

Shanghai Institute of Human Resources Development
Shanghai Academy of Educational Sciences

新时期 中国教育发展研究 *1983-2005*

上海市教育科学研究院智力开发研究所

**China National Studies for Education &
Socio-Economic Development**

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前 言

党的十一届三中全会以后,我国进入改革开放的新时期。经济领域的改革开放,呼唤教育的改革与发展。1985年发布的《中共中央关于教育体制改革的决定》,确立了“教育必须为社会主义建设服务,社会主义建设必须依靠教育”的重要指导思想,号召全党、全社会、全国人民采取切实有力措施,落实教育的战略地位,加快教育的改革和发展,开创教育事业的新局面,迎来了教育发展的春天。

上海市教育科学研究院智力开发研究所(以下简称智力所)自上世纪80年代中期成立以来,秉持教育科研工作立足上海、服务全国的办所方针,从本市人才需求预测与教育规划研究起步,积极参与全国教育改革与发展宏观问题的研究。1988年,智力所承担了国务院教育工作研讨小组委托的《关于我国教育发展与改革的若干问题》研究课题,这是国内首次由教育研究机构独立完成的一份国家教育战略发展研究报告。从这一年起,受教育部财务司委托,智力所撰写《中国教育经费年度发展报告》,每年对全国及各地区教育经费状况进行了系统分析和评价,引起教育系统和社会各界的广泛关注。进入90年代,受教育部和国务院其他部委有关司局的委托,智力所又承担和完成了教育规划、教育体制改革、教育经费与教育财政以及教育政策等方面的许多重大研究课题。

智力所对中国教育宏观问题的研究,引起了相关国际机构的广泛关注。从1990年起,联合国儿童基金会、联合国教科文组织、联合国开发计划署、世界银行、亚洲开发银行和亚太经合组织等先后委托智力所承担《基本教育与国家发展:中国四十年的历史经验》、《中国农村小学教育经费使用效率:基于个案调查的研究》、《中国农村基础教育的成本与财政研究》、《中国义务教育转移支付制度研究》等十多个研究项目,这些开创性的研究工作,对我国与国际组织的教育合作及改善我国教育的宏观管理,

发挥了积极作用。

进入新世纪,智力所进一步拓宽了教育宏观研究领域,集中更多精力从事国家教育重大问题的决策咨询研究。2001年,智力所完成了国家“十五”教育发展规划多项专题研究,如《“十五”期间高等教育发展规模、结构与条件研究》、《建立职业技术教育与普通高等教育之间的立交桥》等。2002年,作为主要承担单位,参与并完成了我国第一份“教育与人力资源问题”的国家报告——《从人口大国迈向人力资源强国》。近三年来,在党中央提出的科教兴国、人才强国战略方针指导下,智力所承担并完成了《“十一五”及2020年全国教育发展目标研究》、《全面推进素质教育的义务教育均衡发展研究》、《社会主义新农村的教育发展问题研究》、《我国教育现代化的基本构想》等多项重大课题,提出了我国未来15年教育发展和人力资源开发的战略构想及分阶段目标,以及保障条件和制度创新的政策建议。

我们热切期望,本书收录的这些研究成果对政府教育行政部门和广大教育工作者,在继续推进教育的改革与发展方面,能够有所启发、有所帮助。

Preface

Since the Third Plenary Session of the 11th Central Committee of CPC, China has been coming into a new age of all-round reform and opening towards the outside, including education. In 1985, the Central Committee of CPC issued the “*Decision about Education System Reform*”, and put forward the important guideline that “education has to serve socialist construction, and socialist construction has to rely on education”. This Decision also summoned the whole party, society and nations take practical measures, put educational strategic status into effect, speed up educational reform and development. This brought educational development to a new spring.

Since the middle 1980s when it was established, Shanghai Institute of Human Resources Development (SIHRD) of Shanghai Academy of Educational Sciences (SAES) has taken the guidelines that educational research work has to be actively involved in national education programs and to serve the whole country while working for the Shanghai Municipality. Starting from the research about demand and supply of manpower forecast and educational planning in Shanghai, SIHRD positively participated in the macro research of national education reform and development. In 1988, SIHRD undertook the research project “*Certain Problems about the Educational Development and reform in China*” which was entrusted by the educational working group of the State Council. This was the first strategic research paper about national education development fulfilled by the educational research institutes in China at that time. Since 1988, entrusted by the Department of Finance of the

Ministry of Education (MOE), SIHRD has completed "*the Annual Development Report about Education Expenditure of China*". Every year, the report has systematically analyzed and appraised the national and provincial education expenditures, bringing about the widespread attention from the academic circles and society at large. Entering the 1990s, entrusted by some departments from the Ministry of Education and other ministries under the State Council, SIHRD has undertaken and completed many significant research programs in the areas of educational planning, education administrative system reform, education expenditure and finance as well as education policy.

