



中国高教改革（1992—2010）背景下的 创业型大学谱系学研究

*Higher Education Policy in China 1992–2010:
A Genealogical Analysis of the Enterprise University*

高 军 著



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KEY WORDS

Globalisation, enterprise university, higher education in China, genealogy, governmentality, policy analysis, subjectivity, space

ABSTRACT

In the context of globalisation and knowledge economy, universities worldwide are undertaking profound restructuring. Following these pressures for reform, the entity of the “enterprise university” has emerged internationally. Characteristics of this new form of educational institution can be summarised as deploying corporate styles of governance and management in order to enhance economic competitiveness and academic prestige. The higher education sector in China is no different, as it has undergone extensive reforms particularly since the “socialist market economy” was introduced in 1992. Hence, this study aims to investigate the emergence of the enterprise university in a Chinese context. The research question is: How have discourses of globalisation manifested and constituted new forms of social and educational governance within China’s higher education sector during the period from 1992 to 2010?

Following this research question, the study uses a genealogical methodology to conduct a critical analysis of reforms in China’s higher education (1992–2010). At a national level, China’s higher education policy is examined using the analytical framework of governmentality. This discloses the underlying rationalities and technologies of Chinese political authorities as they seek to refashion higher education policy and practice. At a local level, a case study of a particular university in China is conducted in order to facilitate understanding of reform at the national level. The aim is to uncover the kinds of educational subjects and spaces that have been constituted in the university’s efforts to reconfigure itself within the context of national higher education reform.

The study found that the concept of the enterprise university in China has features shared by the one that has emerged internationally. However, the analysis showed that the emergence of the enterprise university in China has specific social, economic, political, and cultural environments which impact on local educational practices. The study is significant because it is one of the few examples where the framework of governmentality—a research approach or perspective employed largely to examine Western society—is applied in a Chinese context, which is a non-Western and non-liberal democratic site.

LIST OF ABBREVIATIONS AND TRANSLATIONS OF CHINESE CONCEPTS

<i>1985 Decision</i>	<i>Decision on the Reform of China's Educational Structure</i>
<i>1993 Outline</i>	<i>Outline of China's Education Reform and Development</i>
<i>1994 State Council's View</i>	<i>State Council's View on the Implementation of "Decision on the Reform of China's Educational Structure"</i>
<i>2003—2007 Action Plan</i>	<i>2003—2007 Action Plan for Invigorating Education</i>
<i>21st Century Programme</i>	<i>Programme of Educational Revitalisation for the Twenty-first Century</i>
CCP	Chinese Communist Party
<i>Eleventh 5-Year Plan</i>	<i>Outline of the Eleventh 5-Year Plan for the Development of Nation-wide Education Cause</i>
<i>gaokao</i>	national university entrance examination system
GDP	Gross Domestic Product
<i>Higher Education Law</i>	<i>Higher Education Law of the People's Republic of China</i>
IT	information technology
<i>Medium and Long-term Outline</i>	<i>Outline of State Plans for Medium and Long-term Reform and Development of Education (2010—2020)</i>
MoE	Ministry of Education
<i>Ninth 5-Year Plan</i>	<i>Ninth 5-Year Plan for the Nation-wide Education Cause and Development Programme for the Year of 2010</i>
NPC	National People's Congress
OECD	Organisation for Economic Cooperation and Development
PRC	People's Republic of China
<i>rencai</i>	specialised and talented human resources

Tenth 5-Year Plan

Tenth 5-Year Plan for the Nation-wide Educational Cause
moderately prosperous

xiaokang

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CHAPTER ONE

INTRODUCTION

1.1 Background

The higher education sector in China has experienced rapid development particularly since 1992. In 2010, the gross enrolment rate of higher education reached 26.5% of the 18–22 age group, with 30 million students enrolled in approximately 3,000 higher education institutions (Yang, 2011). These numbers indicate that China's higher education sector has entered a phase of significant expansion, and that China has the largest number of enrolments internationally. Nevertheless, compared with developed countries, the gross enrolment rate of higher education in China is lower than other nation states. For example, in 2010, the gross enrolment rate was 82% in America and 80% in Japan (Yang, 2011). Moreover, there are other problems in the higher education sector of China. For instance, in terms of quantity, the proportion of China's fiscal expenditure on education to Gross Domestic Product (GDP) is also low, at 3.59% in 2009 (Liang and Zhang, 2010). In terms of quality, Qian Xuesen, named as the “father [sic] of China's own atomic bomb, hydrogen bomb, and artificial satellite”, raised the question: “Why can't universities in contemporary China produce outstanding talents?” (Yang, 2011, p. 51).

