

China's Policy Change of Secondary Vocational Education after Reform and Opening-up

Yong Zhan^{1, a}

¹School of Sichuan University, Chengdu, 610065, China

^am15290268271@163.com.

Abstract

Since the reform and opening up, the development of secondary vocational education in China has entered the period of connotation construction after the stage of adjustment, development, decline and revitalization. In line with the development stage of secondary vocational education, the policy focus of the state on secondary vocational education is also expanded from scale to quality priority. Its policy orientation is as follows: to serve the social and economic development, adhere to the people-oriented, constantly improve the school system, and build a modern vocational education system. In the future, secondary vocational education should start from strengthening the connection between middle and higher vocational education, perfecting the talent training system, innovating the management system, and building a modern vocational education system, so as to improve the internal attraction and realize the implicit development of secondary vocational education.

Keywords

Secondary vocational education; Development stage; Policy evolution.

1. Introduction

Vocational education and general education are two different types of education, are equally important in the modern education system [1]. Vocational education is a kind of education that provides a variety of choices in educational level, training objectives, educational subjects, educational forms and other aspects to meet the needs of various learning and development. This is not only the objective requirement of vocational education in the society, but also the essential attribute of vocational education. Vocational education in China includes primary vocational education, secondary vocational education and higher vocational education. Secondary vocational education is part of high school education, including secondary vocational and technical schools, vocational high schools, adult technical secondary schools, secondary technical schools, staff secondary professional schools, vocational secondary schools, higher vocational and technical schools, and secondary vocational schools in higher vocational schools. It exports modern technical personnel for the society, is in an important position in the whole education system, and is an important part of the national education cause. Reviewing the development and changes of China's secondary vocational education over the past 40 years since the reform and opening up is not only conducive to mastering the experience and lessons of secondary vocational education in the development process of secondary vocational education, but also conducive to help us re-examine the importance and development trend of secondary vocational education under the background of the new era.

2. Development Course of Secondary Vocational Education

Since the reform and opening up, our secondary vocational education ups and downs, after more than 40 years of wind and rain change, has initially established with primary vocational

education, higher vocational education system, training created a large number of qualified workers and highly skilled personnel, not only provides strong economic development of talent and intellectual support, also promote the social employment and stability. According to the stage characteristics and major policy events of the development of secondary vocational education in China, the development process of secondary vocational education in China can be divided into the secondary education adjustment stage (1978-1996), the landslide stage of secondary education (1997-2001), the secondary vocational education revitalization stage (2002-2009) and the connotation construction period of secondary vocational education (2010 to the present).

2.1. Stage of Adjustment and Development of Secondary Vocational Education (1978-1996)

At the early stage of the reform, the development of vocational education in China was weak. The secondary vocational schools were mainly composed of technical secondary schools and technical schools, and the structure of secondary vocational education showed a single situation. In 1978, the state proposed to "take into account the proportion of developing schools at all levels and of all types, especially expanding the proportion of agricultural middle schools, various secondary professional schools and technical schools." And then issued the report on secondary education structure reform, "on the additional development of urban and rural vocational and technical subsidies notice", "the decision of the central committee of the education system reform", "on the decision of vigorously develop vocational and technical education policy, adjust the development of secondary vocational education has become the focus of vocational education in China in this period. With the promotion and support of national policies, the development of secondary vocational education in China during this period showed the following characteristics: (1) the adjustment of secondary education structure. Through the policy of combining general education with vocational and technical education, reform the general high school curriculum and add vocational education courses; transform part of the general high schools into vocational schools and agricultural middle schools. (2) funding support. In 1983, in the opinions on the reform of urban secondary education structure and vocational education and the additional development of urban and rural vocational and technical subsidies notice pointed out that the central finance for education department vocational and technical education subsidies, should be planned and focused to reform the secondary education structure, actively support the development of urban and rural vocational and technical education. In 1985, the Decision of the CPC Central Committee on the Reform of the Education System made it clear that the previous method of directly allocating funds to schools should be changed, and the funds should be calculated according to the number of students, and special subsidies should be provided. At the same time, we will use domestic and foreign funds to arrange certain special vocational education loans for vocational middle schools to develop vocational and technical education. (3) has diversified school-running subjects. The report on the Structural Reform of Secondary Education pointed out that in accordance with the actual needs and the current development situation of vocational education, all walks of life are encouraged to hold vocational schools and strive to run and develop technical schools well. In the 1986 National Conference on Vocational and Technical Education, it was proposed to mobilize social forces and various schools in running schools and promote the development of vocational and technical education. In addition, the Vocational Education Law of the People's Republic of China promulgated and implemented in 1996 is a major milestone in the history of vocational education, marking that the development of vocational education has entered a new stage of having laws to follow and teaching according to law, and laid the basic framework for the modern vocational education system. The Vocational Education Law stipulates the principles and norms of the status, institutional

structure, principles, school-running responsibilities, management system and fund channels of vocational education.

