

推动全球创新策源地与人才枢纽的战略升级——上海新版留学人员政策解读

Strategic Upgrading of Global Innovation Hub and Talent Gateway—An Interpretation of Shanghai's New Policies for Overseas Returnees

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上海市最新修订发布的《鼓励留学人员来上海工作和创业的若干规定》(简称《规定》), 是一项对标全球顶尖城市、系统升级人才战略的关键举措。其远不止于一般性的人才引进政策, 而是上海在建设具有全球影响力的科技创新中心与高水平人才高地进程中, 一份兼具前瞻性、系统性与突破性的行动纲领。这份《规定》内容翔实、举措创新, 清晰勾勒出上海面向未来“聚天下英才而用之”的雄心与蓝图。其不仅具有战略高度、系统设计和开放突破三大核心特征, 也清晰表明: 今天的中国, 比以往任何时候都更需要留学人才。

聚焦“高峰”与“生态”: 铸就世界级科创核心引擎

《规定》既吸引“顶尖大脑”, 也培育丰沃土壤。精准识别并全力构筑上海在全球创新网络中的独特优势。

第一, 瞄准“塔尖”, 实施精准引才。政策明确将引进重点锁定于先导产

The *Several Provisions on Encouraging Overseas Returnees to Work and Start Businesses in Shanghai*, newly revised and issued by Shanghai Municipality (hereinafter referred to as the *Provisions*), serves as a key initiative for systematically upgrading Shanghai's talent strategy in alignment with world-leading global cities. Far beyond ordinary talent introduction policies, the *Provisions* constitute a forward-looking, systematic and groundbreaking action framework for Shanghai in its endeavor to build a global influential science and technology innovation center and a high-level talent highland. Featuring rich content and innovative measures, the *Provisions* clearly outlines Shanghai's ambition and blueprint for attracting talents from across the world to serve its development in the future. Boasting three core characteristics including strategic vision, systematic design and openness-driven breakthroughs, it also clearly demonstrates that China today is in greater need of overseas returnee talents than ever before.

Focusing on Peaks and Ecosystems: Forging a Core Engine for a World-Class Science and Technology Innovation Center

While attracting top-tier intellectual talents, the *Provisions* also cultivate a sound innovation ecosystem. It accurately identifies and fully consolidates Shanghai's distinctive advantages within the global innovation network.

First, targeting top-tier elites and implementing targeted talent introduction strategies.

The policy clearly targets the recruitment of high-

业、新兴产业和未来产业等领域紧缺急需的高层次留学人员。这并非泛泛而谈，而是直接服务于上海集成电路、生物医药、人工智能三大先导产业及数字经济、绿色低碳等新赛道的前沿布局，旨在抢占未来技术制高点。

对“高层次留学人员”的定义，采用国际同行认可的学术、产业及管理成就标准，如顶尖期刊论文、重大科技贡献、世界名企高管经历等。这标志着上海的人才评价体系正从“学历导向”向“能力与贡献导向”深度转变，旨在引进真正能带动领域突破的领军者。

第二，打造“热带雨林”式创新生态。

政策构建了覆盖人才发展全周期的支持链。从初创期的资格认定“绿色通道”（第九、十条）、创业园孵化（第十二至十五条）、融资担保（第十七条），到成长期的实验室开放共享（第二十条）、知识产权保护（第十八条），乃至市场化薪酬（第三十五条）、安居保障（第三十六条），体现了“全程陪伴”的服务理念。

特别值得注意的是，政策鼓励事业单位对认定的优秀留学人才实行年薪制、协议工资制，且不计入绩效工资总量（第三十五条），这是一项突破性激励，旨在解决体制内高端人才薪酬的市场竞争力问题，释放科研机构的创新活力。

驱动“创新”与“转化”：为新质生产力注入核心动能

留学人员作为发展新质生产力的关键载体，政策着力点在于加速其知识资本向现实生产力转化。

caliber overseas returnees urgently needed in such sectors as pioneering industries, emerging industries and future-oriented industries. Far from being a general statement, this initiative directly supports Shanghai's cutting-edge deployment of its three key pioneering industries—integrated circuits, biomedicine and artificial intelligence—as well as new growth fronts including the digital economy and green and low-carbon development, with the aim of seizing the commanding heights of future technologies.

