

国家教育发展研究中心 编著

2004 年

中国教育绿皮书

2004 Green Paper on Education in China

——中国教育政策年度分析报告

教育科学出版社

2004 年

中国教育绿皮书

——中国教育政策年度分析报告

国家教育发展研究中心 编著

2004 Green Paper on Education in China

Annual Report on Policies of China's Education

Edited by National Center for
Education Development Research

教育科学出版社

· 北 京 ·

Educational Science Publishing House, Beijing

责任编辑 郑豪杰
版式设计 尹明好
责任校对 贾静芳
责任印制 曲凤玲

图书在版编目 (CIP) 数据

2004 年中国教育绿皮书: 中国教育政策年度分析报告 /
国家教育发展研究中心编著. —北京: 教育科学出版社,
2004.12

ISBN 7-5041-3090-7

I. 2... II. 国... III. 教育政策—研究报告—中国
IV. G520

中国版本图书馆 CIP 数据核字 (2004) 第 111885 号

出版发行	教育科学出版社	市场部电话	010-62003339
社 址	北京·北三环中路 46 号	编辑部电话	010-62383705
邮 编	100088	网 址	http://www.esph.com.cn
传 真	010-62013803		
经 销	各地新华书店		
印 刷	保定市印刷厂		
开 本	850 毫米×1168 毫米	1/16	
印 张	18.5	版 次	2004 年 12 月第 1 版
字 数	440 千	印 次	2004 年 12 月第 1 次印刷
定 价	38.00 元	印 数	1—5 000 册

如有印装质量问题, 请到所购图书销售部门联系调换。

前 言

2003年，以胡锦涛同志为总书记的党中央以邓小平理论和“三个代表”重要思想为指导，高度重视经济、社会与教育协调发展，重视城乡、地区之间协调发展，抓住全面建设小康社会目标的难点和关键，在实施科教兴国战略的基础上提出了人才强国战略，坚持以人为本，树立全面、协调、可持续发展的科学发展观，做出了关系国家强盛和民族振兴全局的重大决策，并把教育体制创新纳入当年召开的十六届三中全会及全国人才工作会议的文件之中。与此相关，新一届国务院高度重视农村教育工作，召开了具有重要意义的全国农村教育工作会议，充分体现了党中央和国务院“立党为公、执政为民”的坚定信心和实际行动。

2004年3月，国务院批转了教育部《2003—2007年教育振兴行动计划》。这是从现在起到2007年前我国教育工作的纲领性文件，具有科学性、前瞻性和可操作性的特点。从1998—2002年《面向21世纪教育振兴行动计划》取得显著成效，到“新一轮教育振兴行动计划”的启动，每一届政府都要实施一轮教育振兴行动计划，这一战略举措必将为全面建设小康社会和促进人的全面发展，使我国“由人口大国转化为人才资源强国”提供更好的政策保障。

为了及时和充分反映国家科教兴国战略和人才强国战略、宏观教育规划和重要政策的实施情况，国家教育发展研究中心从2000年开始，每年编辑一册教育国情研究和政策分析的系列报告——《中国教育绿皮书》，分析我国教育发展和改革的现状和趋势，对教育政策的热点问题进行探讨，并且提供有关国际教育政策动向的参考资料。

《2004年中国教育绿皮书》是该系列报告的第五部。全书分为三个部分十四篇专论。“中国教育现状述评”部分，回顾了2003年教育事业发展与改革新的进展，展示了全国农村教育工作会议前后的基本情况，同时还推出了本书第一个主题“教育振兴”，全面介绍了“新一轮教育振兴行动计划”的起草背景和今后若干年教育发展的趋向。在“中国教育政策新视点”部分，展示了本书的另外两个主题：“区域教育”和“体制创新”，试图通过一些典型案例，比较深入和具体地探讨当前教育发展的热点和难点问题。“国际教育政策动态”部分，对中国代表参与的2003年教育领域的若干重要国际会议以及国外教育发展和改革的一

些动向，进行了重点评介。全书的编纂力求科学、严谨，披露的信息比较及时、准确，尽可能高水平地反映教育政策研究成果，可读性较强。

我们期望本书能为教育科学研究人员、教育行政管理人员、广大师生及所有关心教育的有识之士提供有益的参考，也期望能够使党政领导部门、宏观业务管理部门、社会各界人士更加关心和支持教育。同时，衷心希望得到大家对本书的意见与建议，努力使《中国教育绿皮书》成为更加适合广大人民群众需要的、适合我国教育政策研究的大众化精品。

