



# 教育蓝皮书<sup>®</sup>

LUE BOOK OF EDUCATION

21世纪教育研究院 / 编

## 中国教育发展报告 (2013)

ANNUAL REPORT ON CHINA'S EDUCATION (2013)

主 编 / 杨东平

副主编 / 黄胜利



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## 摘要

2012年是中国经济社会稳定发展、教育改革逐渐深入的一年。贯彻落实《国家中长期教育改革和发展规划纲要（2010~2020年）》（简称《教育规划纲要》）进入第二年，一些公众关注的热点、难点问题得到明显改善，地方政府和学校自下而上的教育改革日趋活跃。年末，党的十八大进一步明确了教育发展的方向，宣示了举办“人民满意的教育”、改善教育民生、深化改革，实现“中国梦”的理想。

国务院会同教育部等部门制定了多项政策，鼓励地方进一步促进义务教育均衡发展。这一政策执行以来已经取得了一定成就。但是，区域之间、区域内部之间教育不均衡的现实依然存在，尤其是薄弱地区和农村地区的不均衡问题依然突出。近几年“小升初”的竞争在一些大城市呈现加剧的局面，甚至波及“幼升小”（从幼儿园升入小学）。与“小升初”挂钩的“奥数热”，屡经治理，但在一些大城市依然热度不减。

通过对教育资源的可及性和家庭资源拥有性两个维度的考察，农村留守儿童在教育资源的获得和家庭资源的获得上弱于城镇儿童等其他儿童群体，这些差别通过教育资源和家庭资源而延伸到儿童成长的各个方面。21世纪教育研究院通过在全国范围的调查，认为农村学校调整顺应学龄人口减少的变化，集中教育资源办学，农村学校条件得到一定程度的改善，但西部农村学生上学距离过远，农民家庭教育负担加重，导致出现新的辍学现象。

农村教师队伍建设凸显诸多亮点，进一步完善了宏观政策设计，但仍存在和面临着许多亟待解决的问题。特岗教师是当前补充农村教师队伍的最主要力量，在最基层的农村小学、教学点，特岗教师的补充依然面临多重困境。近些年我国农村学前教育发展迅速，但规范扩张和质量提升的压力依然存在。

针对农村教育问题，教育部出台政策，提出“底部攻坚”，重点解决好村





小、教学点的教师问题。各地政府和民间机构也从改善办学条件、提升教师素质和待遇、推进学校特色发展等方面入手，提高教育质量，振兴农村小规模学校。与此同时，台湾地区政府、地方及学校、民间等多元主体从学生背景条件的改善、学校硬件设施的优化和课程教学的改善、教师专业表现的提升等方面做出了积极的努力，对大陆发展农村教育、改变农村面貌有一定的启示和借鉴意义。

至2012年底，包括北京、上海、广东在内的全国27个省、自治区、直辖市均已出台异地高考改革方案，各地异地高考改革方案的出台，是实质性的高考改革的“破冰”之举。然而，彻底解决异地高考问题要与高考改革相结合，大力推进重点高校自主招生改革。

教育部发布了多项以提高质量为核心、激发高等学校活力的项目，在制度探索、人才培养模式和机制创新等方面取得了新进展。然而，高校发布的质量年度报告却与公众的预期相差甚远。随着考研人数的逐年增长，我国研究生教育处于发展的战略转型期，全面提高质量是这一阶段的核心任务。

伴随不可逆转的高等教育大众化趋势，高职院校面临生源下降等生存和发展的严重挑战。未来5~10年，高职教育要继续深化管理体系、学位体系、生均拨款、准入制度等方面的改革。我国民办教育发展整体数量稳中有升，注重内涵建设的需求加大。

《教育规划纲要》实施两年来，地方的教育制度创新进入活跃期。21世纪教育研究院举办的“第三届地方教育制度创新奖”评选，呈现了我国地方教育制度创新的若干新特点。未来教育制度创新要继续突破体制机制障碍，推动教育制度综合改革。课堂改革的10年中，山东、山西是最有代表性的两个省份，所属典型改革学校的课堂模式影响巨大。山东省自2009年底开始，由三方合力推动中小学家长委员会建设。这种模式对于推动中小学家长委员的建设具有可资借鉴的意义。

实现4%的投入目标，成为近年来各级政府年度工作的重中之重。2012年，4%备受全社会关注，“达标”已没有悬念，人们更为关注的是政府建立教育投入可持续增长的长效机制、公平有效的资源分配机制。调查显示多数公众积极评价近三年来教育公平改善的状况，但仍有两成多的公众对彻底治理“择校热”缺乏信心。



## Abstract

In 2012, China's economic and social development maintained steady, and education reforms were gradually pushed forward in depth. The year 2012 is the second year in implementing the "National Guidelines for Medium-and Long-term Educational Reform and Development". Significant progresses have been made in some hot and difficult fields attracting public concern and self-directed education reforms initiated by local governments and schools have been made become increasingly active. At the end of the year the 18th National Congress of the Communist Party of China (NCCPC) further clarified the developmental orientation of education and declared to work hard to run education to the satisfaction of the people, improve people's wellbeing in education, deepen education reform and realize the ideal of "Chinese Dream".