With the support of this series of policies, China's secondary education structure has been further improved, and secondary vocational education has developed rapidly. By the end of 1996, there were 17121 secondary vocational and technical schools, including 8515 vocational high schools, 3957,500 students, 4099 secondary professional schools, 4227,900,4467 technical schools, 1918,100 students. The number of students in secondary vocational schools accounts for 57.59% and 56.77% of China's total high school education, respectively.

2.2. Stages of Secondary Vocational Education Downturn (1997-2001)

With the transformation of China's planned economy system to the socialist market economy system, the field of vocational education also began to reform and transform accordingly, and secondary vocational education has experienced difficulties and crisis. Published in 1997 on the reform ended the secondary education in enrollment, tuition, double track system, reform of secondary education system, implement unified enrollment, unified admission, student payment and graduation without distribution of secondary education system, make the attractiveness of secondary vocational education decline [2]. In 1999, the third National Education Work Conference was held, which identified new ideas for the development of higher education in China, and the national universities began to greatly expand their recruitment. With the expansion of universities, the enrollment of ordinary high schools has increased rapidly, and the students of secondary vocational schools are tight. The attractiveness of secondary vocational education to the people began to decline, it is regarded as a "eliminated" choice, and its development has also been affected. The proportion of secondary vocational education enrollment and current students in high school education decreased from 57.96% and 53.71% in 1993, respectively, to 41.58% and 45.31% in 2001. In high school, the development of general education and vocational education is unbalanced, there is "one leg long and one leg short", and the development of secondary vocational education is relatively backward [3]. In addition, with the rapid development of social economy, the professional setting, curriculum system of vocational schools and the employment status quo correlation is not strong, the students' practical ability is not high, it is difficult to meet the market needs [4].

2.3. Secondary Vocational Education Recovery Stage (2002-2009)

Since the new century, in the face of secondary vocational education enrollment sharp decline, the CPC Central Committee, the State Council put the development of vocational education in a more prominent position, the vocational education as an important basis of economic and social development and the strategic focus of education work, made clear about the period of vocational education development goals and policies and measures in the future. In 2002, the State Council held the National Conference on Vocational Education Work. In the Decision of the State Council on Vigorously Promoting the Reform and Development of Vocational Education, it was proposed to vigorously promote the reform and development of vocational education, and proposed the establishment of a "modern vocational education system", so that the trend of decline in secondary vocational education could be reversed. In 2005 "the Ministry of Education on accelerating the development of secondary vocational education opinions", clear the goal of speeding up the development of secondary vocational education: strive to secondary vocational school enrollment in 2005 in 2004 by 1 million, reached 6.5 million, after several years of efforts, by 2007, secondary vocational education and general high school education scale is roughly comparable, to achieve the rapid, healthy and sustainable development of secondary vocational education, pointed out the direction for the development of secondary vocational education in China [5]. In 2006, in the Interim Measures for the Administration of State Grants for Secondary Vocational Education, the establishment of state grants for secondary vocational education was proposed to promote education equity and

accelerate the development of secondary vocational education. From 2007 to 2012, the central government allocated 44.76 billion yuan of state grants, and 30% of the students in secondary vocational schools received state grants. From 2009 to 2012, the central government allocated a total of 19.53 billion yuan in tuition free subsidies, and 90 percent of students in secondary vocational schools enjoyed the tuition free policy [6]. Driven by this series of policies, the development of secondary vocational education in China took a new look. In 2005 and 2006, secondary vocational education was expanded by 1 million people. By the end of 2010, there were 13,872 secondary vocational education schools, and the enrollment reached a record high of 8.7042 million, accounting for 50.94% of the total high school education enrollment.