编 者
2004年8月

FOREWORD

In 2003, under the guide of Deng Xiaoping's theory and the important thought of "Three-represents", the Party Central Committee represented by President Hu Jintao, focusing on the difficulties and keys of building a well-off society in an all-round way, attached great importance to the coordinate development in economy, society and education, to the coordinate development in urban and rural and regional areas. The Party Central Committee, on the basis of implementing the policy of vitalizing the nation by science and education, put forward the strategy of vitalizing the nation by talented persons which insists on taking people as the foundation and forming scientific concept for all-round, harmonious and sustainable development and made the significant decision which is of vital importance to vitalizing the nation and nationality and brought the idea of innovation in education system into line with the documents produced on the Third Plenary Session of the Sixteenth Central Committee of CPC and the Conference on Work of Talented Personnel which were held in the year. In correspondence with it, the new Central Government attached greater importance to the work of education in rural areas and held the Conference on Work of Education in Rural Areas, which fully shows the firm belief and practical behavior of the Central Party Committee and State Council to "set up the party for the public and govern for the people".

In March of 2004, the State Council approved "Action Plan for Invigorating Education 2003 – 2007" submitted by the Ministry of Education. This action plan is a programmatic document for China's education from now on to the end of 2007, which is imbued with scientific, prospective and operational features. During 1998 – 2002 "Action Plan for Invigorating Education towards the 21st Century" made remarkable successes. Until the start of "the new round of action plan for invigorating education", each term of the central government will implement a new round of action plan, which will no doubt provide better policy guarantee for establishing in an all-round way a well-being society and promoting human development in an all-round way, and to helping China "stride from a country of tremendous population to a country of profound human resources".

Since 2000, the National Center for Education Development Research (NCEDR) has begun editing a series of reports on the researches in China's educational situation and policy analysis annually—Green Paper on Education in China in order to reflect in good time the implementation of the strategy of vitalizing the nation by science and education, and by talented persons, the macro plan of education and the important policy as well. It analyses the present situation and trends of educational development and reform in China, explores the hot issues on educational policies and also offers reference concerning the international trends of educational policies.

The 2004 Green Paper on Education in China is the fifth volume of this series of reports, which is composed of fourteen sections in three parts. The first part, Review of Current Situation of Education in China looks back to the development of educational course and new progress of reform in 2003, shows the general situation prior to and after the Conference on work of education in rural areas. Meanwhile, a new topic is added to in this new volume “**Education Invigoration**”, which gives introduction to the background of drafting out the “New Round of Action Plan for Invigorating Education” and the development trend of education in coming years. In the second part, New Views of China's Educational Policy indicates two themes of the book as “**Regional Education**” and “**Systematic Innovation**”, trying to explore deeply the focal points, topics of general interest and central issues in current educational development through case studies. The third part, Policy Trends of Worldwide Education, gives particular introduction to and comments on some important international meetings with Chinese representatives' participation and the present trends and reform of education in some countries. This book is edited with a rigorous and scientific approach and provide with up-to-date and rich information. We try to show the achievements in educational policy research more precisely and at a possibly higher level. This book is well worth reading.

We hope cordially that this book will be of useful reference to the educational researchers, administrators, principals/presidents, teachers and the students of colleges and universities and as well as to those who are concerned about China's education. Also we wish the concerned sectors of the Communist Party and the government, macro managerial sectors and social organizations and the public to make greater supporting efforts with further attention to education. At the same time, we welcome any comments and suggestions on this book and do our best to make Green Paper on Education in China meet the needs of the most people and be a popular work of fine quality in the field of educational policy research.

