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媒介与社会书系(第三辑)

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*Media Literacy and  
Inclusive Social Development*

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# 媒介素养教育与 包容性社会发展

张 开 张艳秋 臧海群 主编

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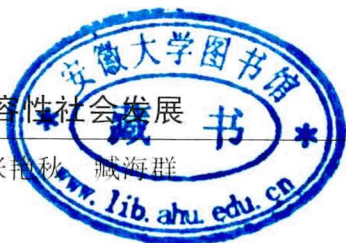
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## 前 言

2012年8月26日至28日,中国传媒大学和甘肃省广电局合作在兰州举办了“第三届媒介素养教育国际学术研讨会”,会议的中心议题是“媒介素养教育与包容性社会发展”,下设“媒介素养与包容性社会”、“媒介素养与学科建设”、“媒介素养与政府执政能力”和“媒介素养与媒体的社会责任”四个分论坛,期间还举办了联合国教科文组织的一个圆桌会议“信息素养与媒介素养”。本次大会吸引了来自加拿大、澳大利亚、俄罗斯、日本、韩国、新加坡、中国内地和香港地区的学者、教育工作者、政府官员和媒介从业人员近两百人参加,包括联合国文明联盟的项目官员、联合国教科文组织北京干事代表以及中国传媒大学副校长袁军、长江学者胡智锋、传播研究院院长雷跃捷、中国广播电视协会副秘书长王志勇、甘肃省人民政府副秘书长张正华、甘肃省委党校副校长王福生等也到会作了发言。这样高层次、大规模的媒介素养教育国际学术研讨会由专业高等院校与地方政府媒介管理职能部门联合主办,在西部地区乃至中国还是第一次。

新媒体的出现,使得普通民众在传播流程中的角色发生了颠覆性的变化。新媒体创造了一种全新的、似乎没有中心和强权的信息空间,几乎从根本上改变了个人在大众传播中作为“受众”的被动地位。任何人都可以在网络上制作他人能够阅读到的网页,或者通过微信、微博、博客、电子邮件、新闻组、网上论坛、电子公告栏等方式向他人传播信息。因此,以往在信息传播中的“被动接收者”(受众)变为传播资源的拥有者。更为突出的是新媒体的双向及多向交互式传播,使得传统的受众在接收信息的同时,还可以参与信息的生产、加工和发布流程,成为信息的传播主体。这种突出的社会变化摆在了媒介管理部门的面前,呼唤媒介社会管理的创新。

人们普遍认为,目前政府管理存在的问题主要表现在三个方面:一是政府成为社会的管制者而非服务者;二是政府更多地表现为“生产型政府”而非“监管型政府”,对社会的管理变成对社会、企业、团体的控制和管制,而没有提供社会需要的公共产品和服务;三是政府关注硬件设施建设投入,而非人的精神文化等软件建设投入。这些现

阶段我国政府社会管理的误区,具体到广播电视公共文化服务领域,则面临着全新的挑战,而媒介素养教育的倡导,可谓媒介社会管理创新的一条有效路径,是一种有战略意义的探索。

首先,发挥政府对公众媒介素养教育的倡导作用,是政府部门公共服务的要求。改革开放以来,政府(职能部门)在经济调节中起到了重要的作用,但在公共服务中的角色则有待进一步完善。建立服务型政府是巩固社会主义政权的内在要求。我国是社会主义国家,“一切权力属于人民”,人民是国家的主人,是国家权力的源泉。这就决定了维护和实现人民的利益、为人民服务是政府最根本的职能。

其次,发挥政府对公众媒介素养教育的倡导作用,也是政府职能转变的要求。随着社会转型和发展,政府管理社会的方法逐步从行政管理向公共管理转变,公共事务的管理主体日趋多元化,手段趋于多样化,正在形成以政府为中心,多元、开放的公共管理体系,对公共事务的管理越来越依靠社会自身的力量。政府依然是管理核心,但不是唯一的管理主体,由政府、非政府公共组织和公众所组成的管理体系,共同管理社会事务,满足社会需求,推动社会进步。