The State Council jointly with Ministry of Education (MOE) and other departments concerned has established a series of policies to encourage local governments to promote balanced development of compulsory education. And some achievements have been made. But the unbalance issue between regions and within the region still existed and was more obvious in poor and rural areas. In recent years the competition of the transition from primary school graduates to junior high schools in some large cities became heating up, even affected the entrance for the school-age children to primary schools. The Mathematical Olympiad training related to the transition of primary school graduates to junior high schools has been governed repeatedly, but the heat kept going strong in some large cities.

An investigation found that in terms of attainment of education resources and possess of family resources the migrant workers' children who stay at their hometown were weaker than other children, and the differences would extend to all aspects of children growth. A national survey conducted by the 21st Century Education Research Institute indicated that in rural areas conforming to decrease of school-age children education resources were centralized to run schools and school conditions have been improved to a certain extent. But meanwhile new phenomena of drop-out



appeared because of distant school distance and heavy family burden.

On construction of rural school teachers some bright spots were highlighted such as further improvement of policy design at the macrocosm level, but a lot of urgent issues existed all the same. Specially-set-post teachers are the most important power in supplementing rural school teachers. At village schools and teaching spots supplement of specially-set-post teachers faced multiple difficulties. In recent years preschool education in rural areas has developed rapidly while pressures of regulated expansion and quality improvement still existed.

To resolve rural education issues MOE formulated policies and brought out the plan of “surmount difficulties from the bottom” with focus on teachers at village schools and teaching spots. Local governments and non-government organizations tried to increase education quality and revitalize small-scale rural schools as well by improving school conditions, increasing teachers’ quality and salary, encouraging school development with specialties. Meanwhile measures such as improving living conditions, perfecting hardware facilities, making curricula teaching better, promoting professional development for teachers taken in Chinese Taipei by governments, non-government organizations and schools can be used for reference in mainland rural education.

Till the end of the year of 2012, 27 provinces around China including Beijing, Shanghai, Guangdong have issued policy to enable migrant workers’ children to take the college entrance exam in the city where their parents work and live. That is an ice-breaking activity in reforming the National College Entrance Exam (NCEE). However the settlement of the matter should be taken into account with the reform of NCEE and vigorous advancement of the reform of autonomous recruitment of new students in key universities.

MOE implemented a great many projects with quality improvement as the focus to stimulate vitality of higher education institutions. Some new progresses have been achieved in institution exploration, talent cultivation model and mechanism creativity. But annual reports on education quality issued by universities are far away from what the public expected. As the increase of the number of taking part in the entrance exams for postgraduate schools postgraduate education in China was entering the stage of strategic transition with improving quality overall as the core.

With the irreversible trend of mass higher education, higher vocational colleges

faced serious survival and development challenges such as decrease of the source of recruitment. In the near future 5 – 10 years higher vocational education will continue to deepen reforms in management system, system of degree institution, per student financial aid, admittance institution. The number of non-state/private education institutions steadily increased as a whole and quality improvement needs more concerning.

Educational institution creativity in local areas became more and more active in the two years of the implementing of “National Guidelines for Medium-and Long-term Educational Reform and Development”. The third session of “local educational institution creativity awards” initiated by the 21st Century Education Research Institute saw new characters in local educational institution creativity. In the near future creativity of educational institution will continue to break through institution barriers and to push on comprehensive reform of educational institution. In the ten years of reform of school teaching Shandong and Shanxi provinces are representative and have great influence. In Shandong province the building of parent committee in schools jointly pushed on by three powers since the end of 2009 has important enlightenment.

Achieving 4% was the priority of governments at all levels in 2012. When 4% has been achieved more attentions have to be paid to continuous increase of government expenditure on education and equal and efficient resource allocation. According to the findings of surveys about the sensitivity of equality with education, most of the public actively appraise the improvement of educational equality in recent three years, but about 20% of the respondents are lack of confidence about thoroughly resolving the issue of school choice.

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