上海终身教育研究院
Shanghai Municipal Institute for Lifelong Education

2014

上海终身教育发展报告

汇聚力量　整固基础

上海终身教育研究院　编

上海人民出版社

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终身教育：承载人和城市可持续发展的基础设施

（代序）

教育部和中央文明办、国家发改委等七部门于2014年8月颁发的《关于推进学习型城市建设的意见》指出，要“满足人民群众学有所教的终身学习需求，促进人的全面发展……把全民终身学习作为城市发展的重要基础”。这表明，终身教育发展与学习型城市建设已经成为未来我国城市治理与可持续发展的重要战略。

上海自2006年市委市政府颁发《学习型社会建设的指导意见》以来，已完成1.0版学习型城市建设任务，形成终身教育的基本体系，每年各类终身教育机构为市民提供1 000万人次的各类教育与培训机会。而未来如何根据时代发展趋势和城市发展目标，重新审视终身教育的本质和功能，推进2.0版的终身教育事业，在全国率先建成学习型城市，是我们正着力思考的重大教育发展课题。

随着全球化、知识化、信息化趋势的深入发展，终身教育应该成为支撑人和城市可持续发展的基础设施。众所周知，基础设施是任何一个城市不可或缺的基本发展条件。它不仅包括电力、交通等物化的城市发展支撑条件，也包括学校、医院等社会性基础设施。世界银行早在1994年就在题为“为发展提供基础设施”的发展报告中将“教育”列入社会性基础设施的范畴。如今，在全球化和互联网时代，人们的生活世界发生了眼花缭乱的变化。从上海创新驱动发展及全面建成小康社会来看，未来将越来越倚重科技、知识、人力和文化等创新要素的驱动，这使每一个人参与终身学习的重要性上升到了对整个城市发展而言前所未有的高度。

从现阶段上海终身教育的发展水平来看，要发挥其承载人与城市可持续发展的基础设施功能，还存在不小的差距。尽管上海已经架构起覆盖全市区县、街镇（乡镇）、社区（居村委）的三级网格化终身教育机构，但仅靠教育行政部门提供的有限资源是难以满足市民巨大的终身学习需求的，而构建全社会终身教育体系也尚未纳入城市基础设施建设的顶层规划与设计中，全社会各类教育资源的整合度仍不强，各类教育资源尚未得到有效利用，推动全

体市民参与终身学习的经费投入、质量保障等制度体系，以及激发行业企业、社会组织、社会培训机构共同参与终身教育发展的推进机制等尚有待建立。

在承续“为了每一个市民的终身发展”这一基本立场的前提下，我们已经在汇聚各方力量、整合社会资源、整固终身教育基础等方面做了不少工作，取得了新的突破。我们欣喜地看到，《2014上海终身教育发展报告》以此为年度主题，展现了上海充分利用全社会各部门资源建立市民终身学习体验基地、大力拓展市民终身学习机会的探索；看到了上海在发展老年教育事业的过程中，努力激活各方力量形成专业化服务体系、有效提升老年教育服务能力的做法；看到了区县跨界整合区域内学校、企业和社区资源，积极吸引广大市民参加形式多样的学习活动的举措。

本报告还将视角延展到了500强企业、业余大学和老年大学等多样化机构，展现了它们如何锐意变革，成为承载基层员工、普通百姓和区域可持续发展的重要场所，在推动五位一体建设方面发挥着日益重要的作用，从而为我们探索如何构建起政府主导、社会各方合力参与的共建共享的终身教育发展机制，发挥终身教育作为承载人和城市可持续发展的重要基础设施这一课题提供了宝贵的实践经验。此外，报告还能够超越上海，放眼全国乃至全球，探讨终身教育立法、终身教育从业人员专业化、终身学习参与现状等基本课题，这对于至今基本理论研究仍然十分匮乏的终身教育领域来说，是整固基础、确保常态化发展的另一种不可或缺的重要探索。

在未来相当长的一段时期内，上海将加快步伐，努力构建起各级各类教育协调发展、相互开放、衔接融通的终身教育体系，构建由多元主体共同推进的终身学习服务体系，构建能够激发全社会活力的终身教育制度保障体系，这些是终身教育支撑人和城市可持续发展的重要保障。

（袁雯，上海市教育委员会副主任、研究员）

Lifelong education: the infrastructure bearing the sustainable development of our people and cities

(Preface)

Opinions on the Promotion of Learning City Construction, which was issued in August, 2014 by the Ministry of Education with the joint efforts of seven government departments including the Central Civilization Office and NDRC(National Development and Reform Commission), has pointed out that "people's lifelong learning demands should be met with teachers always available; People's all-round development should be promoted ... Lifelong Learning for all people should be taken as the key foundation of urban development." Thus it indicates that the development of lifelong education and the construction of learning city have become important strategies for our country's urban governance and sustainable development in the future.