再次,发挥政府对公众媒介素养教育的倡导作用,也是加强政府社会建设能力的要求。十六届四中全会以来,我党提出“政治建设”、“经济建设”、“文化建设”之后的“社会建设”,这是构建和谐社会不可或缺的主导力量,而推进公众媒介素养教育正是信息时代重要的社会建设工程之一。

最后,也是最重要的,发挥政府对公众媒介素养教育的倡导作用,也是包括广播影视在内的中华文明大发展、大繁荣的需要,是中华文明走向世界的需要。这既是一项长期而艰巨的战略任务,也是一项十分紧迫的任务,必须大力弘扬求真、务实的精神,倡导公民的媒介素养教育,推动全社会普及和推广媒介素养教育,进而提升公民的整体素质,最大限度地发挥文化自觉,传播中华文明。

2004年中国首届媒介素养教育国际学术研讨会在中国传媒大学举办以来,至今已经成功举办了三届,成为中国大陆媒介素养教育的一个国际学术品牌。会议发起人张开教授,作为国家广电总局课题《政府(职能部门)在公众媒介素养教育中的作用研究》的指导教授和重要核心力量,她曾多次到西北讲学,不仅面向媒介行业人员,也应邀到甘肃行政学院为基层干部普及媒介素养知识。在她看来,在中国媒介素养教育史上,这次国际学术研讨会既是中国高校与地方政府职能部门的首次携手,也是东部经济发达地区与西部经济欠发达地区的首次携手,目的是以“媒介素养教育运动”为推手,共同促进我国政治、经济、社会、文化建设的全方位“包容性发展”。

会议结束之后,我们收到了联合国全球媒介素养项目官员 Jordi 发来的热情洋溢的电子邮件,他说:“祝贺主办方会议举办得如此成功!荣幸的是我也成为这个项目中的一员。我发现了许多活跃和资源丰富的媒介素养教育的中国学者,必须承认,这是一个非常欣喜的发现。我想中国的媒介素养教育也应该被世界所了解,我非常乐意把会议的成果向世界各地推广。所以一旦会议论文集出版,请一定告知我,我们将一起研究如何翻译成英文向世界各地传播的问题。”

臧海群

〔兰州大学新闻与传播学院教授、国家广电总局 2010 年课题《政府(职能部门)在公众媒介素养教育中的作用研究》项目负责人〕

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# 第一编 专家论坛



# E-governance and Social Inclusion in China

Zhang Kai, Jiang Xueqing

## INTRODUCTION

The Chinese government has been paying great attention to informatization development in the past two decades and to the development of China's economy, society, politics and culture by the application of IT, particularly in the area of government's reform. Early in 1992, the general office of the State Council set out implementation plans to develop the office automation system for national administration. The State Council required governments at all levels to build an office automation system in support of administrative decision making in public services. In 1993, China initiated the three Golden Projects<sup>①</sup> to build a sophisticated information network throughout the country. Based on this information network, the State Council of China launched "Government Online Projects" in January 1999 to promote the applications of Internet-based technology at all levels of government. As some noted, "China's e-government stepped into the period of development" (Yang Binzhi, 2002).

The year of 2002 was regarded as the "year of e-government" in China, for since then Chinese e-government has been experiencing rapid growth. At the end of 2003, UN E-government Rankings showed that China ranked 74th among all 191 countries, above average in e-government development worldwide.

In 2006, Chinese government mapped out "The State Informatization Development Strategy (2006—2020)". In 2008, China had 32 provincial government websites,

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<sup>①</sup> The Golden Projects are several e-government projects carried by the Government of the People's Republic of China.

74 ministerial websites and 333 municipal government websites. According to data from “Analysis and Forecast of China Informatization 2010”, China already had 49730 gov. cn sites by the end of 2009, which is about 153 times as much as that in 1997. Provincial government websites reached 100%, 99% for ministerial websites, and 99% for local municipal government by 2009.

