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The Reforms of Secondary Education in China

Chen Yangbin

"No part of China’s educational system has undergone more deep-going reforms since 1976 than secondary education".\(^1\) This article tries to review the changes, achievements, and challenges affecting Chinese secondary education since the launch of the “reform and open-up policy” in the late 1970s.

Secondary education can narrowly refer to general junior and senior secondary schools under the national basic education system.\(^2\) It can also broadly mean the entire educational system between primary education and tertiary education, including both regular training and adult training. Moreover, a middle-of-the-road usage refers to regular secondary education, which covers: 1) specialised secondary schools (secondary technical schools and teacher training schools); 2) skilled worker schools; 3) vocational secondary schools (junior and senior); 4) general secondary schools (junior and senior); 5) secondary schools or classes for special education; and 6) correctional work-study school for juvenile delinquents.

Specifically, this article focuses on general secondary education and the regular secondary, vocational and technical schools, as these two elements form the main body of Chinese secondary education. The basic structure of current, general secondary education consists of a six-year program that includes three years of junior and three years of senior school. In essence, both are under the basic education system, but only junior schooling is part of the compulsory education system. The objectives of junior and senior schools are quite different. “Junior secondary school further enhances the cultural and scientific knowledge of the student, and his or her psychical, moral and physical development after primary school. It prepares him or her for enrolment in higher level institutions or for employment.”\(^3\) The objectives of senior school, on the other hand, are two-fold: “One is

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从1976年以来，中国中等教育经历了不断的改革，其深远程度超过了其它任何一部分教育系统的改革。”（1）本文试图简要总结20世纪70年代末以来的中国中等教育改革所经历的变革，所取得的成就以及所面临的主要挑战。

狭义而言，中等教育是在国家基础教育体系下的普通初中和高中学校教育。（2）它也可以宽泛地涵盖初等教育和高等教育之间的整个教育体系，包括普通中学教育和成人中学教育。此外，在一般意义上，它通常也指代普通中学教育，其中包括:

1. 专门的中等学校（中等技术学校和师范学校）;
2. 技校;
3. 职业中学（初级和高级）;
4. 普通中学（初中和高中）;
5. 中等特殊教育学校，以及
6. 工读学校。

由于篇幅的限制，本文侧重于论述普通中学和普通中等职业技术教育。因为它们构成了中国中等教育的主要部分。当前中等教育的基本结构包括六年的课程，即三年的初中和三年的高中教育。它们在性质上都属于基础教育体系的组成部分，而且初中属于义务教育体系。初中和高中的目标有所不同。“初中教育是在小学教育的基础上，进一步提高学生文化和科学水平。促进德智体的发展。它为学生就读高一级学校和就业做准备。”（3）与此同

时，高中教育的目的有两方面:“一是为一部分学生进入高等教育院校做准备，另外是为另一部分学生中学毕业后的就业提供职业和技术的培训。”（4）

本文首先辨明了从毛泽东时代到邓小平时代中等教育所面临的不同社会背景。然后，阐述了20世纪70年代末以来的不同发展阶段，以及数量与质量的变化。最后，文章分析了中等教育目前和未来面临的结构和文化方面的挑战。

背景:从毛泽东到邓小平的教育理念

中国共产党在1978年12月举行的十一届三中全会是一个里程碑式的会议，它标志了国家政策从政治斗争转向社会主义现代化的建设。它通常也被视为中国中等教育发展的战略转折点。1978年以前，突出阶级斗争的毛泽东的教育思想主导中等教育的发展。1978年之后在邓小平的领导下，中等教育的方向转向了为国家经济发展服务。

毛泽东教育思想的政治特性很清楚地体现在他1957年提出的教育方针里。"教育必须为无产阶级政

1. 章诗人（Stig Thøgersen），《毛泽东时代之后的中国中等教育：改革与社会冲突》，阿赫斯（Aarhus），阿赫斯大学出版社，1990年，第11页。
3. 石一鸣主编，《中国教育类别与结构的研究》，上海，上海教育出版社，1999年，第25页。
4. 同上。
to allow some students to be admitted to tertiary education institutions. The other is to develop the vocational and technical skills of some students for after their graduation.\(^{(4)}\)

We analyse first the social context underlying the expansion of secondary education from Mao Zedong's to Deng Xiaoping's era. We then detail the key developmental stages of the quantitative and qualitative changes that have taken place since the late 1970s. And we finally analyse the structural and cultural challenges facing secondary education today.