2.4. The Content Construction Period of Secondary Vocational Education (2010 to the present)

With the transformation of China's economic development stage and the adjustment and upgrading of industrial structure, the laborer quality and skills have put forward higher requirements, urgent need to cultivate sufficient quantity, reasonable structure of high-quality workers and skilled talents to docking economic development trend and market demand, vigorously develop high level, characteristic vocational education is imperative. In 2010, the Outline of the CPC Central Committee and the State Council issued the National Medium-term and Long-Term Education Reform and Development Plan (2010-2020), as the first education plan after China entered the 21st century, clearly proposed to vigorously develop vocational education and put the development of vocational education in a more prominent position." By 2020, a modern vocational education system will meet the transformation of economic development mode and industrial restructuring, reflect the concept of lifelong education, and the coordinated development of secondary and higher vocational education to meet the needs of the people to receive vocational education and economic and social needs for high-quality workers and skilled talents." The 12th Five-Year Plan for the Development of Education released in 2012 once again emphasizes the establishment of a modern vocational education system, strengthen the organic connection between vocational education, improve the layout structure of secondary vocational and vocational schools, clarify the positioning of middle and higher vocational schools, carry out running with characteristics, and improve quality. Especially after the 18th National Congress of the Communist Party of China, the development of Chinese vocational education, while pursuing the expansion of scale, pays more attention to improving the quality of education and the connotation construction of vocational education. "Student-oriented" focuses on development on cultivating students' comprehensive ability. In 2014, the Plan for the Construction of Modern Vocational Education System (2014-2020) pointed out that secondary vocational education is the focus of the development of vocational education, and specific institutional arrangements were made for the structure, tasks, mechanism innovation and institutional guarantee of the modern vocational education system. This is the first time in history that a national document was specially issued for the construction of the vocational education system, which plays an important role in enriching the connotation of vocational education and improving the hierarchy of vocational education [7]. In 2015, the State Council issued the Ministry of Education on deepening the reform of vocational education teaching comprehensively improve the quality of vocational education talent training opinions, put forward to vocational education to deepen vocational teaching reform, the fundamental task of moral education, put moral education first, comprehensively improve the quality of talent training, promote the comprehensive and sustainable development of students. In 2019, the State Council issued the Implementation Plan of National Vocational Education Reform to optimize the structure of secondary vocational education, improve educational conditions, scientifically allocate educational resources, improve the modern vocational education system that attaches equal importance to academic education and

training, unblock the growth channels of technical and skilled talents, and improve the modernization level of vocational education in the new era. This series of policies show that the development of China's secondary vocational education has entered a new stage of development, paying attention to quality improvement, concept innovation, optimization and upgrading, and flooding in the new concepts of lifelong learning, Chinese characteristics, fairness mechanism, and environmental construction in the basic connotation of the modern vocational education system [8].

3. Evolution Orientation of Secondary Vocational Education Policy

As an important guarantee for leading and supporting the sound development of secondary vocational education, the policy has also undergone a gradual evolution in the past 40 years of reform and opening up. In different periods, the state has issued different policies according to the economic and social reality and the development of secondary vocational education, which has promoted the rapid development of secondary vocational education in China. In response to the call of the CPC Central Committee and the State Council and implement the relevant secondary vocational education policies issued by the state, all provinces, cities and regions, on the basis of a comprehensive understanding of the basic current situation of local secondary vocational education and local social needs, issued relevant social documents to promote the improvement of local secondary vocational education level. On the whole, China's secondary vocational education policy takes building a modern vocational education system as the main line, is oriented to serving social and economic development, adheres to putting people first, cultivating people by virtue, and constantly improves the school-running system through exploration. This series not only promotes the development of secondary vocational education, but also promotes the improvement and development of the whole education system.

3.1. To Serve Social and Economic Development as Oriented

As a type of education closely related to social and economic development, vocational education has played an important role in supporting all stages of China's economic development, and has always served China's social and economic development and national strategic arrangements. IN 1980, in order to meet the needs of socialist modernization, the central government began to reform secondary education, so that the proportion of all kinds of vocational education students in senior secondary education greatly increased, and in the subsequent opinions on reform of urban secondary education structure, vocational education, secondary education structure, to further clarify the direction, ways and requirements, to adapt to the needs of socialist modernization construction, adapt to the needs of economic system, industrial structure, labor and employment changes. In 2002, in China to join the world trade organization and the rapid development of economic globalization, in order to adapt to the socialist market economy system and implement the strategy of science and education, promote economic and social sustainable development and improve international competitiveness, the State Council proposed to secondary vocational education, deepen the reform of vocational education, promote vocational education and economic development and social development more closely. In 2014, China's economic development entered a new normal, the State Council issued by the State Council on accelerating the decision of the development of modern vocational education put forward the goals of vocational education development, to adjust and perfect vocational colleges regional layout, scientific and reasonable set professional, improve professional with industrial development dynamic adjustment mechanism, focus for modern agriculture, advanced manufacturing, modern services, strategic emerging industries and social management, ecological civilization construction and other fields of talent training ability. China will complete the building of a moderately prosperous society in all respects in 2020, To embark on a new journey to build a modern socialist country in all respects, At the Fifth Plenary

