

教育发展

JIAOYU FAZHAN JIZHILUN


机制论

黄林芳 著

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JIAOYU FAZHAN JIZHILUN

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前 言

随着人类社会进入到知识经济时代,教育在社会经济发展与文明进步中所发挥的作用日益凸显出来,教育发展的状况直接决定了教育在社会发展中的“贡献率”。无论是经济发展与社会进步所蕴含的对教育发展的内在要求,还是教育本身改革与发展的自我完善的要求,都使得对教育发展机制问题的研究与探讨成为必然。本书从系统论的角度出发,在综合描述国内外学者在教育发展各项内容上的研究成果的基础上,运用调查研究、统计分析和比较研究的方法,通过数据关联分析、现象结构与过程分析,形成了新的理论概括,明确了以教育投入为基础、以教育结构为杠杆、以教育规模为边界、以教育质量为保障、以教育效益为目标的协调和优化教育发展机制的新理念。

本书首先对教育发展的理念与机制进行了理论阐述。在综合分析了近代已形成的发展基本理论的基础上,提出了“四个必须”的内涵式发展理念,即发展必须立足于全球高度、必须是经济与社会的协调发展、必须以人为中心、必须具有可持续性。以此为基础,在审视传统与现代教育发展理念形成的脉络之后,明确指出 21 世纪最为核心的教育理念是可持续发

展的教育观,它的本质是强调发展的持续性、整体性和协调性;它的核心是人与社会的和谐发展以及人的全面发展的统一;它的内涵包括以人为本的主体性教育理念、人与社会协调发展的教育理念、人与人和谐发展的教育理念、人与社会以及人与人两大关系和谐发展的教育理念。但一种理念的确立又必须遵循规律的发展,并不是简单地创立新理念和摒弃旧理念,而是有一个继承与发展相统一、传统与现代相统一的过程,因而教育发展理念的关键问题是实现整合。由此也就形成了对运行机制的要求,教育发展机制的五大核心要素表现为投入、结构、规模、质量和效益,其中投入是动力、结构是协调、规模是资源、质量是核心和效益是目的。它们之间的关联和协调运作方式最终决定了教育发展机制的运行结果。

其次,本书就教育发展机制运行的外部环境进行了探讨。根据教育发展的历史进程,笔者认识到教育发展是政治发展、经济发展和社会发展的客观要求,政治、经济和社会的发展又是教育发展的先决条件,是推动和制约教育发展的主要外部力量。只是在不同的历史时期,教育发展所置身的外部环境不同,这三种作用力的强弱和方向也有所不同。从政治发展与教育发展的关系上看,一定社会的教育反映一定社会的政治要求,反过来又为政治服务,这是政治与教育关系的基本规律。任何社会的教育都体现着该社会的政治特征。政治与教育在相互作用的同时,它们各自的内涵也在不断丰富和发展。从经济发展与教育发展的关系上看,一方面经济发展的水平直接为教育的发展提供了动力,提升了经济对教育的支持能力,教育投入得到了加强。另一方面,经济的发展也直接产生

了对人才的大量需求,进而促进了教育的发展。但教育与经济发展的相关性也并非简单的线性关系,并不总是对经济发展起促进作用,对我国而言,应当积极培育和建立适应经济发展的教育体制。从政治发展与教育发展的关系上看,教育发展与社会发展是双向促进关系,一个社会的教育发展水平越高,教育对人类发展的影响就越大,反之社会发展越快,该社会的教育水平也就越高。不同类型的社会,教育功能的取向也有所不同,主体性教育是社会进步和发展的必然要求。

本书在理论分析的基础上,探讨了我国教育发展机制问题。针对我国教育发展机制的状况,笔者从我国教育体系结构和行政管理体制特点两方面,分析了我国教育体制的基本格局,并对我国教育发展机制的现状进行了描述。针对教育中比较突出的高等教育问题,笔者总结了计划经济条件下的我国高等教育运行模式和市场经济条件下我国高等教育运行模式,指出了我国高等教育发展在布局、结构、投入、调节和公平五大方面的缺陷及问题,并对高等教育在总体上的“资源短缺”环境及相应环境下的国民收入结构与财政支出结构、政府调控、公平与效率配置等进行了分析。由于绩效评估是关系到教育发展水平和运作效率的核心制度安排,因而我国高等教育的评估机制也成为笔者关注的重要问题。在对我国教育评估机制进行了简要分析的基础上,本书指出了现行评估制度的不规范、评估指标和评估方法的不科学以及评估环境的不成熟,提出高等教育发展必须建立有效的导向机制、有力的制约机制、科学的评估机制和广泛的社会参与机制。只有通过评估机制对教育发展中的投入、规模、结构、质量、效益做出

