

国家教育发展研究中心 编著

2005年

中国教育绿皮书

2005 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



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

2005 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 贾艳凤
责任校对 张 珍
责任印制 曲凤玲

图书在版编目 (CIP) 数据

2005 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,
2005.12

ISBN 7-5041-3322-1

I .2... II .国 ... III .教育政策-研究报告-中国
-2005 IV .G520

中国版本图书馆 CIP 数据核字 (2005) 第 136992 号

出版发行 教育科学出版社

社 址 北京·朝阳区安慧北里安园甲 9 号

邮 编 100101

传 真 010-64891796

市场部电话 010-64989009

编辑部电话 010-64989419

网 址 <http://www.esph.com.cn>

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 14

字 数 362 千

定 价 28.00 元

版 次 2005 年 12 月第 1 版

印 次 2005 年 12 月第 1 次印刷

印 数 1—3 000 册

如有印装质量问题, 请到所购图书销售部门联系调换。

《2005 年中国教育绿皮书》

教育规划·教育财政·独立学院试验

特邀顾问 郝克明 谈松华

主 编 张 力

策 划 张 力 范文曜

编 委 (按姓氏笔画排列)

马陆亭 王 建 王 燕 玉 丽

卢海弘 史春梦 刘承波 张 力

张 伟 张家勇 汪 明 范文曜

周满生 杨秀文 杨银付 胡 炜

高书国 韩 民 窦现金

前言

2004年，以胡锦涛同志为总书记的党中央，团结带领全国各族人民，以邓小平理论和“三个代表”重要思想为指导，认真落实科学发展观，改革开放和社会主义现代化建设取得了新的成就。各项公共事业有了新的进展，继续保持最大规模的基础教育之后，我国成为世界最大规模的高等教育大国。随着中国进入人均国内生产总值1 000—3 000美元这个关键阶段，社会经济结构变动迅速，各种利益关系更加复杂，城乡之间、区域之间的发展差距和居民收入差距引起了社会广泛关注。对于教育能够帮助人们摆脱贫困和促进发展，广大人民群众有了更加深刻而具体的认识，教育优先发展的战略地位已经逐渐成为社会各阶层广泛的共识，要求确保财政对教育的足够投入，要求发展更多的优质教育资源，要求更加多样、公平的教育选择，在基本学习机会的需求逐步满足以后，公众对更高水平的教育需求日益高涨。与之适应，国务院批转教育部的《2003—2007年教育振兴行动计划》开始实施，确定了努力办让人民满意的教育政策方向，推动了教育事业的进一步发展。

为了及时和充分反映国家科教兴国战略、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报告——《中国教育绿皮书》，分析我国教育发展和改革的现状与趋势，对广大人民群众关心的教育政策热点和难点问题进行探讨，并且提供有关国际教育政策动向的参考资料。

《2005年中国教育绿皮书》是该系列报告的第六卷。全书分为三个部分十三篇专论。其中，“中国教育现状述评”部分，全面回顾了2004年中国教育改革与发展，重点评价了职业教育方面的新进展，同时推出本书第一个主题“教育规划”，对“十一五”期间中国教育发展和改革的背景进行了深入分析。“中国教育政策新视点”部分展示了本书另外两个主题：“教育财政”和“独立学院试验”，提出健全公共财政体系，推进教育公平，借鉴国际组织经验，完善高等教育多元化投入机制等观点，并对独立学院这一高等教育发展的创新试验进行了具体探讨，力图对当前教育发展的一些重点、热点和难点问题作出判断。“国际教育政策动态”部分对国际组织和典型国家在基础教育、高等教育和教育服务方面的最新发展进行了重点评介。全书的编纂力求比较科学、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。

我们期望本书能为公共政策研究人员、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、社会各界的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，我们将努力使《中国教育绿皮书》成为更加适合广大人民群众需要的、反映我国教育政策研究水平的大众化精品。