Editor

August, 2004

目 录

前 言

中国教育现状述评

一、2003 年中国教育发展与改革现状简述	(3)
(一) 2003 年中国教育发展面临的经济社会形势与政策环境	(3)
(二) 2003 年中国教育事业发展概况	(9)
(三) 2003 年中国教育改革进展情况	(18)
二、全国农村教育工作会议：谱写农村教育新篇章	(24)
(一) 全面建设小康社会必须高度重视农村教育的改革和发展	(25)
(二) 新时期加快我国农村教育改革与发展的纲领性文件	(27)
(三) 各地贯彻落实全国农村教育工作会议的情况	(40)
三、新世纪教育振兴大计：《2003—2007 年教育振兴行动计划》	(48)
(一) 新一轮行动计划出台的宏观背景	(49)
(二) 新一轮行动计划的重要意义和指导思想概述	(55)
(三) 新一轮行动计划的主要目标和任务简析	(58)

中国教育政策新视点

区域教育

四、振兴东北老工业基地：教育与人力资源分析与对策	(85)
(一) 振兴东北老工业基地的总体思路	(85)
(二) 振兴东北老工业基地的战略规划与目标	(91)
(三) 东北地区教育与人力资源优势与问题分析	(95)
(四) 东北地区教育发展正在实施的新举措	(103)
(五) 提升东北地区教育与人力资源优势的对策建议	(108)

五、面向经济增长“第三极”：环渤海教育协作区的设想	(111)
(一) 环渤海经济圈起步的宏观背景	(112)
(二) 试建环渤海教育协作区的战略意义	(116)
(三) 环渤海地区教育与人力资源的优势分析	(120)
(四) 试建环渤海教育协作区的对策建议	(127)

六、现代大学制度：香港特别行政区案例研究	(130)
(一) 政府对高等教育的调控	(131)
(二) 中间机构的缓冲器作用	(135)
(三) 大学独立自主的法人地位	(138)
(四) 必不可少的社会评价和监督	(144)

体制创新

七、就业创业教育与学校教育教学改革	(162)
(一) 三大就业人口高峰同时出现的形势与中国教育改革面临的新要求	(162)
(二) 各级各类学校毕业生就业状况对学校教育教学改革的新要求	(165)
(三) 实施就业创业教育应当成为学校教学改革的重要任务	(170)
(四) 实施就业创业教育的国际认识与经验	(173)
(五) 全面实施就业创业教育的实践探索与思考	(182)

八、纳入劳务输出视野的毕业生就业	(186)
(一) 毕业生劳务派遣型就业的背景分析	(187)
(二) 毕业生劳务输出的积极意义、局限性和困难	(189)
(三) 对我国高校和职业学校毕业生劳务输出的若干对策建议	(191)

九、促进义务教育公平：进城务工农民子女就学问题分析	(194)
(一) 解决进城务工农民子女就学问题的必要性和紧迫性	(194)
(二) 解决进城务工农民子女就学的进展与问题	(195)
(三) 解决进城务工农民子女就学的基本对策	(198)

十、从 OECD 专家视角看中国高等教育质量保障与财政改革	(202)
(一) 中国的发展和高等教育面临的挑战	(202)
(二) 中国高等教育改革计划分析	(204)
(三) 中国高等教育的质量管理	(205)
(四) 高等教育的成本及其理论基础	(207)
(五) 对中国高等教育质量保障与财政改革的政策建议	(208)

国际教育政策动态

十一、有质量的教育：联合国教科文组织 32 届大会教育部分综述	(217)
(一) 国际形势背景和本届大会概况	(218)
(二) 围绕教育质量议题的教育部长圆桌会议	(220)
(三) 关于教育领域其他议题的审议和讨论情况	(234)
十二、共享东西方改革经验：APEC 第三届教育部长会议综述	(237)
(一) 主题一：教育治理和体制改革	(237)
(二) 主题二：数学和科学教育	(240)
(三) 主题三：英语/外语教学的战略规划	(243)
(四) 主题四：信息技术在教学中的应用	(245)
(五) 几点结论和教育改革的共同趋势	(248)
十三、从教育服务贸易到跨境教育	(253)
(一) 近期各国跨境教育的主要形式	(253)
(二) 跨境教育的相关理念与政策目标	(254)
(三) 跨境教育的多样化发展趋向	(257)
(四) 教育服务贸易框架下的中国相关法规政策	(258)
十四、美国宾夕法尼亚大学的办学特点、经验及启示	(261)
(一) 宾夕法尼亚大学基本情况	(261)
(二) 宾夕法尼亚大学的管理构架	(262)
(三) 宾夕法尼亚大学的课程设置与教学体系	(263)
(四) 宾夕法尼亚大学的教学质量保障与教学评估	(264)
(五) 宾夕法尼亚大学办学的其他显著特点	(270)
(六) 启示与建议	(275)