Contextual changes
The Third Plenum of the Eleventh National Party Congress of the Central Committee of the Chinese Communist Party (CCP) held in December 1978 marked a milestone of drastic changes in national policies, departing from political conflicts to enter an era of socialist modernisation. It is also commonly accepted as the turning point for the strategies guiding the transformation of secondary education in China. Before 1978, Mao's ideology

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治服务，必须和劳动生产者结合起来。”(5)这一方针贯穿了从1949年至1978年间社会主义建设和发展整个历史时期。在主要的历史事件中它都发挥了作用。例如改造知识分子思想、学习苏联的经验、大跃进运动以及文化大革命。毛泽东认为，“社会主义改造包括两个方面，有社会制度的改造和人的改造。”在改造的过程中，“学校教育和文学都属于意识形态和社会上层建筑，都是具有阶级性的。”(6)

当邓小平重返政坛时，非常巧合的是，他的首要工作就是关于科学和教育的发展。他的教育思想非常清晰地反映在他的两条脍炙人口的口号中。1977年，他号召“尊重知识、尊重人才”，这一口号扭转了对知识分子、研究人员和教师的国家态度。另一条口号在1983年提出，更加与中等教育相关：“教育必须面向现代化、面向世界和面向未来。”(7)“三个面向”强调了新的社会和经济发展、世界观和历史视角。它们和毛泽东的政治观念显然不同。自此之后，“三个面向”被视作指导中等教育改革的战略方针。

这场社会背景的转变涉及到两个核心价值观的改变：即如何看待知识份子和教育的价值观。毛泽东处于旧中国和社会主义新中国转变的历史阶段，他担心资产阶级知识分子危害社会主义统治，因此试图改变他们的思想观念。教育也自然成为一种改造思想的有效工具。对比而言，邓小平的时代连接了初步建成的社会主义制度和现代化的中国社会。他采取了一种实用主义的态度对待知识分子和教育。因为他认识到，“科学技术也是第一生产力。”(8)具体到中等教育发展，毛泽东时代已经初步建立了一套低标准但是平等的中等教育体系。邓小平更多的是期望中等教育能够培训更多的人力资本，以促进国家的改革和开放。因此，在他的时代，中等教育实施了义务教育的普及工程，以及扩张中等职业学校教育。

历史：中等教育改革的四个主要阶段

从1978年到1998年，中国中等教育改革的历程一般可以划分为三个主要历史阶段。(9)

第一阶段是1978年到1984年，是针对文化大革命期间的教育政策和实践的调整阶段。这个阶段的主要工作包括：开发和实施新的国家中等学校课程，改革教育结构，
regarding secondary education relied heavily on class struggle. After 1978, under Deng’s rule, it was re-oriented to serve the economic development of the nation.

The political significance of Mao’s educational ideology appeared clearly in the guidelines drafted in 1957: “Education must serve the political aims of the proletariat, and must integrate with the productive forces.” (5) These guidelines were, in fact, at the heart of socialist reconstruction and development from 1949 up to 1978. They played a crucial role in the major phases of China’s transformation during the past 50 years, starting with the remoulding of the intelligentsia, the inspiration derived from the experience of the Soviet Union, the Great Leap Forward, and of course the Cultural Revolution. Mao remarked, “Socialist reconstruction comprises two aspects, the reconstruction of the social system and the reconstruction of the people.” In this reconstruction process, “school education and arts both are ideologies and social superstructures, and are by nature tightly linked to social classes.” (6)

Upon his return to power, Deng Xiaoping had among his first responsibilities the improvement and development of science and education. His ideological perspective on education is clearly reflected in two well-known sentences. One pronounced in 1977, in which he called on everybody “to respect knowledge and talents,” thus re-orienting the relationship of the whole country with its intellectuals, researchers and teachers. And in another sentence, this time more concerned with education proper, he spelled out in 1983: “Education must turn its face towards modernisation, towards the world and the future.” (7) The “three towards” (san ge mianxiang) put an emphasis on social and economic development, a world vision, and a historical perspective on the development of education that were quite distant from Mao Zedong’s highly political standpoint. Since then, these have been canonised as the strategic guidelines for human development and, in particular, secondary education reform.

Behind the shift lay two core value changes: the way the Chinese intelligentsia was considered, and the value attached to education. Mao stood at the crossroads of old China and the new socialist China, and was fearful that the intelligentsia might endanger the socialist regime, and thus he tried to change its mindset. Education then served as an effective institutional tool. In contrast, Deng’s rule vied to modernise the newly built socialist system. He adopted a more pragmatic approach towards intellectuals and education, and acknowledged that “science also [was] the first productivity.” (8) As regards secondary education,

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7. Ibid., p. 432.
增加中等职业教育学校，以及恢复中等教育督导制度。

1985 年到 1992 年的第二阶段也是国家重大教育改革的开始阶段。指导方针是“中共中央教育改革的决定”。其中一项关键的措施就是从 1986 年开始实施义务教育法。根据教育分权的原则，地方政府，特别是乡镇政府负责发展九年制义务教育的工作（其中包括三年初中）。根据国家不同地区的不同发展水平，义务教育的实施采取了务实的和因地制宜的时间表和目标。

