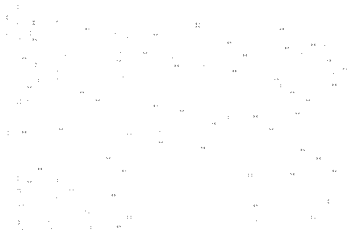


中国中小学教师 发展报告·2010

The Report on the Development of
Chinese Schoolteachers (2010)

中华人民共和国教育部师范教育司
中央教育科学研究所 编



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前言

2010 年是中国教育史上具有里程碑意义的一年。党中央、国务院召开了新世纪以来的第一次全国教育工作会议，颁布了《国家中长期教育改革和发展规划纲要（2010—2020 年）》（以下简称教育规划纲要），胡锦涛总书记、温家宝总理发表重要讲话，指明了教育事业科学发展的方向，开启了从人力资源大国向人力资源强国迈进的历史征程。胡锦涛总书记强调，“要把加强教师队伍建设作为教育事业发展的最重要的基础工作来抓”；温家宝总理指出，“如果说教育是国家发展的基石，教师就是奠基者。有好的教师，才可能有好的教育”；教育规划纲要明确提出了“努力造就一支师德高尚、业务精湛、结构合理、充满活力的高素质专业化教师队伍”的战略目标。

为贯彻落实全国教育工作会议精神和教育规划纲要，大力推进教师和教育教育工作，教育部师范教育司、中央教育科学研究所联合组织编写了《中国中小学教师发展报告·2010》（以下简称《报告》）^①。报告旨在全面系统地描述近年来特别是 2009 年中国中小学教师发展的基本情况，客观准确地分析教师发展的成就和差距，为国家教育决策服务；科学深入地总结教师发展的经验和规律，促进教师队伍建设和发展。

本《报告》中的“教师发展”，是指以有效的政策举措，通过培养、培训、研修等途径，促进教师队伍数量结构不断优化、教师专业素质不断提升的过程。《报告》紧紧围绕教师发展的基本内涵和影响因素，采用科学的指标体系和研究工具，运用国家公布的官方数据和最新调研成果，认真分析研究和跟踪监测，努力做到全面反映事实，客观展示成就，准确诊断问题，得出科学结论。

本《报告》共分两部分。第一部分是发展概况，包括数量结构、素质水平、培养培训、地位待遇和教师管理五章，重点研究全国中小学教师的基本情况，按照东中西部、城乡进行横向比较。同时，对 1998—2009 年中小学教师基本数据进行纵向比较。第二部分为热点聚焦，包括师范生免费教育、“特岗计划”、“国培计划”和绩效工资制度四章，简要介绍了近几年来我国加强中小学教师队伍建设的创新举措。

除编委会成员之外，参与本《报告》研究和撰写的还有中央教育科学研究所教师发展

① 本报告中所涉及资料均未包括香港、澳门特别行政区和台湾省；中小学教师指幼儿园和普通中小学专任教师。

研究中心的单志艳、韩立福、王文宝、卿素兰、李新翠、燕学敏、宋时春、杨晓琳和陈春勇同志。陈春勇做了前言和目录的英文翻译。在《报告》撰写过程中，教育部发展规划司基建管理处林志华，人事司劳资处郑保国、杨鸿，教师处朱保江、范贤睿，综合处黄伟，北京师范大学朱旭东，中央教育科学研究所徐长发、曾天山、高宝立、刘占兰等同志提出了许多宝贵的指导意见；教育部发展规划司李燕丽、王真龙，师范教育司刘璇璇、王炳明，北京师范大学杨瑾，中央教育科学研究所马晓强、王素、张男星、杜卫等同志为《报告》提供了大量数据资料；杨一鸣、魏轶娜、李爱霞、程秀杰等同志提供了可贵的帮助；教育科学出版社给予了大力支持，在这里一并表示衷心感谢！