Since the promulgation of the *Guidance for the Construction of a Learning Society* by the municipal government in 2006, the task of constructing the learning city of version 1.0 has been accomplished, which forms the fundamental system of lifelong education, and different kinds of lifelong learning institutions provide 10 million citizens with varieties of education and training opportunities annually. However, it is the most important issue regarding educational development we are pondering on as to how to reexamine the essence and functions of lifelong education according to the development trend and the development target of our time, promote the lifelong education of version 2.0 and take the lead nationwide in constructing a learning city.

With the deepening of globalization, intellectualization and informatization, lifelong education should become the infrastructure bearing the sustainable development of our people and cities. As is known to all, infrastructure is the indispensable development condi-

tion for all cities. It includes not only concrete development conditions for cities such as electricity and transportation, but also social functional infrastructure such as schools and hospitals. As early as in 1994, the World Bank has already listed "education" as one of the social infrastructure in the development report named "Provide Infrastructure for Development". Nowadays, in this era of globalization and Internet, dazzling changes have taken place in people's life. From the perspective of Shanghai's innovation-driven development and its construction of a comprehensive well-off society, development in the future will increasingly depend on the drive of such innovative elements as technology, human resources and culture, which allows the importance of lifelong learning participation of every person to rise to an unprecedented height for the development of the whole city.

However, from the perspective of the development of lifelong education in Shanghai in the current phase, there's still a large gap to achieve its infrastructural function of the sustainable development of our people and cities. Although Shanghai has structured a three-layer grid-shaped lifelong learning institution covering counties, towns and streets, communities and neighborhoods, depending only on the limited resources provided by the administrative department for education can never meet the citizens' huge demands for lifelong learning. Meanwhile, the construction of lifelong education system for the whole society has not been listed into the priority plan and design of urban infrastructure construction; The integrative degree of different kinds of our society's educational resources is still not strong enough; And the expenditure for the lifelong learning promotion of the citizenry, institutional system such as quality assurance, and the promotion mechanism for motivating industry and enterprises, social organization and social training agency to jointly participate in lifelong education development are yet to be established.

On the premise of inheriting the basic standpoint of "for the lifelong development of every citizen", we have done many jobs and made new breakthrough in several aspects such as converging power from all parties, integrating social resources and consolidating lifelong education foundation. We are happy to see that *Shanghai Development Report of Lifelong Education, 2014* took lifelong learning development as the theme of the year, which showcases Shanghai's fully use of the resources from all social departments to establish lifelong learning bases for citizens and to vigorously expand the exploration of citizens' lifelong learning opportunities; We are happy to see Shanghai's effort to activate power of all parties to develop professional service teams and effectively improve the educative service quality for senior citizens during the course of developing senior citizen education; We are happy to see the communities and counties integrate schools, enterprises and social resources within

the area to attract the general public to take part in a variety of learning activities.

The report also reaches out to diversified institutions such as world top 500 companies, spare-time universities and universities for the old, which showcases how these institutions reform with keen determination, become important places for the sustainable development of grassroots employees, common people and related areas and play increasingly important roles in the construction of "Five Civilizations". The report thus provides valuable and practical experience on how we can construct a lifelong education development mechanism led by the government and jointly participated by all parties in society in order to make lifelong education an important infrastructure bearing the sustainable development of our people and cities. In addition, the report surpasses the boundary of Shanghai and takes a broad view of the whole nation, even the whole world to discuss about the topics such as the legislation of lifelong education, the professionalization of lifelong learning educators, and current participation condition of lifelong learning, which is indisputably another indispensably important exploration to consolidate the basis and ensure normalized development for the theoretically scanty field of lifelong education.

In the fairly long period of time in future, Shanghai will quicken its pace, make efforts to construct a lifelong education system where education of different levels and kinds develop harmoniously and integratedly in an mutually-open way, construct a lifelong learning service system propelled by multiple subjects and establish a security system which is able to motivate the vigor of the whole society for lifelong education mechanism. All of these are basic guarantees to fundamentally support the sustainable development of our people and cities.

Yuan Wen

Research Fellow Deputy Director of Shanghai Municipal Commission of Education

新的教育策略必须从一个全面观点出发……发展教育体系和教育资源的能力，以满足不断变化中的社会需要……新的教育策略必须承认教育是超越中小学与大学范围的事业。……我们发现，在日常生活的共同体中，即在经济与行政部门、在大众媒体、在工作场所与家庭生活中，有着极为丰富的教育财富。为了把这种潜能变成财富，我们必须采用新的教育策略……这应是时代的特色。

——摘自《学会生存》

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