These problems constitute the present situation of China's higher education. A wide range of existing literature examines specific dimensions of this situation. For example, an imbalance exists between the public and private higher education sectors, between the provision of education in urban and rural areas, as well as between that in southeast China and central-west China (Feng, 2005; He and Mi, 2007; Ma, 2007; Y. Y. Zhang, 2006). Furthermore, higher education institutions funded by non-governmental bodies have a lower status than those funded by the government (Li and Morgan, 2011; Y. Liu, 2008; Zha, 2006). China's higher education sector is held accountable through mechanisms of quality control and performance while also having autonomy under government policies of devolution and decentralisation (Vidovich, Yang, and Currie, 2007; Wang, 2010; Yang,

Vidovich, and Currie, 2007). A radical merger of higher education institutions took place during the 1990s with the aim of improving institutional quality and competitiveness (Chen, 2002). The policy strategy of expanding China's higher education sector was implemented in response to demographic change at the end of the twentieth century and the beginning of the twenty-first century (Brandenburg and Zhu, 2007; Ngok, 2008). The "985 Project" initiative was launched in order to develop "world-class" universities (Ho, 2006; Ngok, 2008; Ngok and Guo, 2008). Due to a lack of public funding, there was a shift from complete dependence on state funding to diversified funding channels such as charging tuition fees, using bank loans and the sale of academic services (Wang, 2001; Yang, Yuan, and Chen, 2010; Zhao, 1998). The notion of a learning society was proposed in order to improve the quality of human resources in China (Pu, 2006; Yang, 2007a). During the process of expanding China's higher education sector, measures have been taken to improve equal access to higher education (Wang, 2011; Yu and Ertl, 2010).

The scope of these studies, however, remains limited as they focus on specific aspects of China's higher education. There are studies that cover a broader picture of higher education reform in China, but the time period of Li's (2004) study is limited from 1998 to 2003. The work of Hayhoe (1996) is more historical. Tsang's (2000) study of the changing policies of higher education in China focuses on the period from 1949 to 1999. Wang and Liu (2009) and Lou, Jiang, and Liu (2006) sketch China's higher education reform since 1978 rather than focusing on policy analysis. Hence, the present study aims to investigate the reform in China's higher education sector since 1992 when the government of China introduced a socialist market economy. The purpose is to examine the complex and ever-changing historical process of higher education reform in China that has shaped the higher education sector today.

Significantly, the period of the study—1992 to 2010—and the reform of China's higher education system have been influenced by forces of globalisation. It is within the broader context of globalisation and university transformation that Marginson and Considine (2000) identify the emergence of the "enterprise university" (p. 5). Based on the literature on global trends in university restructuring, the enterprise university can be summarised as follows: having emerged within the context of globalisation and cutbacks in state funding, deploying corporate styles of governance and management with intentions to enhance economic competitiveness and academic prestige (Chan and Lo, 2008; Clark, 1998; Clark, 2007; Etzkowitz, 2002, 2008; Hawkins, 2008; Larner and Le Heron, 2005; Marginson, 2010; Marginson and Considine, 2000; Mok, 2006, 2008; Olssen, 2002; Slaughter and Leslie, 1997).

In light of the volume of studies on the impact of globalisation on Western universities—the United States of America (Etzkowitz, 2002; Hawkins, 2008; Slaughter and Leslie, 1997), European countries (Clark, 1998; Clark, 2007), Australia (Marginson, 2010; Marginson and Considine, 2000), and New Zealand (Larner and Le

Heron, 2005; Olssen, 2002)—this study addresses a gap in research on the ways in which discourses of globalisation have influenced universities in China. The rationale for stating this problem is that the impact of globalisation on higher education policies varies across nation-states in terms of their particular economic, political and cultural contexts. To recapitulate, my study aims to investigate the present situation of Chinese universities within the broad context of globalisation through an analysis of reforms introduced to higher education policy during the period from 1992 to 2010.

Furthermore, the existing literature conceptualises the phenomenon of university restructuring as a site for governmentality studies (Dean, 2007; Gillies, 2008; Larner and Le Heron, 2005; Marginson, 2010; Marginson and Considine, 2000; Olssen, 2002, 2006; Olssen, Codd, and O'Neil, 2004; Peters, Besley, Olssen, Maurer, and Weber, 2009; Sidhu, 2004; Simons and Masschelein, 2006). Such studies offer a critical framework for examining how university reforms are framed within political deliberations, programmes and practices. In particular, they focus on examining the discursive and instrumental practices that have contributed to how university reforms have emerged as a problem to be addressed by the government, as well as on the effects of this political thinking and acting for those who are subject to the reforms. Nonetheless, these studies are set in Western societies. In contrast, a limited number of studies have applied the conceptual framework of governmentality to non-Western societies: South Africa (Tikly, 2003), Ukraine (Fimyar, 2008), and China (Hoffman, 2006; Jeffreys and Sigley, 2009; Kipnis, 2008; Sigley, 2006). The present study employs the conceptual framework of governmentality to examine higher education policy in China. In this regard, it is significant because it contributes to the existing literature by applying governmentality studies to a non-Western context.

1.2 Research question and aims

In view of the research problem identified in the previous section, the principal research question for this study is: How have discourses of globalisation manifested and constituted new forms of social and educational governance in China's higher education sector during the period from 1992 to 2010? Centred on this research question, the specific aims of the study are as follows:

Aim 1: To examine global trends of restructuring in the higher education sector, which contribute to the emergence of the enterprise university and comprise a theme for analysis of contemporary Chinese universities at a national level.

Aim 2: To analyse national policies of higher education in China from 1992 to 2010 in order to identify the government's response to national needs and global pressures on the higher education sector.

Aim 3: To summarise the characteristics of contemporary Chinese universities based