任起草工作领导小组负责人,《规划纲要》的调研起草工作在教育部和有关部委的合作下全面展开。同时,根据党中央的统一部署,教育系统 2008 年开展了深入学习实践科学发展观活动,紧紧围绕“党员干部受教育、科学发展上水平、人民群众得实惠”的总体要求,以“谋划教育事业科学发展,努力办好人民满意教育”为载体,着力转变不适应、不符合科学发展观要求的思想观念,同《规划纲要》的调研起草工作紧密结合,着力解决影响和制约教育事业科学发展的突出问题,着力构建有利于教育事业科学发展的体制机制。

① 锐意进取改革创新 全力推进教育事业的科学发展——刘延东在教育部 2009 年度工作会议上的讲话(2008 年 12 月 22 日)[N]. 中国教育报,2009-01-04.