本《报告》系首次编写，因经验不足难免出现差错或疏漏，欢迎提出意见和建议。

《中国中小学教师发展报告》编委会

2011年3月14日

Preface

In the year 2010, a milestone in the history of Chinese education, the Communist Party of China and the State Council held the first national education conference in the 21st century, and promulgated the *National Outline for Medium- and Long-Term Educational Reform and Development (2010 – 2020)* (hereinafter referred to as the *Outline for Education*). CPC General Secretary Hu Jintao and Premier Wen Jiabao delivered important speeches, which pointed out a new way to the scientific development of education, and started a new journey from a big country of human resources to a great power of human resources. Hu Jintao stressed “viewing the strengthening of the construction of the teaching staff as the most fundamental work of the development of education.” Wen Jiabao pointed out that “if education is considered as the cornerstone of national development, teachers serve as the founder, and good education results from good teachers.” The *Outline for Education* has clearly put forward the goal of teacher development: “striving to build a contingent of high-quality professional teachers with noble morality, excellent abilities, rational structure, and great vitality.”

In order to implement the spirit of the national education conference and the *Outline for Education*, and put forward the work of teacher education, the Department of Teacher Education of the Ministry of Education, and the China National Institute for Educational Research (CNIER) jointly compiled the *Report on the Development of Chinese Schoolteachers (2010)* (hereinafter referred to as the Report). The Report aims to give a complete and systematic description of the basic developments of Chinese schoolteachers over the past few years (especially in 2009), make an objective and accurate analysis of the achievements and deficiencies in the development of Chinese schoolteachers to serve the country’s educational policy-making, and make a scientific and penetrating summary of the laws and experience in the development of Chinese schoolteachers to promote the construction and development of the Chinese teaching staff.

“Teacher development” in this Report indicates the process through which the quantity and the structure of the teaching staff are gradually optimized and the professional quality of the teaching staff is increasingly improved by means of effective policies and measures, as well as cultivation, training, further studies and other approaches. This Report, focusing on the basic connotations and factors of the development of teachers, makes a penetrating analysis and does careful mo-

monitoring by using scientific indicators, research tools, official data released by the State, and the latest research results, for the purpose of completely revealing the facts, objectively demonstrating the achievements in China's schoolteacher development, accurately evaluating relevant problems, and drawing scientific conclusions.

This Report falls into two parts. Part One, Brief Introduction, includes five chapters, dealing with the quantity and structure of Chinese schoolteachers, their quality level, cultivation and training, social status, and staffing management. This part centers on the research into the basic conditions of Chinese schoolteachers across the country, and makes a horizontal comparison of Chinese schoolteachers from the eastern, central and western areas, and those working in cities, townships, or rural areas, respectively. Also, the Report shows a vertical comparison of the basic data involving Chinese schoolteachers between 1998 and 2009. Part Two, Hot Topics, includes four chapters: the Free Education Program for Prospective Schoolteachers, a program for those would-be schoolteachers who receive free education in certain teachers' universities directly under the Ministry of Education; "the Special Teaching Post Program", a project funded by the Central Government to recruit college graduates to serve as primary and lower secondary school teachers in rural areas; the "National Training Program for Schoolteachers"; and the Merit Pay System. This part gives a brief introduction to the new measures to consolidate the construction of Chinese schoolteachers over the past few years.

This Report was completed by the Compiling Group, together with such CNIER researchers as Shan Zhiyan, Han Lifu, Wang Wenbao, Qing Sulan, Li Xincui, Yan Xuemin, Song Shichun, Yang Xiaolin, and Chen Chunyong. Also, the Preface and the Contents were translated into English by Chen Chunyong. During the compilation of this Report, valuable suggestions were given by Lin Zhihua, from the Infrastructure Management Section, Department of Development and Planning, Ministry of Education; Zheng Baoguo and Yang Hong, from the Labor Section, Department of Personnel, Ministry of Education; Zhu Baojiang and Fan Xianrui, from the Teaching Staff Section, Department of Personnel, Ministry of Education; Huang Wei, from the Integrated Services Section, Department of Personnel, Ministry of Education; Prof. Zhu Xudong, from Beijing Normal University; and such CNIER researchers as Xu Changfa, Zeng Tianshan, Gao Baoli and Liu Zhanlan. Quantities of data were provided by Li Yanli and Wang Zhenlong, from the Department of Development and Planning, Ministry of Education; Liu Xuanxuan and Wang Bingming, from the Department of Teacher Education, Ministry of Education; Yang Jin, from Beijing Normal University; and such CNIER researchers as Ma Xiaoqiang, Wang Su, Zhang Nanxing, and Du Wei. Also, a lot of help was offered by Yang Yiming, Wei Yina, Li Aixia, and Cheng Xiujie, and great support was given by the Educational Science Publishing House. The assistance of all these people in compiling the Report is gratefully acknowledged.