编 者
2005 年 11 月

FOREWORD

In 2004, the Party Central Committee represented by President Hu Jintao, uniting and leading the Chinese people under the guide of Deng Xiaoping's theory and the important thought of "Three-represents", practiced the scientific concept for development. New achievements in reform and opening and socialist construction were obtained. New progress has been made in all of the public services. China has become a big country with the largest size of higher education in the world after remaining the largest size of basic education. With China's GDP per capita arriving at the critical stage US\$ 1 000 – 3 000, the economic structure of our society has changed rapidly and the relations between various interests have become more complex. The development gaps between urban and rural areas, between regions, and the gap of income among the residents have already attracted a broad attention in the society. The mass understanding is deeper and more concrete on education that can help people get rid of poverty and promote development. The public from various strata of the society have fully come to a common understanding of the strategic position that the priority is given to the development of education. The public now ask for sufficiently financial investment in education, more resources of excellent education and also a diversified and fairer choice of education. When the demand of a basic learning opportunity is met, the public ask for higher-level education increasingly. Corresponding to this, 2003 – 2007 Action Plan for Invigorating Education drafted out by the Ministry of Education with the approval of the State Council has already put into practice, indicating the policy trend to run education which is satisfied by the people and promoting further development of educational course.

For timely and full reflection of implementing the strategy of developing the country through science and education, the macro education planning and other important policies, since 2000 the National Center for Education Development Research (NCEDR) has edited a series of reports on the researches in China's educational situation and policy analysis annually — *Green Paper on Education in China*, which explores the hot issues and difficulties on educational policies being concerned by the broad masses of people and also offers references about the international trends of educational policies.

The 2005 Green Paper on Education in China is the sixth volume of this series of reports, which is composed of thirteen sections in three parts. The first part, Review of the Current Situation of Education in China reviews the reform and development of education in 2004 and stresses the analysis in the new progress of vocational education. Meanwhile, a new topic is added to in this new volume "Educational Planning", which analyzes deeply in the background of the development and reform of China's education during the period of the Eleventh Five-Year Plan. In the second part, New Views of China's Educational Policy indicates two themes of the book as "Educational Finance" and "Independent Colleges' Pilot", specifying to improve a system of public finance, to promote equity in education and to perfect a multiple investment system of higher education borrowing experience from international organizations. This new innovative experiment of higher education in the form of independent colleges is discussed in detail with the effort to judge some important, hot issues and difficulties existed presently in the development of education. Policy Trends of Worldwide Education, gives particular introduction to and comments on the new progress of some international organizations and that of compulsory education, higher education and educational services in the typical 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

November, 2005

目 录

前 言

中国教育现状述评

一、2004 年中国教育发展概述	(3)
(一) 2004 年我国社会经济形势与政策环境	(3)
(二) 2004 年我国教育事业发展现状	(5)
二、2004 年职业教育事业的新进展	(12)
(一) 对职业教育重要性认识提升到新的高度	(13)
(二) 把职业教育工作提高到新的水平	(15)
(三) 开辟职业教育事业新局面	(19)
三、“十一五”规划期间中国教育发展的宏观背景和展望	(24)
(一) 未来 5—15 年经济社会发展对教育的需求和影响	(24)
(二) “十五”期间我国教育事业发展状况的初步评估	(37)
(三) “十一五”期间我国教育发展与政策展望	(46)

中国教育政策新视点

四、高等教育发展与财政政策：中国经验与国际视角	
——中国教育部与 OECD 国际研讨会综述	(59)
(一) 高等教育的发展与财政问题：国际背景与中国的实践	(60)
(二) 就业市场与高等教育发展	(62)
(三) 多样化发展要求的高等教育质量评价	(64)
(四) 政府高等教育财政政策的优化选择	(66)
(五) 大学经费来源多元化趋势	(69)
(六) 会议总结与合作展望	(72)

五、标本兼治，综合治理：进一步规范教育收费制度	(74)
(一) 对全国范围规范教育收费制度的总体评价	(74)
(二) 近期教育乱收费的基本状况与主要特点	(79)
(三) 教育乱收费的动机与原因的分析	(81)
(四) 治理乱收费和规范收费制度的若干对策建议	(88)
六、高等教育体制创新的试验：独立学院的发展	(93)
(一) 对独立学院发展现状的基本判断	(93)
(二) 独立学院产生的背景分析	(97)
(三) 独立学院发展的特性与作用	(98)
(四) 独立学院发展中的问题	(101)
(五) 努力促进独立学院健康发展	(102)
七、城镇化进程中的教育发展政策问题	(108)
(一) 世界进入城市时代的宏观背景	(109)
(二) 我国城镇化的进程及其对于教育发展的影响	(112)
(三) 城镇化进程中流动人口教育问题及现行教育政策	(118)
(四) 我国城镇化进程中教育政策的若干建议	(130)
八、农村中小学女教师和代课教师问题分析	(134)
(一) 我国农村中小学女教师面临的问题与挑战	(134)
(二) 部分地区基础教育阶段代课教师问题分析	(143)