Session of the 19th CPC Central Committee adopted the Proposal of the CPC Central Committee on Formulating the 14th Five-Year Plan for National Economic and Social Development and the Long-term Goals for 235, It is clearly proposed to build a high-quality education system, In vocational education, We should enhance the adaptability of vocational and technical education, We will deepen integration of vocational and education, industry and education, and school-enterprise cooperation, Vigorously cultivate technical and skilled personnel, To speed up the construction of a modern economic system, We will modernize China's governance system and capacity, To achieve steady and sustained economic progress and social stability and harmony, We will make a good start for building a modern socialist country in a comprehensive way.

3.2. Adhere to Putting People First and Cultivate People By Virtue

Promoting the development of human beings is the primary value of education, and the development of vocational education enhances the primary value of education [9]. Vocational education, as a type of education different from general education, provides people with more diversified educational choices, so that people can find a truly suitable space for their own study and development. In the Vocational Education Law of the People's Republic of China promulgated in 1996, it stipulates that " the implementation of vocational education must implement the national education policy, conduct ideological and political education and professional ethics education, impart vocational knowledge, cultivate vocational skills, provide vocational guidance, and comprehensively improve the quality of educators in an all-round way." Put the foothold of vocational education on improving the quality of education, and take human development as the fundamental purpose. In 2002 "the State Council on Vigorously Promoting the Reform and Development of Vocational Education" in 2005 and 2005 "The State Council on vigorously developing vocational education" repeatedly emphasized the important position of vocational education in the socialist modernization construction, vigorously promote the reform and development of vocational education, make vocational education to improve the quality of workers, especially vocational ability service, establish vocational education and other education communication and connection "overpass", make vocational education become an important link of lifelong education system, promote the establishment of a learning society. In the Action Plan for Secondary Vocational Education Reform and Innovation, released in 2010, it is proposed to innovate the training mode of vocational education talents, based on quality and ability as the standard. In the vocational education assessment system, quality and ability should be taken as the standard for the evaluation of students' development, and always adhere to the people-oriented. In 2015, the Ministry of Education on deepening the reform of vocational education teaching comprehensively improve the quality of talent training opinions put forward to adhere to the moral education in the first place, improve the level of vocational and technical students at the same time, also to strengthen the basic cultural education, pay attention to students' cultural quality, scientific literacy, comprehensive vocational ability and sustainable development ability, for students to achieve higher quality employment and better career development. In 2019, it pointed out in the notice "Pilot Plan on the Implementation of" Vocational Skills Certificate + in colleges " that the development of vocational education should adhere to student-centered, improve the quality of talent training, smooth the growth channels of technical and skilled talents, and expand employment and entrepreneurship skills. At the same time, for students from poor families and disabled people, the state has implemented the rain and dew plan and the special education promotion plan. By increasing funding to poor students, it will improve the educational conditions in corresponding areas, increase teachers, guarantee and meet the student's right to receive education, and promote educational equity. Only under the guidance of people-oriented thought, the value and role of vocational education can be deeply understood, so that people can objectively evaluate vocational education, do vocational education more effectively, and realize the two-way development of society and people.