This Report, compiled for the first time, is open to question, and your comments and advice will be greatly appreciated.

The Compiling Group of the *Report on the Development of Chinese Schoolteachers*

March 14, 2011

目 录

绪 论：我国中小学教师发展正站在新的历史起点上	(1)
-------------------------------	-----

第一部分 发展概况

第一章 数量结构	(5)
第一节 教师数量	(5)
一、全国中小学教师数量稳步增长	(5)
二、全国中小学教师数量增幅存在地区差异	(7)
三、城市和县镇教师数量增长，农村教师数量总体减少	(11)
第二节 生师比与班额	(15)
一、生师比	(15)
二、班额	(16)
第三节 性别结构	(21)
一、男女教师比例基本接近，女教师比例总体呈上升趋势	(21)
二、东部地区女教师比例高于中西部地区	(22)
三、城市女教师比例高于农村	(23)
第四节 年龄结构	(24)
一、中青年教师成为中小学教师主体	(24)
二、中小学教师年龄结构地区差异不明显	(26)
三、小学 46 岁及以上教师比例农村高于城市和县镇	(27)

第五节 学科结构	(29)
一、学科教师配置逐步优化, 结构性矛盾有所缓解	(29)
二、中西部地区部分学科教师比例明显低于东部地区	(32)
三、城市和县镇学科教师配置基本合理, 农村有待优化	(33)
第二章 素质水平	(35)
第一节 师德建设	(35)
一、师德建设政策环境不断改善	(35)
二、师德建设工作扎实推进	(38)
三、优秀教师、师德标兵不断涌现	(41)
四、师德建设有待加强	(45)
第二节 学历状况	(45)
一、学历水平整体提升较快	(45)
二、中小学教师高一级学历比例存在地区差异	(49)
三、中小学教师高一级学历比例城市高于农村	(50)
第三节 职称状况	(51)
一、中小学教师中高级职称比例不断提高	(51)
二、教师职称结构地区差异较大	(54)
三、中高级职称教师比例城市明显高于农村	(55)
第三章 培养培训	(58)
第一节 教师培养	(58)
一、培养体系走向开放	(58)
二、培养层次显著提高	(59)
三、培养模式和制度不断创新	(60)
第二节 教师培训	(65)
一、培训制度不断健全	(65)
二、培训体系日趋完善	(66)
三、培训模式走向多元	(68)
第四章 地位待遇	(69)
第一节 工资水平	(69)
一、教师工资稳步增长	(69)

二、教师工资与其他行业相比增幅较高	(70)
第二节 住房条件	(72)
一、城市教师住房困难依然存在	(72)
二、农村教师周转房正在着手解决	(73)
第三节 社会地位	(74)
一、党和国家高度重视和关心教师	(74)
二、教师的社会地位得到法制保障	(75)
三、教师职业声望明显提高	(76)
第五章 教师管理	(77)
第一节 师资配置	(77)
一、编制管理得到加强	(77)
二、教师补充机制基本形成	(78)
三、教师交流制度逐步建立	(79)
第二节 准入管理	(82)
一、教师资格制度全面实施	(82)
二、教师聘任制改革稳步推进	(82)
三、教师激励机制不断创新	(83)

第二部分 热点聚焦

第六章 师范生免费教育	(89)
一、政策要点	(89)
二、实施举措	(90)
三、主要成效	(90)
第七章 “特岗计划”	(93)
一、政策要点	(93)
二、实施概况	(93)
三、主要工作	(93)