从 1993 年到 1998 年的第三个阶段是深化中等教育改革的时期。为了纠正 80 年代末期出现的保守思想，邓小平在 1992 年南巡广东，号召进一步发展社会主义市场经济制度。他的解放思想推动了一项新的教育政策在 1993 年出台。“中国教育改革和发展纲要”标志着一个教育改革的新历史阶段。其中关于中等教育的项目有义务教育和中等职业教育的发展。该纲要提出了在 20 世纪末期在全国 85% 的人口中普及义务教育的目标。此外，它还继续推动中等职业教育的发展，为经济的持续增长提供熟练的劳动力。

除了以上三个阶段，本文认为从 20 世纪 90 年代末到目前可以被视为第四个阶段。这个阶段涵盖当前 21 世纪的教育改革。它以在 1999 年颁布的“面向 21 世纪的教育发展战略纲要”为标志。^{10} 中央政府高度认识科学和教育对国家振兴的作用。有关中等教育的主要内容有：在 2010 年的时候，在城市和经济发达地区普及高中教育，提出了跨世纪素质教育工程，以及提高教师专业素质的工程。

变化：1978 年以来中等教育的数量与质量的发展

中等教育的变化显示在数量上和质量上。

数据的变化。关于数量的发展，本文主要分析在校学生数量和学校数量的数据。首先，图 1 表明了从 1978 年到 2002 年的中等学校在校生数量的信息：

- 总体上看，除了 1983 年和 1989 年之间的波动状态，中等教育在校生数量处于增长状态。
- 在中等学校，在校生于 1978 年达到高峰，因为当时普通中等教育刚刚处于全国范围的大革命后的恢复状况。因为开始实施了义务教育法，所以其后数量一直减少，直到 1985 年才出现上升的转机。随后在校生数量达到四千万人，但是 1985 年到 1993 之间又出现了小幅度的波动。这段期
Mao's time saw the establishment of a standard and unified secondary educational system. As Deng was expecting to develop better trained "human capital" nationwide in order to facilitate the opening-up and reform policy, his era saw the implementation of compulsory education programmes and the expansion of secondary vocational schools.

The key stages of secondary education reform
Between 1978 and 1998, we can distinguish three key stages in the reform process of secondary education in China.\(^9\)

The first stage lasted from 1978 to 1984, and was merely a period of adjustment for the policies and practices inherited from the Cultural Revolution. The major programmes included: the development and implementation of the new national standard secondary school curricula, structural change to accommodate more vocational secondary schools, and the restoration of the secondary education supervision system.

The second stage, from 1985 to 1992, corresponded to the start of the intensive national reform of education that was initiated by the "Chinese Communist Party's Decisions on Educational Reform". One of its landmarks was the implementation of the law on compulsory education in 1986. In line with the principle of the decentralisation of education, local governments, especially rural township governments, were made responsible for undertaking the nine-year compulsory education programme (including three-years of junior secondary school). Pragmatism was to be the key word: varied agendas and flexible goals for the implementation were adopted in order to take into consideration the differences in the level of development between different areas.

The third stage extended from 1993 to 1998 and saw the deepening of the reform. To counter-balance the resurgence of conservative forces in the late 1980s, Deng visited Guangdong in 1992 to call for a fostering of the socialist market economy. His advocacy of liberalism once again allowed the launching of a new educational policy, "The Outline of China's Education Reform and Development" in 1993, later hailed as a turning point in the reform of national education. As far as secondary education is concerned, it extended compulsory education and vocational schooling. The Outline set the goal of making compulsory education universal for up to 85% of the population by the end of the twentieth century. Vocational secondary education was also meant to accelerate in order to provide the skilled workforce of which the booming economy was in dire need.

The fourth stage started at the end of the 1990s and continues into the present. It began with the policy of "The Action Plan for Educational Development in the 21st

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间出现了严重的中学生辍学的现象，因为在市场经济的初期，家长的教育投资回报远远低于让辍学中学生直接参与商业活动的收益。接下来，新的人口高峰，义务教育的深入发展和经济持续发展等因素又促使在校生数量继续增长。

- 在普通高中方面，在校生数量的变化呈现相类似的趋势。1993 年后的增长幅度稍微低于初中生的增长幅度。2002 年出现的 1683 万的高峰数量预示着高中教育处于快速增长的时期。


关于学校数量的图 2 显示：

Century" of 1999. Science and education were deemed crucial for national rejuvenation. The key programmes relevant to secondary education include: universal provision of senior secondary education in urban and wealthy areas by 2010, implementation of a trans-century quality education programme, and improvement of the professional qualifications of the teachers.

Quantitative and qualitative development of secondary education since 1978
Changes in the development of secondary education were both quantitative and qualitative.