国际教育政策动态

九、21 世纪大学发展的战略规划与改革动向	
——第二届中外大学校长论坛综述	(151)
(一) 大学发展的战略选择	(152)
(二) 大学管理的创新思维	(154)
(三) 大学教学的宽阔视野	(155)
(四) 大学科学研究的新境界	(157)
(五) 大学社会服务的新路径	(158)
(六) 大学应对全球化的挑战	(160)
十、国际社会基础教育面临的挑战、趋势和优先事项	
——解读 UNESCO 国际教育大会第 47 届会议文件	(162)
(一) 国际社会基础教育面临的挑战	(162)

(二) 教育的发展趋势	(164)
(三) 优先行动事项	(167)
十一、墨西哥、巴西的教育发展及公共政策	(173)
(一) 墨西哥、巴西两国义务教育发展状况	(173)
(二) 墨西哥、巴西两国职业教育发展状况	(176)
(三) 墨西哥、巴西两国私立教育发展状况	(177)
(四) 墨西哥、巴西两国教育发展政策的启示	(179)
十二、法国、意大利的高等教育管理制度及其政策	(182)
法国高等教育制度的特点	(182)
(一) 法国高等教育现状及机构特点	(182)
(二) 法国高等教育宏观管理体制的若干特色	(184)
(三) 法国大学内部管理的有关特色	(186)
(四) 近年来法国高等教育改革与发展轨迹	(187)
意大利高等教育管理	(188)
(一) 意大利高等教育的法律基础	(188)
(二) 意大利高等教育的历史沿革	(188)
(三) 意大利高等教育的管理和协调机构	(190)
(四) 意大利的大学组织	(190)
(五) 意大利的大学学制	(193)
对我国高等教育改革的一些启发	(196)
十三、国际教育服务贸易的最新进展及相关政策	(198)
(一) 开展跨境高等教育研究的必要性	(198)
(二) 亚太地区高等教育跨境提供的特点	(199)
(三) 国际层面对跨境高等教育的研究	(200)
(四) 有关跨境教育不同的理念和政策目标	(201)
(五) 服务贸易总协定与教育之间的联系	(202)
(六) 关于《高等教育跨境提供质量保障纲要》(草案)	(202)
后 记	(204)

CONTENTS

REVIEW OF CURRENT SITUATION OF EDUCATION IN CHINA

I . Development of China's Education in 2004	(3)
1. Socio-Economic Situation and Policy Environment in China in 2004	(3)
2. Status of China's Educational Development in 2004	(5)
II . New Progress of Vocational Education in 2004	(12)
1. Better Understanding the Significance of Vocational Education	(13)
2. Better Improving Vocational Education Course	(15)
3. Opening up A New Prospect for Vocational Education	(19)
III . The Macro-Background of Educational Development and Prospect during the Period of the Eleventh Five-Year Plan	(24)
1. Socio-Economic Situation's Demand and Effect on Education in the Coming 5 – 15 Years	(24)
2. Preliminary Evaluation of the Development of China's Education during the Period of the Tenth Five-Year Plan	(37)
3. Prospect on Development and Policy of China's Education during the Period of the Eleventh Five-Year Plan	(46)

NEW VIEWS OF CHINA'S EDUCATIONAL POLICY

IV . Development of Higher Education and Financial Policy: China's Experience and Global Views	
— A Summary of International Seminar Convened by China's MOE and OECD	(59)
1. Issues of Development of Higher Education and Financial Policy: Global Background and China's Practice	(60)