四、主要成效	(94)
第八章 “国培计划”	(96)
一、实施概况	(96)
二、实施举措	(97)
三、实施成效	(98)
第九章 绩效工资制度	(100)
一、实施背景	(100)
二、实施举措	(101)
三、实施成效	(101)
结语：努力建设高素质专业化教师队伍	(103)
附 录	(105)
附录1 中国教师发展大事记（1978—2009 年）	(105)
附录2 有关政策法规文件	(121)
附录3 中国中小学教师发展水平报告 ——通过与经合组织国家和主要人口大国等 38 个国家的比较	(124)

Contents

Introduction: China's teacher development on a new historical starting point	(1)
--	-----

Part One Brief Introduction

Chapter One The Quantity and Structure of Chinese Schoolteachers	(5)
Section One The quantity of Chinese schoolteachers	(5)
1. The steady increase of schoolteachers across the country	(5)
2. The regional differences in the increase of Chinese schoolteachers	(7)
3. The increase of schoolteachers from cities and counties or townships, in contrast with the decrease of rural schoolteachers	(11)
Section Two The student-teacher ratio and the class size	(15)
1. The student-teacher ratio	(15)
2. The class size	(16)
Section Three The sex structure of Chinese schoolteachers	(21)
1. The gradually increasing proportion of female schoolteachers on a sexually balanced basis	(21)
2. The proportion of female schoolteachers in eastern areas higher than that in central and western areas	(22)
3. The proportion of female schoolteachers in cities higher than that in rural areas	(23)
Section Four The age structure of Chinese schoolteachers	(24)
1. Middle-aged and young schoolteachers serving as the main force of schoolteachers across the country	(24)
2. The insignificant regional differences in the age structure of schoolteachers	(26)

3. The proportion of primary school teachers at or over the age of 46 in rural areas higher than that in cities, counties and townships	(27)
Section Five The disciplinary structure of Chinese schoolteachers	(29)
1. A gradually optimized allocation of subject schoolteachers	(29)
2. The proportion of the schoolteachers of certain subjects in central and western areas lower than that of the schoolteachers in eastern areas	(32)
3. A basically rational allocation of subject schoolteachers in cities and counties or townships, compared with the allocation of subject schoolteachers in rural areas yet to be optimized	(33)
Chapter Two The Quality Level of Chinese Schoolteachers	(35)
Section One The establishment of the moral norms for Chinese schoolteachers	(35)
1. The increasingly improved environment of the policy on the establishment of the moral norms for Chinese schoolteachers	(35)
2. The steadily promoted establishment of the moral norms for Chinese schoolteachers	(38)
3. Endlessly emerging outstanding schoolteachers and model schoolteachers with high morals	(41)
4. The establishment of the moral norms for Chinese schoolteachers yet to be strengthened	(45)
Section Two The educational background of Chinese schoolteachers	(45)
1. The rapidly improved academic degrees	(45)
2. The regional differences in the proportions of higher academic degrees of Chinese schoolteachers	(49)
3. The proportion of urban schoolteachers holding higher academic degrees exceeding than that of rural schoolteachers holding higher academic degrees	(50)
Section Three Professional titles of Chinese schoolteachers	(51)
1. The gradually increased intermediate and senior professional titles of schoolteachers	(51)
2. The great regional differences in the structure of professional titles of schoolteachers	(54)
3. The proportion of intermediate and senior professional titles of schoolteachers significantly higher in cities than in rural areas	(55)
Chapter Three The Cultivation and Training of Chinese Schoolteachers	(58)
Section One The cultivation of Chinese schoolteachers	(58)
1. The increasingly opening system of schoolteacher cultivation	(58)
2. The significantly improved levels of schoolteacher cultivation	(59)
3. The unceasing innovation in the system and modes of schoolteacher cultivation	(60)
Section Two The training of Chinese schoolteachers	(65)
1. The gradually improved system of schoolteacher training	(65)