The quantitative changes
Quantitatively, we mainly analysed student enrolment and the number of schools. Figure 1 on secondary school enrolment from 1978 to 2002 suggests the following points:

- Regarding overall enrolment, the figures kept growing throughout the period, except for a fluctuation between 1983 and 1989.
- In junior schools, enrolment started with a peak number in 1978 when general secondary education was restored nationwide after the Cultural Revolution. While it decreased in the following years, 1985 was an upward turning point because of the implementation of the law on compulsory education. Later on, a slight fluctuation appeared between 1985 and 1993, with the number of students stabilising around 40 million. This period was characterised by the worrying phenomenon of student dropouts, and the benefits from an investment in education being downplayed when compared to the easy gains to be made in business in the early years of the move toward a market economy. After that, a growing population, further implementation of compulsory education and economic development kept the enrolment figures going up again.
- In general senior schools, the pattern of enrolment changes was the same. The level of growth after 1993 was, nonetheless, slightly lower than the rate of junior school enrolments. A peak number of 16.83 million students in 2002 was a good indicator that senior secondary education had been increasing rapidly.
- In secondary vocational and technical schools, enrolments grew steadily between 1978 and 1998. In 1978, the number of students in these schools was only 1.27 million, and reached a peak of 12.21 million in 1998. From then onwards, enrolment was steady with minor fluctuations up to 2002. The difference between vocational and technical

从1978年到2002年间，中等学校的总数量在减少。考虑到以上在校生数量的增长趋势，平均学校在校生数量也处于增长状况。这种对比暗示了学校的效益提高。

基本上，普通高中和初中学校数量都在缩减。初级中学数量在1995-2002年之间出现了轻微的上下波动。高中数量在同期则体现出幅度不大的持续的增长。这说明社会对高中学校的需求正在增长。

1978年到1995年间职业和技术中学经历了明显的增长。此外，职业和技术学校的总数量的增加值主要来自中等职业学校数量的增加。1995年到1997年，职业和技术学校的数量处于稳定状态。

1997年到2002年间，职业和技术中学的数量出现了急剧的下降。但是，图1显示这些类型学校的在校生数量只有轻微的波动。通过两者之间的比较可以发现有意义的结果。首先，不同于普通中学，中等职业和
school enrolments and senior secondary schools enrolments was only 8.2% in 1978. Between 1992 and 1999, vocational and technical schooling exceeded general senior secondary schooling. This structural reshaping is a direct result of the policy changes of the 1980s, with vocational and technical training being strongly advocated since 1978. Figure 2, on the evolution of the number of schools, shows that:

- The total number of secondary schools decreased from 1978 to 2002. Considering the above growth trends, the average enrolment per school thus significantly increased. This implies that, in most cases, school effectiveness must have been improving.

- Overall, both the number of general senior and junior secondary schools shrunk. While junior secondary schools followed light ups and downs from 1995 to 2002, the number of senior secondary schools grew slightly but steadily during the same period. This is a clear indication that demand for senior secondary schooling has been on the rise.

Figure 3, on the evolution of the number of vocational and technical schools, indicates that:

- From 1978 to 1995 there was a significant increase in the number of vocational and technical schools. Moreover, the growing number of secondary vocational schools was the main contributor to the overall increase. From 1995 to 1997, this number, however, was stable.

- After 1997 and up to 2002, there was a sharp decline in the number of vocational and technical schools. Nevertheless, as suggested by Figure 1, enrolment in these schools declined only slightly. What, then, does this mean? Firstly, that, unlike general secondary schools, secondary vocational and technical schools are more dependent on the market economy absorbing their graduates. And, secondly, that school effectiveness was improved because of the increase of average school enrolment.

- Only the number of secondary teacher training schools steadily declined from 1978 to 2002. They used to train primary school teachers, but were gradually dismantled or merged into tertiary teacher training institutions, as the qualifications of primary school teachers were enhanced.

When compared internationally, secondary education in China looks pretty good. Regarding the gross secondary education enrolment rate, the world average jumped from 48.5% in 1985 to 58.1% in 1995. In the meantime, Chinese rates respectively rose from 39.7% to 66.6%. However, when compared with more developed countries, such as those of the European Union (enrolment rate of 111.4% on average), the gap is still undeniable. (11)

All in all, since the launching of the reforms in 1978, student enrolments have been increasing—particularly in senior secondary schools—, secondary vocational school enrol-

技术学校更容易受到市场经济的冲击，市场发展特性决定了接受职业和技术学校毕业生的数量。其次，因为在校生数量增加了，职业和技术学校效益得以提高。

- 从1978年到2002年，只有中等师范学校的数量一直在减少。该类学校原来是培养小学教师的，但是逐步被解散或者合并到高等师范院校中，因为小学的师资水平的要求也相应提高了。

通过国际比较，中国中等教育也是取得了令人瞩目的发展成就。在中等学校毛入学率上，世界平均水平从1985年的48.5%增长到了1995年的58.1%。与此同时，中国的相应比率是39.7%和66.6%。但是，与发达国家相比较，例如欧洲国家的111.4%的中学毛入学率，中国中等教育仍然有很大的差距。 (11)

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11. 国家教育发展研究中心，《2000年中国教育绿皮书》，北京：教育科学出版社，2000年，第53页。
ment has gone up dramatically, and, finally, the overall number of schools has gone down. All these figures thus suggest that secondary education in China has undergone changes equally in scale, structure, and level of development.