3.3. Continue to Improve the System of Running Schools Through Exploration

The system of running vocational education refers to the general term of the establishment, the establishment of the running institution, the division of the subject power, responsibility and interests and the corresponding operation mechanism in the school-running activities [10]. The subjects of vocational education include public, private, joint-stock enterprises and Sino-foreign joint ventures. A remarkable feature of the development of vocational education in China is to use the power of the market and society to run schools. In the period of planned economy, China implemented the government or state-owned economy. Although a large number of talents have been trained for the national society in a short period of time, vocational colleges have no autonomy in running a school, single function and slow response to external market demand, which is not conducive to the long-term development of vocational education in China. In 1992, China's large and medium-sized state-owned enterprises began the transformation of the modern enterprise system. In 1999, in the Decision on Several Major Issues on the Reform and Development of State-owned Enterprises, adopted in the Central Committee, it was proposed that we should separate the functions of enterprises to run society and effectively reduce the social burden of state-owned enterprises. Enterprises located in cities should gradually hand over their schools, hospitals and other social service institutions to local governments for overall management. In addition to technical schools and employee education retained in the industry and enterprise system, most technical secondary schools and higher vocational colleges are under the management of industries and enterprises, and enterprises and schools have changed from the original organization to a relatively independent development body. The main body of secondary vocational education is single, the quality of running schools is not increased, and the development of secondary vocational education has declined. In the Decision of the State Council on Vigorously Promoting the Reform and Development of Vocational Education issued in 2002, the vocational education system is proposed to deepen the reform of the vocational education system and form a multi-school running pattern led by the government, relying on enterprises, giving full play to the role of the industry and the active participation of social forces. In the subsequent Decision of the State Council on Vigorously Developing Vocational Education, it was pointed out that it was necessary to actively promote institutional reform and innovation, enhance the vitality of the development of vocational education, and play the role of public vocational schools in the main force of vocational education while vigorously developing private vocational education. In 2010, the Outline of the National Medium-and Long-term Education Reform and Development Plan proposed to formulate preferential policies to encourage enterprises to increase investment in vocational education, mobilize the enthusiasm of industry enterprises, encourage industry organizations, enterprises to hold vocational schools, and establish and improve the vocational education system of "government-leading, industry guidance and enterprise participation". It has laid a good policy and institutional foundation for holding vocational education in the industry enterprises. In 2014, the Decision of the State Council on Accelerating the Development of Modern Vocational Education proposed to improve the enterprise participation system, deepen the integration of industry and education, encourage industries and enterprises to hold or participate in vocational education, and play the important role of enterprises as the main body in running schools, and the status of enterprises in vocational education is changed from participants to the main party. In 2018, in the Ministry of Education and other six departments issued by the vocational school school-enterprise cooperation promotion method notice, enterprises as an important role of vocational education is fully understood, the state actively advocate vocational school school-enterprise cooperation, promote the formation of integration, school-enterprise cooperation, integration of common education mechanism, build knowledge, skill, innovative workers, improve the modern vocational education system.

3.4. Modern Vocational Education System Is Taking Shape

At present, China's vocational education reform has entered a critical period of connotation improvement, and the establishment and improvement of a modern vocational education system with Chinese characteristics has become an inevitable requirement for the development of vocational education in China. The establishment of a modern vocational education system is not only a complex, long-term and systematic vocational education development process, but also an important issue of the national education strategy and policy. In 1985, the Decision of the CPC Central Committee on the Reform of the Education System first proposed to "gradually establish a vocational and technical education system with primary to senior, supporting industry, reasonable structure and can communicate with general education. The 1996 Vocational Education Law of the People's Republic of China divided vocational school education into three levels: primary, secondary and higher education. In 2002, the State Council proposed in the Decision on Vigorously Promoting the Reform and Development of Vocational Education, striving to initially establish a modern vocational education system adapted to the socialist market economy system during the "Tenth Five-Year Plan" period." In 2010, the Outline of the National Medium- and Long-Term Education Reform and Development Plan (2010-2020) pointed out that by 2020, "a modern vocational education system to meet the transformation of economic development mode and industrial structure adjustment, reflect the concept of lifelong education, and the coordinated development of secondary and higher vocational education." In 2014, the Ministry of Education and other six departments issued the Construction Plan of Modern Vocational Education System (2014-2020) and further clarified that "basically build the modern vocational education system with Chinese characteristics " in 2020, which further developed the practice of modern vocational education system [11]. After more than 30 years of exploration and construction, China has initially formed a vocational education system. The vocational education structure is constantly improved, and the talent training system is forming, and a large number of technical and skilled talents have been trained for China's economic construction. The importance and role of vocational education are gradually recognized.

4. Conclusion

Over the past 40 years of reform and opening up, China's secondary vocational education has experienced four stages of adjustment and development period, landslide period, revitalization period and connotation construction period, and has gone through an extraordinary process. At different stages, the state has issued relevant policies according to the economic and social characteristics and the development situation of secondary vocational education. Although these policies have some emphasis, they all reflect the policy orientation of serving social and economic development, adhering to people-oriented, improving the school-running system, and building a modern vocational education system. Under the action of this series of policies, while China's secondary vocational education is developing rapidly, it also cultivates a large number of technical and skilled talents, providing talent support for China's economic development. With the expansion of colleges and universities, higher vocational, secondary vocational education at the same time, more consideration education quality, by strengthening the higher vocational cohesion, perfect personnel training system, innovation management system, build modern vocational education system, improve the internal attraction of secondary vocational education, reshape the social reputation of secondary vocational education, better play the role of secondary vocational education in realizing the modern socialist power.

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