2. The gradually improved setup of schoolteacher training	(66)
3. The increasingly diversified modes of schoolteacher training	(68)
Chapter Four Economic Benefits and Social Status of Chinese Schoolteachers	(69)
Section One The salaries of Chinese schoolteachers	(69)
1. The steadily rising salaries of schoolteachers	(69)
2. A greater increase of schoolteachers' salaries compared with the salaries of other industries	(70)
Section Two The housing conditions of Chinese schoolteachers	(72)
1. The housing problem still facing urban schoolteachers	(72)
2. The housing problem of rural schoolteachers being tackled	(73)
Section Three The social status of Chinese schoolteachers	(74)
1. The ruling party and the government attaching great importance to schoolteachers	(74)
2. The legal protection of the social status of schoolteachers	(75)
3. The significant improvement of schoolteachers' occupational prestige	(76)
Chapter Five The Management of Chinese Schoolteachers	(77)
Section One The allocation of Chinese schoolteachers	(77)
1. The consolidation of staffing management	(77)
2. The gradual formation of the mechanism of schoolteacher supplementation	(78)
3. The gradual establishment of the system for the exchanges between schoolteachers	(79)
Section Two The recruitment and management of Chinese schoolteachers	(82)
1. The complete implementation of the schoolteacher certification system	(82)
2. The steady promotion of the reform of the schoolteacher recruitment system	(82)
3. The unceasing innovation in the mechanism of schoolteacher stimulation	(83)

Part Two Hot Topics

Chapter Six The Free Education Program for Prospective Schoolteachers	(89)
1. The key points of relevant policies	(89)
2. The measures to implement the Program	(90)
3. Major Achievements	(90)
Chapter Seven "The Special Teaching Post Program"	(93)
1. The key points of relevant policies	(93)
2. A brief introduction to the practice of the Program	(93)

3. The major tasks	(93)
4. Major achievements	(94)
Chapter Eight “The National Training Program for Schoolteachers”	(96)
1. An overview of the practice of the Program	(96)
2. The measures to implement the Program	(97)
3. Achievements	(98)
Chapter Nine The Merit Pay System	(100)
1. Background	(100)
2. The measures to implement the System	(101)
3. Achievements	(101)
Conclusion: Striving to cultivate high-quality professional schoolteachers	(103)
Appendixes	(105)
1. Important events in the development of Chinese schoolteachers (1978—2009)	(105)
2. Relevant policies, laws and documents	(121)
3. The Report on the Level of the Development of Chinese Schoolteachers —In comparison with OECD countries and some populous countries	(124)

绪论：我国中小学教师发展正站在新的历史起点上

新 中国成立特别是改革开放以来，党中央、国务院高度重视教育和教师工作，坚持强师兴教、尊师重教，千方百计加强教师队伍建设。进入新世纪以来，我国教师教育和教师队伍建设政策不断创新，师范生免费教育、“特岗计划”^①、“国培计划”^②、教师绩效工资、“硕师计划”^③、师范生实习支教等一系列制度措施得到有效落实，中小学教师队伍建设取得了明显成效，初步建成了一支数量基本充足、结构趋于合理、素质不断提高、相对稳定的中小学教师队伍。这支队伍支撑了全世界最庞大的教育体系，为我国经济、社会与教育发展作出了巨大贡献。

一、教师队伍数量规模持续扩大

经过六十多年的不懈努力，我国中小学教师数量不断增加，规模不断扩大。从新中国成立初期的 100 多万人，发展成了一支规模达 1 000 多万、素质较高的教师队伍，为我国教育事业发展提供了强有力的支撑。2009 年，全国幼儿园、中小学共有专任教师 1 162.5 万人，其中幼儿园 98.6 万人，小学 563.3 万人，初中 351.3 万人，高中 149.3 万人。中小学专任教师总数是 1949 年新中国成立时的 11.7 倍。其中，2009 年小学教师

数是 1949 年的 6.7 倍，初中教师数是 1949 年的 66.3 倍，高中教师数是 1949 年的 106.6 倍。近十几年来，我国义务教育阶段中小学生师比总体不断降低，趋于合理。2009 年小学生师比为 17.88:1，初中生师比为 15.47:1。