The main qualitative changes
The reforms affecting the overall orientation of education, curriculum and management are the most noteworthy.

From examination oriented education to quality education

Quality education was officially proposed in “The Outline of China’s Education Reform and Development’ of 1993. The intent was that “primary and secondary schools should move from an examination-oriented education towards an education, by and large, aiming at improving the level of the population.” (12) Although quality education has been a popular theme in recent years, its meaning is still hotly debated. It is usually regarded as a process that should follow a steady and lightly incremental progress, as a kind of educational ideal that aims at the overall development of the students, and as some sort of educational value that insists on student-centred, humanistic and personal development. Finally, it emphasises and nurtures creativity and experience for the students.

It is also essential to consider the opposite approach, namely that of examination-oriented education, if one intends to clearly understand quality education. The educational context for the emergence of quality education is that of Chinese primary and secondary students having long suffered from the excessive burden of academic activities. These activities are meant to prepare the students solely for the examinations present at all levels of school admission (there is even an admission exam between junior and senior secondary schools). Consequently, students are deprived of physical activities and other forms of atheistic, moral, or manual education. A striking piece of data revealed in 1995 that students suffering from myopia account for 55.22 % of all junior secondary students, and 79.34% of all senior secondary students in urban areas. (13) It is so serious, in fact, that it has become a social rather than a family problem for the individual child and truly a school problem for the individual student.

It is ironic that history somehow repeats itself. Early in the 1960s, Mao had already called for a lightening of the academic burden affecting secondary students. Although the social and historical contexts are different, the over-burdening of students is derived from the exact same Confucian learning tradition, one that is characterised by sedentary and hardworking learning in order to prepare for the examinations. Besides, there is a growing


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总而言之，1978 年以来的改革表明，中等学校的在校生数量持续增长，尤其是高级中学的在校生数量。中等职业教育学校的在校生数量也急剧上升。整体而言，中等学校的数量在减少。所有的数据都说明中国中等教育经历了规模、结构和发展水平方面的显著变化。

主要的质量方面的变化，在质量的方面，最令人关注的的变化体现在中等教育方针、课程和管理三个方面。

从应试教育到素质教育。素质教育政策正是在 1993 的“中国教育改革和发展纲要”中提出来的。它首先提出，“小学和中学教育应该从应试教育转向全面提高国民素质的目标。”尽管素质教育是近年来一个广为流传的词语，社会各界对它的理解还是处于激烈争论之中。一般而言，素质教育可以被视为一种过程，强调学生稳定的进步；一种教育理念，旨在促进学生的全面发展；一种教育价值观，强调学生中心，人文主义和个性发展。最后，它还着重培养学生的创新意识和实践能力。

为了清楚地理解素质教育的概念，我们有必要也了解它的对应概念：应试教育。产生素质教育观念的教育背景是，中国中小学生长期以来承受了过重的学业负担。这些学业活动都只为各个阶段的升学入学考试而服务（例如，初中毕业生进入高中的入学考试）。因此，学生被剥夺了体育和美育、德育和劳动教育的发展。一项在 1995 年进行的调查揭示了触目惊心的发现，所有城市初中生中有 55.22% 的人有近视问题，79.34% 的高中学生有近视问题。这些问题如此严重，以至于它已经成为普遍的社会问题，而不仅仅是个别家庭中的个别儿童的问题，或者是个别学生的问题。

让人意味深长的是，历史总是在某种程度上反复发生。早在 20 世纪 60 年代，毛泽东已经号召为中学生减少学业负担。虽然社会和历史的背景已经发生了变化，问题的重演都表明了中等教育深受儒家的学习传统影响，强调了安静和勤奋的学习精神，以及为了考试做准备的学习态度。另外，这些年来一个持续的矛盾也可以解释历史的重演。由于中学生数量庞大，有限的教育供给和膨胀的教育需求之间一直出现了巨大的矛盾。学生们不得不参加激烈的考试竞争，从而期望能够录取到重点的高中和大学里。

课程改革：学科知识中心到学生和活动中心。作为中学素质教育改革的核心部分，中学课程也经历了明显的变化。从以前的以学科知识为中心转变到以学生和活动

12. 金一鸣，2000 年，第 568 页。
13. 杨九俊，著，《挑战与对策：基础教育改革论》，南京，江苏教育出版社，2002 年，第 204 页。
dilemma between the limited educational supply and the swelling educational demand aggravated by the huge population of secondary students: students have been forced to compete fiercely for admission into key senior secondary schools and universities.  