SIHRD's reports on various national perspectives have interested many international organizations and agencies. From 1990, UNICEF, UNESCO, UNDP, the World Bank, the Asian Development Bank and the APEC successively commissioned SIHRD to undertake over 10 research projects, such as "*Basic Education and National Development: China's Experience over 40 Years*", "*Case Study on Fund Using Efficiency of Primary Education in Rural Areas*", "*Research on Cost and Finance of Basic Education in Rural Areas in China*", "*Research on Education Financial Transfer Payment of Compulsory Education*" and so on. These initial research papers have played an important role in cooperating with international organizations in education and improving the macro management in Chinese education.

Coming into the new century, SIHRD has been further expanding its research areas in macro educational domain, and has put more resources in consultative research about the national important educational issues. In 2001, SIHRD completed many topical studies about the education development planning in the 10th five-year period, such as "*Research on Scale, Structure and Conditions of Higher Education Development During the 10th Five-year period*", "*Building an Intersection between Vocational and Technical Education and General Higher Education*" and so on. In 2002, SIHRD, as one of the main institutions,

participated in and completed the first national report on education and human resources development, that is, *“Stride from a Country of Tremendous Population to a Country of Profound Human Resources”*. In the recent three years, with guidelines of the strategies of “invigorating the country through science, technology and education” and “strengthening the nation with human capital”, SIHRD has completed a series of important research projects, such as *“Research on Aims and Objectives of National Educational Development During the 11th Five-year Period and in 2020”*, *“Research on Equilibrium development of Compulsory Education During Enhancing Quality Education”*, *“Research on Educational Development in New Socialist Countryside”*, *“Basic Construction of Educational Modernization in China”*. These research reports put forward the phased goal, the guaranteeing condition and policy suggestions about system innovation of education development and human resources exploitation in the future 15 years.

We passionately expect that these research achievements included in this book are inspiring and helpful to educational administration departments, educators and research professionals in further advancing education reform and development.

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第一篇

教育改革重大问题的研究

进入新世纪,伴随经济全球化与知识型社会的快速演进,我国教育发展和人力资源开发的国内外环境正发生一系列深刻的变化,对新时期教育发展带来新的要求和新的挑战。党中央推进社会主义新农村建设,农村教育发展面临新的需求,呼唤新的发展思路与战略;在全面推进素质教育进程中,如何加速推进义务教育均衡发展,已成为亟待破解的瓶颈问题;努力发挥教育发展和人力资源开发在促进就业中的独特作用,要求创新思路,按劳动力市场要求加速推动教育的改革与发展;按照国家现代化发展目标,规划和推进教育现代化发展,需要在把握现代化理论和实践的基础上,提出战略构想和行动框架;在社会主义市场经济体制下,正确认识和努力发挥教育市场在我国教育改革与发展中的积极作用,考量学界及政府的思维和行动。深入研究和推动解决这些教育改革与发展的若干重大问题,不仅是促进教育持续健康发展的迫切需要,也是落实科学发展观和全面建设小康社会的重要任务。

中国教育发展的宏观环境分析^{*}

伴随经济全球化发展,国家及地区间的合作与竞争不断呈现出新的变化。面对国内外发展环境,我国已围绕实现现代化建设的第三步发展目标,描绘出了全面建设小康社会的宏伟蓝图,确立了“科教兴国”和“人才强国”的国家发展战略,以积极应对日益发展、变化的国内外环境,加速提升国家综合实力和国际竞争力,在努力推进城市化、工业化和落实“科学发展观”的历史性进程中探索前行。这一宏观形势,对我国教育事业发展提出新的要求,带来了历史性的机遇与挑战。

一、风云激荡:我国和平发展面临新的国际环境

(一) 经济全球化加速演进中的国际竞争日益加剧

1. 国际产业转移与资金跨国流动正在呈现新的趋势

亚太地区正成为国际资金的投资热点,尤其是对中国、印度和泰国的外国直接投资继续增长。产业的跨国转移出现新的趋势,在制造业、技术资金跨区域流动的同时,服务业的跨国转移悄然兴起。而新一轮国际产业转移和资金技术跨国流动的新趋势,必将引发全球产业布局以及国际分工模式出现新的变化,围绕国家经济利益展

^{*} 本文是国家发展和改革委员会“十一五”规划重大研究课题《中国人力资源开发与教育发展战略》中的一部分,2004年完成。