China has experienced more than thirty years of market-oriented reform from 1978 to 2010. In 2008, the 17th Chinese Communist Party National Conference declared that China would push forward administrative reform to set up a service-oriented government in the next step, and e-government should be one of the most important measures. Now the Chinese government information system covers different areas like education, tax, customs, agriculture, banking, public security, and other areas related to people's livelihood. It functions as a good support system for the government to play an effective role in economic adjustment, market supervision, social management, and public services.

Our focus in this chapter is not only about the use of computers and networks by Chinese government at different levels, but also on the links between e-governance and social inclusion. We will make a case study of three gov. cn sites, one in Beijing (the capital city), one in Jiangsu Province (East China, a rather rich area) and one in Gansu Province (Northwest China, a poorer area). By studying the three government websites, we try to discover the progress made by Chinese e-government in different areas and different levels in improving the effectiveness, efficiency, service delivery and in promoting democracy. Besides, we will present what we found about what e-governance has done to Chinese social inclusion, and the relationship between e-governance and social inclusion in the Chinese context. The chapter is structured in the following way. Section 1 is an introduction. Section 2 provides a brief literature review and country profile. Section 3 identifies e-government website performance and presents the data collection, content analysis and outcomes of the study. This section utilizes a combination of qualitative and quantitative methods to catalogue and categorize the contents of our three target websites. Section 4 offers the concluding remarks.

## **E-GOVERNANCE IN CHINA: PRACTICE, CHARACTERISTICS AND PROBLEMS**

### **China E-government Framework**

“2006—2020 National Informatization Strategy”, issued jointly by China Office of the Communist Party of China(CPC)Central Committee and China State Council, contains “The National E-government Framework”. The framework was outlined by China National Information Advisory Committee as a guide for the national e-government development. The objectives of constructing this framework by 2010 are; have a nationwide network of integrated e-government; complete the infrastructure of the directory system, exchange system and information security system; ensure convenient access to government information and services; form a legal and standardization system to meet the needs of social development; further improve the management system to ensure 50% of administrative affairs to be achieved online processing; develop a public awareness of e-government and increase the public satisfaction; reduce administrative costs and improve the capacity of regulation and quality of the services.

The National E-government Framework is composed of system of services and implementation, government information resources, basic information infrastructure, laws and regulations, and system of management. Among the five aspects, providing services is the objectives; implementation is the key point; exploration and usage of information is the main line; basic infrastructure is the pillar; and both laws and regulations and the system of management are the guarantee.

According to the Framework concept, China e-government strives for providing better service to its clients, including citizens, institutions and government agencies. With the help of ICT, it intends to let its service go directly to communities, towns and all the people to satisfy their different needs. The ability of collecting and updating information resources and keeping it open and shared by the public is the lifeline of e-government, and also the key to the successful implementation of e-government, the framework says.

Generally speaking, the Chinese Government Information Infrastructure is a comprehensive network of “Three Networks and One Database,” comprising internal networks, special networks, and external networks, and a database system, which connects all government agencies and ensures that citizens enjoy the full benefits of e-government. But when we talk about the basic infrastructure of Chinese e-government framework, it refers to more than a national network. It also includes standardized information catalog system, information exchange system, and information security infrastructure. In order to have a good and coherent development of e-government, in order to keep e-government energetic, healthy and efficient, further strengthening and improving of the management is highlighted in the Framework. In other words, proper and modernized management is the guarantee of an open, effective, citizen-oriented e-government.

### **A Content Analysis of China Local Government Websites**

E-government—once a bold experiment and now an important tool for public sector transformation—has progressed to the point where it is now a force for effective governance and citizen participation, both at national and local levels.

With the rapid development and wide application of information technology (IT), China is promoting e-government and facilitating business, to improve government’s capability, efficiency and services, and form its own patterns, practices and experiences. Local government websites in China are providing a rich field to study the implementation of e-government implementation. They are both a tool of public policy and a policy output in their own right. By visiting and analyzing three government websites (Beijing Digital Dongcheng web, web of Yangzhou City of Jiangsu Province, and the web of Lanzhou City of Gansu Province), we intend to outline the “face” of local government projected by websites, summarize the characteristics of China’s government websites, and some inter-related effects between web content and the improvement of government transformation, government effectiveness and informatization. Through the detailed case study, we will present our findings about China’s e-governance’s strategy, functions, roles in social inclusion, and existing problems.