From knowledge-centred education to student- and activities-centred education

As a core part of quality education reform in secondary schools, the curriculum has also undergone a significant renovation from one solely focused on subjects/knowledge to one revolving around the students themselves and their activities. Inspired by the Soviet model, the past curriculum had various and far-reaching biases: it over-emphasised the transmission of knowledge and skill training, it centred on subject knowledge, neglecting the life experiences of students, and aimed education at performing a social selection function. It was also highly centralised and standardised as regards curriculum management. (14)

The major curriculum reforms after 1978 happened in 1985 and 1992, both providing the curriculum for compulsory education. In 2001, the Ministry of Education issued the “Guidelines for the Reform of Basic Education Curriculum (Trial Version)” that caused evident changes. It was the first time a comprehensive curriculum reform for secondary education had occurred nationwide. Several points deserve to be highlighted. First, it focused on students, and vied for a fuller integration of knowledge content, student life and society. Second, it stressed moral and ethical education, especially for junior secondary students. Third, it streamlined the fundamental knowledge subjects and the core concepts and principles in order to lighten the pressure on students’ shoulders. Fourth, it set up for the first time the idea of integrated courses. Fifth, it prioritised information technology courses in order to get closer to the advanced technologies of the world. Sixth and lastly, it decentralised curriculum management by creating a three-level curriculum architecture: national, local and school-based. (15)

Decentralisation of secondary education management and its fluctuations

The crucial element in secondary education management is the educational funding system. In 1986, with the implementation of the law on compulsory education, the funding system began to be decentralised, down to the bottom township governments—China’s grass root government level. It is commonly referred as the principle of local governments catering for local schools (primary and junior secondary schools). The funds were mainly derived from a township educational surcharge.

In 2001, this radical approach to decentralisation changed slightly. The State Council issued the “Decisions on the Reform and Development of Basic Education”, which brought

1978 年之后的重大课程改革主要发生在 1985 年和 1992 年，都是与义务教育课程相关。在 2001 年，教育部颁布了“基础教育课程改革方案（试行版）”，开始了规模宏大的课程改革行动。这是第一次在全国范围内实施的综合的中学课程改革。以下几点是值得关注的。第一，新课程以学生为中心，并且整合了学科内容、学生和社会的知识。第二，它强调道德和伦理教育，尤其是初中学生的德育。第三，它简化的学科知识、概念与原理，因此减轻了学生的负担。第四，它首次开设了综合课程的观念。第五，为了紧跟世界科技发展潮流，它突出了信息技术课程。最后它采取了课程分权的管理，新的三级课程管理包括国家课程、地方课程和校本课程。（15）

14. 程方平与毛祖模：《中国教育问题报告：八十年代中国教育的现实问题与基本对策》，北京：中国社会科学出版社，2002 年，第 168 页。
15. 杨九俊，2002 年，第 152-160 页。

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a change in the rural secondary schools funding system: “Under the leadership of the State Council, local governments are responsible for the management of rural compulsory education. Different levels of governments are in charge of different levels of compulsory education. The county governments act as the main body of the compulsory education management.” (16) In the meantime, the township educational surcharge had been officially brought to a halt in order to relieve the peasants of this financial burden. (17) The lowest administrative authority regarding secondary schooling had in effect been “elevated” from township to county level.

The path followed by the secondary school funding system followed a basic trend of decentralisation with a minor fluctuation, from national down to township and then up to county government. While it had extensively mobilised local communities to invest in local secondary schools, it had also provoked arduous problems of funding shortages in rural schools (for example, arrears of unpaid teachers salaries had become a national phenomenon), rural township governments being financially weak. (18) Although funding responsibility was later moved to the higher level of the county, the financial capacity of this echelon of government also greatly varies and the secondary school funding gap between counties of unequal levels of development has continued to widen.

Structural and cultural challenges facing the reform of secondary education
Although secondary education in China has developed substantially since 1978, it still has to cope with numerous challenges during the reform process. The functions of secondary education have been defined in numerous ways. (19) Nevertheless, they can be brought together in two streams: one insisting on social/class reproduction among students, and another one stressing the cultural aspects of national integration. Along with this analytical dichotomy, we wish to highlight the structural challenge of the widening gap between unevenly developed localities and the cultural challenge of ethnic minority secondary education.

Widening gaps between west-east and rural-urban
With the rise of the socialist market economy, economic and social inequalities have broadened due to the phasing out of the highly centralised and nationally planned economy. The widening gaps in education levels are to be found between areas, social classes,
中等教育管理的分权和波动。中等教育管理的根本问题是关于教育经费的问题。从 1986 年开始实施义务教育法，中等教育的经费管理已经分权到了中国最基层的乡镇政府。基本的原则是地方政府负责地方学校（小学和初中）。主要的经费来源是乡镇的教育附加费。

在 2001 年，这种极端的教育分权管理得到了适当的纠正。国务院颁布的“关于基础教育改革与发展的决定”，在乡镇中学教育经费问题上引发了变化。“在国务院的领导下，地方政府负责农村义务教育的发展。不同层次政府负责不同层次的义务教育发展。县一级政府担负起发展基础教育的主要责任。”（16）为了减轻农民的财政负担，乡镇教育附加费被正式取消了。（17）总之，最低一层的教育管理部门已经从乡镇政府提升到了县级政府部门。