后 记

CONTENTS

Foreword

Review of Current Situation of Education in China

I . Development and Reform in China's Education in 2003	(3)
1. Socio-Economic Situation and Policy Environment for Development of China's Education in 2003	(3)
2. Situation of China's Educational Development in 2003	(9)
3. Progress of Reform in China's Education in 2003	(18)
II . Conference on Work of Education in Rural Areas: A New Chapter to Education in Rural Areas	(24)
1. Building a well-being Society in an All-round Way with Great Importance to the Reform and Development of Education in Rural Areas	(25)
2. The Programmatic Document for Speeding up the Reform and Development of Education in Rural Areas	(27)
3. General Situation of Carrying out the Decisions of Conference on Work of Education in Rural Areas	(40)
III . A Major Program of Vital Importance for Invigorating Education in the New Century: Action Plan for Invigorating Education 2003—2007	(48)
1. Macro-Background to Drafting out the New Round of Action Plan	(49)
2. General Introduction to the Importance and Guiding Ideology	(55)
3. Brief Analysis of the Main Goals and Tasks Stated in the New Round of Action Plan	(58)

New Views of China's Educational Policy

Regional Education

IV. Invigorating the Old Industry Base in Northeast China: Analysis of Education and Human Resources and Countermeasures	(85)
1. General Thinking of Invigorating the Old Industry Base in Northeast China	(85)
2. Strategic Planning and Goals for Invigorating the Old Industry Base in Northeast China	(91)
3. Advantages of Education and Human Resources in Northeast China and Analysis in Existing Problems	(95)
4. New Measures being adopted in Development of Education in Northeast China	(103)
5. Countermeasures and Suggestions on Promoting the Advantages of Education and Human Resources in Northeast China	(108)
V. Facing the 'Third Pole' of Economic Growth: A Tentative Design for Pilot Region of Educational Cooperation Surrounding the Bohai Sea	(111)
1. Macro-Background to the Start of Economic Circle Surrounding Bohai Sea	(112)
2. Strategic Meaning of Building a Pilot Region of Educational Cooperation Surrounding Bohai Sea	(116)
3. Analysis in the Advantages of Education and Human Resources in the Region Surrounding Bohai Sea	(120)
4. Countermeasures and Suggestions on Building a Pilot Region of Educational Cooperation Surrounding the Bohai Sea	(127)
VI. Modern System of Universities: A Case Study of Hong Kong	(130)
1. Governments' Adjustment and Steering over Higher Education	(131)
2. Independent Agencies (the third party) served as a Buffer	(135)
3. University's Identification of Independent Corporation	(138)
4. Absolutely Necessary Public Evaluation and Monitoring	(144)

Systematic Innovation

VII. Education of Employment/Starting an Undertating and Reform in Teaching and Learning	(162)
1. Situation of Employment with 'Three Highest Peaks of Population' and New Needs for Reform in China's Education	(162)

2. New Needs for Reform in Teaching and Learning Asked by the Situation of Employment of Students at All Levels and Types of Schools	(165)
3. Education of Employment/Starting an Undertaking as A Major Task of Reform in Teaching and Learning	(170)
4. International Understanding and Experience of Education of Employment/Starting An Undertaking	(173)
5. Study in Practice and Thinking of Education of Employment/Starting an Undertaking All Over the County	(182)
Ⅶ. Employment of College Students Brought into the View of Export of Labor Services	(186)
1. Background Analysis in Labor Assignment-Oriented Employment of College Students	(187)
2. Advantages, Limitation and Difficulty Existed in Export of Labor services	(189)
3. Policy Suggestions on Export of Labor Services of Graduates from HEIs and Vocational Schools	(191)
Ⅷ. Promoting Equity in Compulsory Education: Analysis in Schooling Problem of Children of the Farmers Employed in Cities	(194)
1. Necessities and Urgency to Solve the Schooling Problem of the Children of the Farmers Employed in Cities	(194)
2. Progress to Solve the Schooling Problem of Children of the Farmers Employed in Cities	(195)
3. Fundamental Countermeasures to Solve the Schooling Problem of Children of the Farmers Employed in Cities	(198)
X. OECD Experts' Views on Financing and Quality Assurance Reforms in Higher Education in China	(202)
1. China's Development and Challenges Faced by Higher Education	(202)
2. Analysis of China's Higher Education Reform Program	(204)
3. Quality Management within Chinese Higher Education	(205)
4. The Cost of Higher Education and the Rationale for Its Support	(207)
5. Policy Alternatives to Quality Assurance and Financing Reforms in Higher Education in China	(208)