As mentioned above, we choose three local government websites as our research targets: Beijing Dongcheng gov. cn, Jiangsu Yangzhou gov. cn and Gansu Lanzhou gov. cn. Why do we choose these three? First of all, they are all municipal government websites; secondly, they are located in different areas of China, which might help us to find if the different situation of economic development have any impact on e-governance in China; thirdly, the three websites can, to some extent, represent a general situation of China's e-governance as a whole, from east to west, from comparatively poor area to rich area and from center to edge.

### **Digital Dongcheng**

Dongcheng District is one of the districts of Beijing, the capital of China, and is located at the central part of Beijing. Our research group kept on visiting this website for two weeks from Nov. 29 to Dec. 12, 2010. This web is named "Digital Dongcheng". What attracts our attention most are as follows: (1) the rich and diversified content; (2) the way of presenting is vivid and attractive; (3) the design of web page is offering an array of services to the citizens.

By studying the web page carefully, we've found that the information and services presented on the web are in 6 groups. These are "News Services", "Administrative information and policy", "Public Services", "Online Services", "E-commerce" and "Overview". The multiple media technology is well used on this web. Web users can not only have access to verbal information, but also to audio and video clips. What is most impressive is that the website even uses cartoon films to offer a very clear direction of how to benefit from those services on the web. Quite clearly, with an attempt to make things easier and convenient for citizen using it, webpage design is service-oriented.

### **Yangzhou, China**

Yang zhou is a city, located in Jiangsu Province, east of China. East China is a comparatively rich and well developed area in China. Our research group followed its web for two weeks from Dec. 6, 2010 to Dec. 19, 2010. Yang zhou gov. cn has got more information and more items than that of Digital Dongcheng. The information and services are structured into 9 groups (see Table 3), including "Overview", "News Services", "Government Information", "Interaction between Government and Citizens", "Services for Citizens", "Industry and Investment", "Online Services", "Travel-



ling and Culture”, and “Supervision and Prosecution”. By studying each group, we found that each group contains thorough and detailed information or easy-to-get services. The deepest impression is the open approaches taken by the government in their governance and the good performance of the interactions between government and citizens. The characteristics of this web that catch the eye are: (1) large quantity of information and knowledge; (2) openness and transparency; (3) varied and needs-based the services provided to the citizens, including introduction of government departments and leaders, government notice and announcements, laws and regulations, office affairs inquiries, industry information, forms to be downloaded, online payment services, community services, links to other websites and so on. The website also claims that it represents the “openness and transparency principle” of the government.

One of the most remarkable parts of the Yangzhou gov. cn is the Mayor’s Message. Since the time of its introduction in 2003, the Mayor’s Message column has proven to be a big success, because Mayor’s Message functions as a channel for citizens to get their voices heard by the government and the public, a platform for government to collect opinions, demands and good suggestions from people of all walks of life. It works as a bridge to connect the government and the society.

### **Lanzhou, China**

Lan zhou is the capital city of Gansu Province, located in northwest China. Gansu is a relatively backward and poor province in China. Generally speaking, the development of e-government in Gansu province lags behind a little, compared to the whole situation in China. A notice issued in early 2010 by Gansu provincial government said Gansu should mount great effort to upgrade e-governance province-wide in the last year of the 11th five-year plan, so as to realize the goal of offering better services to the society. The city municipal government also made a schedule for the implementation of its e-governance strategy. The schedule contains main tasks, future goals, detailed plans, and time lines etc.

During the three weeks (from Dec. 6 to Dec. 27, 2010) when our research group followed the Lan zhou gov. cn, we found that the website content and format kept changing, and it is still under construction. The information and services are divided into seven groups: About Lan zhou, News Center, Government Affairs, Administrative Hall, Interaction between government and citizens, Supervision and Prosecution,