二、教师队伍素质水平显著提升

随着经济社会和教育事业的快速发展，我国教师队伍的学历水平和素质能力提升较快，职称结构和年龄结构发生了积极变化，教师队伍的师德素养、教育教学和科研能力等素质大幅度提高。小学、初中专任教师学历合格率分别从 1998 年的 81.75%、72.05% 提高到 2009 年的 99.40%、98.30%。专科以上学历的幼儿教师由 1998 年的 6.13% 提高到 2009 年的 58.59%，小学教师由 12.83% 提高到 74.83%，本科以上学历的初中教师由 1998 年的 11.38% 提高到 2009 年的 59.44%。全国小学、初中、高中高级职称教师分别由 1998 年的 0.10%、2.71%、15.65% 提高到 2009 年的 0.93%、11.26%、23.41%。2009 年，全国小学、初中、高中 45 岁以下的教师分别占到 69.80%、84.69%、88.57%，成为中小学教师队伍的主体。

① “农村义务教育阶段学校教师特设岗位计划”简称“特岗计划”。

② “中小学教师国家级培训计划”简称“国培计划”。

③ “农村学校教育硕士师资培养计划”简称“硕师计划”。

三、教师地位待遇明显改善

《中华人民共和国教师法》(以下简称《教师法》)、《中华人民共和国义务教育法》(以下简称《义务教育法》)对保障教师工资水平作出了明确规定。义务教育学校教师工资全额纳入财政保障,教师的平均工资水平应当不低于当地公务员的平均工资水平。从1978年至2009年,中小学教师的年平均工资增长了63倍;2009年,在全国19类行业中,教师工资水平处于第11位,居中等水平。近年来,报考师范院校、申请教师资格、竞争教师职位的人数显著增加。教师职业吸引力总体上逐步增强。

四、教师教育改革取得积极进展

近年来,国家高度重视并大力加强教师教育工作,取得明显成效。教师培养体系开始走向开放,以师范院校为主体、综合院校积极参与的开放灵活的教师教育体系正在形成。2009年,培养本科生的高等院校共有334所,其中非师范院校231所,占69.20%;培养专科师范生的院校384所,其中非师范院校279所,占72.70%。培养层次逐步提高,1999—2009年,我国高师本科院校由87所增加到103所,开展教育硕士专业学位教育院校由29所增加到73所,师范专科学校由140所减少到37所,中等师范学校由815所减少到190所。培养培训趋向一体化,师范院校积极承担教师培训工作,县级教师培训机构的改革建设取得积极成效。教师教育政策和培养培训模式不断创新,尤其是师范生免费教育、“国培计划”、师范生实习支教以及“全国教师教育网络联盟计

划”等政策的实施,有力促进了教师教育质量的提高和中小学教师队伍建设。

五、教师管理改革逐步深化

改革开放以来,按照国家关于事业单位改革的统一部署,以加强编制管理为基础,以人员聘任和岗位管理为重点,以合理配置教师资源、优化教职工队伍结构为核心,积极稳妥地推进教师配置管理改革,取得了显著成效。教师资格制度全面实施,截至2009年年底,全国共有2190.94万人取得教师资格。以县为主的中小学教师管理体制基本建立,核编定岗、教师聘任和校长选拔任用制度逐步落实,教师交流制度不断探索,学校岗位绩效工资制度改革全面启动。“特岗计划”取得了显著成效,2006—2009年,中央“特岗计划”共招聘教师123431人,覆盖22个省、885个县、17606所学校。“硕师计划”初见成效,2004—2009年为中西部国家级和省级扶贫县的农村中学培养输送了4484名高素质教师。城镇教师支援农村教育工作已在全国普遍开展,大中城市教师到农村支教工作取得积极进展,县域内城镇教师定期到农村任教已形成制度。

但是,我们也必须清醒地看到,我国教师发展还存在一系列亟待解决的突出问题。如教师结构性短缺仍然存在,部分学科教师尤其是农村学校的外语、音乐、体育、美术、科学、信息技术等科目教师紧缺;教师职业的总吸引力还不够强;教师教育质量还不够高,保障机制亟待完善;教师准入、流动与退出机制尚不健全,教师管理体制有待完善等。