2. Labour market and Development of Higher Education	(62)
3. Quality Assessment on A Diversified Higher Education System	(64)
4. Optimising Governmental Financing Policies for Higher Education	(66)
5. Trend of Attracting Diverse Sources of Funding	(69)
6. Seminar Conclusion and Prospect on Future Cooperation	(72)
V. Taking Provisional and Radical Measures for Comprehensive Governance: Further to Regulate the Charge System of Education	(74)
1. An Overall Review on Regulating the Charge System of Education within China ...	(74)
2. Recently General Situation and Main Features of the Unreasonable Charge for Education	(79)
3. Analysis in the Motivation and Reasons of the Unreasonable Charge for Education	(81)
4. Countermeasures to Improve and Rectify the Unreasonable Charge and to Regulate the Charge System	(88)
VI. Innovation Pilot of Higher Educational System: Development of Independent Colleges	(93)
1. General Judge of the Situation of Independent Colleges	(93)
2. Background Analysis in the Creation of Independent Colleges	(97)
3. Peculiarities and Effect of Development of Independent Colleges	(98)
4. Problems Existed in Development of Independent Colleges	(101)
5. Efforts Engaged in Promoting Healthy Development of Independent Colleges	(102)
VII. Policy Issues about Educational Development in Progress of Urbanization	(108)
1. Macro Background of Urbanization in the Word Wide	(109)
2. Progress of China's Urbanization and Its Effect on Educational Development	(112)
3. Educational Problems for Floating Population and Current Educational Policy in Progress of Urbanization	(118)
4. Suggestions on Educational Policy in Progress of China's Urbanization	(130)
VIII. Analysis in the Problems about Female Teachers and Substitute Teacher in Primary and Secondary Schools in China's Rural Areas	(134)
1. Problems and Challenges Faced by the Female Teachers in Primary and Secondary Schools in China's Rural Areas	(134)
2. Analysis in the Problems about the Substitute Teachers in Some Regions of China	(143)

POLICY TRENDS OF WORLDWIDE EDUCATION

IX. Strategic Plan for University Development in the 21st Century and Its Reform Trend	
— A Summary of the Second Session of Chinese-Foreign University Presidents Forum	
.....	(151)
1. Strategic Choices for University Development	(152)
2. Innovative Thinking of University Management	(154)
3. Broad Vision of Teaching in University	(155)
4. New Bound of Scientific Research in University	(157)
5. New Way to Social Services from University	(158)
6. Global Challenges Tackled by University	(160)
X. Challenges Faced by Basic Education and Its Trends and Priorities in the World	
— Explaining the Documents from the 47 th Session of International Education	
Conference of UNESCO	(162)
1. Challenges Faced by Basic Education in the World	(162)
2. Trends of Educational Development	(164)
3. Actions for Priorities	(167)
XI. Educational Development and Public Policies in Mexico and Brazil	(173)
1. Situation of Compulsory Education in Mexico and Brazil	(173)
2. Situation of Vocational Education in Mexico and Brazil	(176)
3. Situation of Private Education in Mexico and Brazil	(177)
4. Revelation from Development of Educational Policies in Mexico and Brazil	(179)
XII. Administration System of Higher Education and Policies in France and Italy	(182)
Features of the System of Higher Education in France	(182)
1. Present Situation of Higher Education and Features of HEIs in France	(182)
2. Features of Macro Administration System of Higher Education in France	(184)
3. Features of Internal Management System of French HEIs	(186)
4. Reform of Higher Education in France and Development Track in Recent Years ...	(187)
Administration of Higher Education in Italy	(188)
1. Legal Base for Higher Education in Italy	(188)
2. Brief History of Higher Education in Italy	(188)
3. Administration of Higher Education and Coordinating Agencies in Italy	(190)
4. Main Institutional Bodies in Italy	(190)
5. The University System in Italy	(193)
Enlightenment to the Reform of Higher Education in China	(196)

XIII. New Progress in International Trade of Educational Services and Relevant Policies	(198)
1. Necessities to Study Cross-border Higher Education	(198)
2. Characteristics of Cross-border Provision of Higher Education in the Asian-Pacific Areas	(199)
3. Worldwide Study in Cross-border Provision of Higher Education	(200)
4. Different Notions and Policy Targets about Cross-border Provision	(201)
5. Relation between the General Agreement of Trade Services and Education	(202)
6. <i>Guideline for Quality Provision on Cross-border Higher Education</i> (Draft)	(202)
Postscript	(204)

2005 年中国教育绿皮书

中国教育现状述评

*Review of Current Situation
of Education in China*