中学教育经费的管理制度变化基本体现出了分权和变动的特征。它经历了从中央政府到乡镇政府然后又到县级政府的过程。分权的管理极大程度上调动了地方社区投资地方中学的积极性。但是，由于乡镇政府财力的普遍薄弱，它也造成了农村学校的经费短缺（例如全国范围的教师工资拖欠的问题）。（18）现在尽管教育经费责任已经被提升到了更高一层的县级政府部门，他们的财政能力也还是具有极大的差别，因此，不同经济发展水平地区之间的中学教育投入差距仍然将继续下去。

讨论：中等教育改革的主要结构与文化的挑战

虽然中国的中等教育从 1978 年以来已经取得了重大的发展成就，在改革进程中，它也遇到了许多挑战。学术界对中等教育的功能有不同的认识。（19）但它们可以被归纳为两大类：社会结构方面的学生的阶层复制功能，以及文化方面的国家融合的功能。根据这个分析框架，本文试图强调结构性方面的中等教育发展差距的问题，和文化方面的少数民中等教育的问题，因为这是本文认为中等教育面临的两个重大挑战。

来自结构方面的挑战：扩大的城乡差别与东西部差别。由于社会主义市场经济的的发展，以及随着原来高度集中的国家计划经济的退缩，不同地区的经济和社会发展差距不断扩大。而且，教育发展差距竟然超过了经济发展的差距，这种教育差距主要体现在不同的地区，社会阶层和民族，以及不同教育结构的内部。

一项全国性的研究发现，在不同地区之间、东西部初生均经费的比率在 2002 年是 3.39 倍，而在 1995 年只是 2.65 倍。同时，东西部
ethnic groups and within the educational structure. In many respects, these are even more apparent than in the economic realm.

Regarding the unevenness between areas, a recent national study has found that the average junior school student budget in the western part of the country was 3.39 times higher than in the eastern part in 2002, compared to “only” 2.65 times in 1995. Meanwhile, the west-east ratio of rural average household educational expenditure climbed from 3.71 times higher in 1995 to 3.88 times in 2002. The “educational gap” is therefore more apparent than the “economic gap”. (20)

The widening gap of uneven secondary schooling is also remarkable when it comes to the urban-rural division. While the urban-rural gap as regards the average household expenditure ratio was 1.9 in 1995 and 2.34 times higher in 2002, the gap between educational expenditures climbed respectively from 1.87 to 2.97. Furthermore, the urban-rural gap is even more patent in western areas. (21)

With the influx of rural migrant workers into cities, the educational gap between urban and rural areas has become more complicated and marred by other related problems, such as secondary education for rural migrant children in the cities or the lack of it in rural areas where the parents had left for the cities. It is estimated that there are a minimum of seven million migrant children in urban areas, and most of them are marginalised by the urban public secondary schools. (22) Even if they are lucky enough to be admitted in an urban school, they have to pay higher tuition fees because their hukou (household registration permit) is not valid in urban districts. Children of migrant workers who have stayed in their home villages are confronted on their part with the absence of parental care. They are more prone to academic failure and other social difficulties.

Generally speaking, the structural challenge is a matter of educational inequality. The liberalisation induced by the development of a market economy can often be blamed. Governments, at different levels, have insufficiently shouldered the responsibility of educational development. Stig Thøgersen remarked that Deng's “three towards” ideology de facto overlooked secondary education in rural areas and backward sectors. (23) Cheng Jieming also commented that the radical decentralisation of basic education management caused an exacerbation of education inequality. (24) The central government has recently acknowledged this problem and taken more action to close the gaps.

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21. Ibid.
农村家庭平均教育支出在 2002 年是 3.88 倍，在 1995 年只是 3.71 倍。教育方面的地区差距甚至超过经济发展的地区差距。 metropolitan areas.

城乡之间的差距也呈现了惊人的扩大趋势。在 1995 年城乡家庭平均支出的差距是 1.9 倍，到 2002 年扩大到了 2.34 倍。教育支出方面的城乡差距更大，1995 年是 1.87 倍，而 2002 年是 2.97 倍。此外，西部地区的城乡差距更加明显。（21）

随着农村劳动力流入城市地区，城乡之间的教育发展差距又卷土重来，其他更加复杂的问题，例如如何为流动人口子女提供中学教育，以及父母在城市打工而子女留守在农村中学的学生问题。有关统计估计目前至少有七百万农村流动人口子女生活在城市里，他们中的绝大教部分被公立的中学教育所拒绝。就算他们有幸能够就读城市中学，他们还将支付比他们城市同龄人更高的学费，因为他们户籍不归属于当地城市。那些农村留守的中学生也面临着父母管理问题，因此很容易出现学业失败和其他社会问题。