Policy Trends of Worldwide Education

Ⅺ. Quality Education: Summary of Education Part from the 32nd Session of the General Conference of UNESCO	(217)
1. Global Background and the General Introduction to the Conference	(218)
2. Ministerial Round Table on Quality Education	(220)

3. Review and Discussion of Other Topics on Education	(234)
XII. Sharing the Experience of Reform in Eastern and Western Countries: Summary of the 3rd APEC Education Ministerial Meeting	(237)
1. Topic 1: Governance and Systematic Reforms in Education	(237)
2. Topic 2: Mathematics and Science Instruction	(240)
3. Topic 3: Strategic Plan for English/Foreign Languages Teaching	(243)
4. Topic 4: Using ICT for Teaching and Learning	(245)
5. Conclusion and the General Trend of Educational Reform	(248)
XIII. From Trade Service in Education to Cross-border Education	(253)
1. Main forms of Cross-border Education in Recent Years	(253)
2. Relevant Rationales and Policy Goal on Cross-border Education	(254)
3. Diversified Development Trend of Cross-border Education	(257)
4. China's Related Regulations and Policy within the Framework of Trade Service in Education	(258)
XIV. Educational Characteristics, Experience and Enlightenment of University of Pennsylvania	(261)
1. General Introduction to UPenn	(261)
2. Management Structure of UPenn	(262)
3. The Curriculum Development and Teaching System at UPenn	(263)
4. Teaching Quality Assurance and Evaluation at UPenn	(264)
5. Other Typical Characteristics of Educational Provision at UPenn	(270)
6. Enlightenment and Suggestions	(275)

Postscript

2004 年中国教育绿皮书

中国教育现状述评

*Review of Current Situation
of Education in China*

一、2003 年中国教育发展与改革现状简述

2003 年是我国全面贯彻落实党的十六大、十六届三中全会的精神,推进全面建设小康社会步伐,确立新的科学发展观的一年,也是党和政府明确“立党为公、执政为民”的执政理念和提出“公共服务型政府”建设方向的一年,“以民为本”成为公共政策选择及其决策过程的基本出发点。^①按照全面建设小康社会的目标,教育部研究制定新一轮的《2003—2007 年教育振兴行动计划》,提出坚持教育为人民服务的宗旨,努力办好让人民满意的教育,教育系统在政府和社会的大力支持下,继续推进教育事业发展和改革,各项教育工作取得了新的进展。

(一) 2003 年中国教育发展面临的经济社会形势与政策环境

2003 年,中国政府沉着应对突如其来的非典型性肺炎(简称“非典”)疫情和复杂多变的国内

外形势带来的严峻困难和挑战,审时度势,适时出台和及时调整有关公共政策,实现了经济社会发展的主要预期目标。2003 年政治、经济、社会形势和公共政策对教育的影响,可以主要地概括为以下几个方面。

1. 党政领导集体的新老交替顺利完成,新的领导集体提出确立“立党为公、执政为民”的基本思想和建设“公共服务型政府”的基本方向

2002 年 11 月召开的党的十六大和 2003 年 3 月召开的“两会”顺利实现了党政领导集体的新老交替。新领导集体以“三个代表”的重要思想为理论基础,着力于推进执政理念和方式的创新与转变。2003 年 7 月 1 日,胡锦涛总书记在“三个代表”重要思想理论研讨会上的讲话中明确指出:“‘三个代表’重要思想的本质是立党为公、执政为民。”坚持“立党为公、执政为民”,最紧要的是“实现好、维护好、发展好最广大人民的根本利益,充分发挥全体人民的积极性来发展先进生产力和先

^① 中国社会科学院公共政策研究中心、香港城市大学亚洲管治研究中心编:《中国公共政策分析》(2004 年卷),中国社会科学出版社 2004 年版,第 2 页。