准确评价与监控,推动教育资源的合理配置和正常流动,教育发展才能凸显活力。

为了更深入地理解和探讨教育发展机制问题,本书对教育发展机制进行了中外对比的实证分析。主要从教育发展机制主要的要素环节,即国家政策主导机制、教育发展投入机制、教育资源配置机制、教育发展规模结构和教育发展质量效益五个方面进行分析。通过比较分析,本书总结了发达国家教育发展的经验,认为强有力的政策支持是教育发展的最大支持,教育投入的充分是教育发展的前提条件,运行机制的科学有效是提高教育质量与教育效益的最好保证。与其他支撑教育发展相比,在体制确定的情况下,国家政策起着统领全局、弥补市场失灵、促进教育公平的主要作用。同时提高教育质量不仅与政府的全力支持和社会各界的教育投入密切相关,而且牵动涉及课程体系、教学过程、师资队伍等方面的教育资源配置机制。促进教育发展,只有通过建立行之有效的教育制度,才能从整体上解决存在的问题。同时从发达国家教育发展的经验上看,良好的教育发展机制往往源于强大的社会文化、政治力量的支持。它更能激发高校内部的办学积极性和创造性,给高校注入强大的生命力和活力。

在对教育发展理念与教育发展机制进行系统梳理、比较分析和综合研究之后,本书提出了建设适合我国国情的教育发展机制。这一建构从判断高等教育发展的国际趋势入手,提出了国家教育发展战略,包括教育优先发展战略、教育资源优化配置战略、教育发展的区位战略,明确了各项战略的核心思想和主要内容。设计了教育发展机制的建设框架,其中包

括确立教育机构的主体地位、确立教育市场的公平竞争、确立教育市场的等价交换、确立教育效率最优、确立教育市场供需均衡等五项机制。从建设途径上看,要逐步完善监督—服务式教育机制,既要给学校办学自主权、又要有统一的办学指导思想,既要承认教育的主体性,又要有利于创新系统参与者的相互作用并彼此产生影响。从教育发展资源的整合上看,明确了政府在教育领域中所应当承担的主要作用和任务,制定教育发展政策,创建制度环境,提供教育资源。从提升教育生产力水平上看,在明确了教育生产力的理解标准和度量尺度的前提下,提出了实施分权化管理的机制及提升教育业绩的建设思路。

Abstract

With the entrance of the human society to the era of scientific economy, education has been playing a very important role in economic development and civilization of the society. The process of educational development directly manifests its "contribution" to the development of the society. It becomes a must to study this mechanism of educational development not only because the economic development and progress of the society originate such intrinsic demand but also because educational reform generates the demand of self-fulfillment. This dissertation formulates a new theoretical summarization stemmed from systematical perspective, having surveyed various literatures on educational development both at home and abroad, adopted many approaches such as questionnaires, statistical and comparative analysis. It establishes new concept of harmonized and optimized mechanism of educational development based on educational input. It relies on educational structure as a leverage, educational scale as a boundary, educational quality as a guarantee and educa-

tional efficiency as an objective.

First of all, the dissertation starts with theoretical briefings of the concept and mechanism of educational development. It puts forward the concept of intrinsic development of "four musts" after comprehensive analysis of basic theory of development formulated in present time. The "four musts" goes as follows: the development must base on the international high level; it must harmonize both economic and social progress; it must focus on individual and must be sustainable by itself. The dissertation explicitly indicates that sustainable development of education is the hardcore of educational concept in 21st century after comparison of classical and contemporary concept of educational development. The essence of this concept lays stress on sustainability, integrity and harmonized nature of the development. The core of the concept is a coherence of full development between individual and society as a whole. The connotation includes the educational concept that individual is the main body and should be live in harmony with social development, and with other individual, that is, the two harmonized relationships between individual and society, and other individual. However, the formation of concept should follow the rule of development, since it is not simply a creation of the new and a discard of the old. It is a process of unification between heritage and development as well as the classical and the modern. There-

fore, the key to this educational development is how to conform the reality. All this generates the demand for process mechanism. Five fundamental factors of this mechanism are input, structure, scale, quality and efficiency. The input is a driving force, the structure is to coordinate, the scale is a kind of source, the quality is its core, and the efficiency is its objective. The coordination and harmony among these factors will determine the final outcome of the mechanism of educational development.