来自结构方面的挑战常被视为关于教育公平的问题。在市场经济状况下，政府缺乏承担足够的责任去发展教育，包括中等教育。曾诗弟（Stig Thagesen）认为邓小平的“三个面向”方针在实践中忽视了农村和落后地区的中等教育。（23）徐明也提出，基础教育管理的过度分权加剧了教育发展的不公平。近来，中央政府意识到问题的严重性，并且采取了更多的行动来缩小这些差距。

文化的挑战：中国在中学教育或国家融合问题。最近而言，中等教育文化方面的挑战是一个容易引起公众关注的明显问题。而中等教育文化方面的挑战，即来自少数民族的中学教育的问题，在中等教育的中学教育的问题，往往容易受到大众的忽视。

虽然中央政府从 1978 年以来已经采取了重大的优惠政策来发展少数民族中等教育，他们的学业成就一般来讲仍然低于主体的汉族人口。根据 1990 年的普查，在中国 14 个最大的民族 6 岁以上的人口中，除了满族和朝鲜族，其他 11 个人口中最大的少数民族在中等教育水平上都低于汉族或者国家平均水平。同样在高中教育方面，除了满族、朝鲜族和蒙古族外，另外 10 个人口最大的少数民族也低于汉族或者国家平均水平。（25）

20. 李剑，“我国教育差距的严重程度比经济差距更大”，载于《中国青年报》，http://edu.cyol.com/qb/edu/2005-06/05/content_1083054.htm（2005 年 6 月 5 日查阅），2005 年 6 月 5 日。
21. 同上。
22. 范方平与毛温祖主编，同前，第 147-151 页。
23. 曾诗弟（Stig Thagesen），同前，第 155 页。
24. 徐明明著，《中国教育改革：进展、局限、趋势》，香港、商务印书馆，1992 年，第 238 页。
25. 马继，着《中国少数民族教育事业的发展》，西北少数民族研究，1999 年，第 1 期，第 1-21 页。
The national integration of minority students in secondary schools

While the structural challenge sounds like a reality that draws much attention from the public, policymakers and researchers, the cultural challenge faced by ethnic minorities in secondary schools appears more muted.

Although the central government has implemented significant preferential policies for the secondary education of ethnic minorities since 1978, the educational achievement level of these minorities is still generally lower than the majority Han group (with only a few exceptions). According to the 1990 census, among the population aged over six years in the 13 largest non-Han ethnic groups, all except for the Manchus and Koreans had lower achievement levels than the Han in junior secondary education. Again, except for the Manchus, Koreans and Mongolians, the other ten largest minority groups had lower achievement levels than the Han in senior secondary education. (25)

Current national preferential policies for minority students attending secondary schools focus on quantitative aspects, such as extra funding support, lower university admission grades and special boarding schools. While it seems easier to close the quantitative gap for the minority students within the national secondary education framework, some other demands can be more difficult to handle, especially those pertaining to cultural issues: for example, the relationship between ethnic identities and Han nationalist education, minority language teaching and Han language teaching, minority religions, and ethnic culture and multiculturalism in the curriculum. (26)

THANKS to Deng Xiaoping’s principles of “respect knowledge and talents” and the “three towards”, secondary education has undergone dramatic changes since the late 1970s. The core value behind these changes was and continues to be “pragmatism”—directed towards economic development—, a clear break from Mao’s everlasting creed of “class struggle”. Intent and policies have often translated into achievements: the implementation of compulsory education and the expansion of technical and vocational education are the most obvious ones. However, problems such the patent widening of the development gap between regions and social strata, and the cultural peril posed to ethnic minorities have become difficult challenges and should be addressed effectively. ■

当前国家对少数民族中学生的优惠政策主要集中在数量发展方面，例如，特别的经费支持、优惠的大学入学录取分数、以及特殊的寄宿制中学等等。相对而言，在国家教育体系下，缩小少数民族和汉族之间的数量发展的差距似乎相对容易。与此同时，来自少数民族中学生文化的挑战也应该得到足够的重视。关键的问题包括在以下矛盾中：例如发展少数民族学生的民族认同和国民教育之间的矛盾，少数民族语言教学和汉语教学的矛盾，少数民族宗教和国家世俗教育之间的矛盾，以及民族文化课程、多元文化课程和国家标准课程之间的矛盾等等。（26）

从20世纪70年代末开始，根据邓小平“尊重知识，尊重人才”和“三个面向”的教育理念的指引下，中国中等教育经历了显著的变化。与毛泽东时代的一贯的阶级斗争的教育理念相比较，这些变化背后蕴含着一种为经济发展服务的实用主义的价值观。中国中等教育在过去二十多年中取得了重大的成就。其中尤为显著的是义务教育的实施和技术教育的扩展。与此同时，发展过程中出现的问题也是明显的。特别值得关注和被解决的问题包括不同地区和社会阶层之间持续扩大的的教育发展水平的差距，以及来自少数民族中等教育发展的文化方面的挑战等。■


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