Secondly, the dissertation dwells on the external environment of the mechanism of educational development. In line with the historical process of educational development, the author realizes that educational development is an objective demand from political, economical and social evolution. They constitute preconditions for educational development as well as the external force that drive and restrain the educational development. These three driving forces vary in tempo during different historical phases and various external environments of educational development. A certain social education reflects a given political demand of the society from the perspective between political evolution and educational development, which in return will serves for the politics. This is the basic relationship between the politics and education. Any social education does indicate the special political characteristics of its society. Their respective content

will be enriched and developed in the reciprocal process. From the perspective of relation between economic and educational development, the economic growth not only has a direct impact on education by providing powerful inputs but also gives rise to large demand for educated personnel, which will give an impetus to the education. However, they are not simply a linear correlation. The education does not always exert a favorable impact on education. The educational system should be established in China to adapt to economic development. From the correlation between political and educational development, the positive relationship can be identified. The higher the educational level of the society, the greater impact on the human development, the faster the social progress will be, and vice versa. The function of education has a different trend with various types of society. The main education is a necessity of social progress and development.

The dissertation discusses the problems concerning the mechanism of educational development in China based on theoretical analysis. The author describes the status quo of the mechanism of educational development in China from two features, that is, systematic structure and administrative system after analysis of the pattern of China's educational system. The applicable models have been summarized and established concerning China's high education both under

the planned economy and market oriented one to the problems originated from high education. The models point out five pitfalls and problems in China's high education, that is, layout, structure, inputs, adjustment and fairness. The analysis has been done on the structure among national income, fiscal expenditure, and governmental adjustment, as well as on the fairness and allocation of efficiency under the circumstance of overall "resource shortage" in high education. The attention has been paid to the valuation mechanism of China's high education since the valuation of performance has effect on the arrangement of core-system relevant to the level of educational development and efficiency of application. The author indicates the present system, which is lacking of standardized valuation, with unscientific indices and approach of valuation, and immaturity of valuation environment based on the brief analysis of educational valuation mechanism in China. Therefore, the mechanisms should be set up concerning effective orientation, powerful conditionality, scientific valuation, and widely social participation in high educational development. Only after the accurate valuation and surveillance have been done through valuation mechanism towards input, scale, structure, quality and efficiency can the educational mechanism be more viable and flow and allocation of educational resources be normalized.

In order to have a profound understanding of the mech-

anism of educational development, the empirical study has been done on comparison of the mechanism of educational development at home and abroad. This analysis has been carried out in five main categories relative to mechanism of educational development, i. e., the mechanism of state's leading policy, the mechanism of input, the mechanism of resource allocation, the mechanism of scale structure, the mechanism of quality and efficiency concerning educational development. After the comparison, the experiences have been drawn of the advanced countries. It is acknowledged that powerful policy support is the utmost backing for educational development. The adequate educational input is a prerequisite for educational development. The scientific and effective mechanism of performance is the best guarantee to improve the quality and efficiency of education. In comparison with other measures of support, the state's policy plays a dominant role to avoid market failure and to promote educational fairness under the given system. In the meantime, the upgrade of educational quality depends not only on full support from the government and educational input from various circles of the society, but also on allocation of educational resources concerning the course design system and the qualified teachers to implement. Only through the establishment of effective educational system can the existing problems be solved totally. Based on the experiences of advanced

countries relative to educational development, a good mechanism of educational development is deeply rooted in powerful support from culture and politics of the society. It will arouse the enthusiasm and initiative of those high educational institutes and in the meantime inject vitality into their lives.

After systematic comparison and comprehensive analysis of concept and mechanism of the educational development, the dissertation suggests the mechanism of educational development appropriate to China. It starts from the judgment of international trend relative to high educational development. The national strategies for educational development is thus put forward, which includes the priority for educational development, optimal allocation of educational resources, regional development strategy and so on. The core ideas and main contents of these strategies are clearly specified in the dissertation. The framework is designed for the mechanism of educational development. It includes five mechanisms, i. e. , the establishment of main position for those educational institutions, and educational markets for fair competition, the exchange principles based on equal value, the high efficiency, and the equilibrium between supply and demand in educational markets. It should gradually improve the mechanism of surveillance versus services, by giving the schools autonomy to run the schools, by unifying the guidance to run the schools. It not only grants the autonomy

of education, but also benefits creativity of the system and reciprocity of the participants, which will offer mutual effects. It identifies the main functions and commitment of the governments in education by resource reallocation of educational development. It formulates the policies for educational development, creates systematic environment, and provides educational resources. Finally, it gives constructive ideas to implement the mechanism of power—sharing management in order to better the educational achievement under the premise of clear specification of standard and measurement of educational productivity.

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