The definition of high-caliber overseas returnees adopts internationally recognized criteria for academic, industrial and managerial achievements, such as publications in top-tier journals, major scientific and technological contributions, and executive experience at world-renowned enterprises. This marks a profound shift in Shanghai's talent evaluation system from qualification-oriented to competence- and contribution-oriented, with the aim of introducing leading talents who can drive breakthroughs in their respective fields.

Second, fostering a rainforest-style innovation ecosystem.

The policy has established a full-cycle support chain covering the entire talent development lifecycle. It provides a green channel for qualification recognition (Articles 9 and 10), incubation in entrepreneurship parks (Articles 12 to 15), and financing guarantees (Article 17) at the start-up stage; open access to shared laboratories (Article 20) and intellectual property protection (Article 18) during the growth stage; as well as market-oriented compensation (Article 35) and housing security (Article 36) throughout career development. This embodies the service philosophy of whole-process support and accompaniment.

Of particular note, the policy encourages public institutions to adopt annual salary systems and contractual wage systems for recognized high-achieving overseas returnees, with such compensation excluded from the total performance-related pay budget (Article 35). This represents a groundbreaking incentive that aims to enhance the market competitiveness of compensation for high-end talents within the public system and unlock the innovative vitality of research institutions.

Driving "Innovation" and "Commercialization": Injecting Core Momentum for New-Quality Productive Forces

As key actors in developing new-quality productive forces, overseas returnees are supported by policies designed to accelerate the transformation of their knowledge capital into tangible productive forces.

First, strengthening the hard support for entrepreneurship to catalyze development from "0 to 1" and then to "N".

首先，强化创业“硬支撑”，催化从“0”到“1”再到“N”。

政策系统升级了对留学人员创业园的支持，鼓励其提供从基础注册到投融资、知识产权运营、离岸创新基地对接等专业化服务（第十四、十九条）。这将推动创业园从提供办公空间的“房东”，转型成为整合全球创新资源的“战略合伙人”。

明确留学人员可以技术成果作价入股（第十八条），并畅通其回国投资设立企业的跨境资金汇兑渠道（第三十七条）。这实质上是构建了一套“技术-产权-资本”的闭环激励机制，极大鼓舞了以核心硬科技为基础的创业。

其次，创新组织模式，促进跨界融合。

政策认可并鼓励多种柔性服务方式（第七条），包括兼职、顾问、合作研究等。这打破了传统刚性雇佣的界限，便于人才在高校、科研院所与企业间自由流动，促进知识溢出和交叉创新。

鼓励留学人员创办企业联合高校、科研机构建立工程技术研究中心（第二十条），支持其申报设立博士后科研工作站（第十九条）。这些举措旨在强化企业创新主体地位，推动产学研深度融合，缩短从研发到市场的距离。

深化“开放”与“连接”：塑造全球科学合作与人才循环的关键枢纽

《规定》彰显了上海建设“开放枢纽门户”的决心，其开放政策将有效助力上海成为全球知识网络的核心节点。

一是构建“双向开放、来去自由”的国际人才通道。

The policy has systematically upgraded support for returnee entrepreneurship parks, encouraging them to provide professional services ranging from basic business registration to investment and financing, intellectual property operation, and linkage with offshore innovation bases (Articles 14 and 19). This will help entrepreneurship parks evolve from "landlords" providing only physical office space into "strategic partners" that integrate global innovation resources.

It is explicitly stipulated that overseas returnees may convert their technological achievements into shares as capital contribution (Article 18) and have unimpeded access to cross-border currency exchange channels for their investment in establishing enterprises in China (Article 37). This essentially constructs a closed-loop incentive mechanism of "technology-intellectual property-capital", which greatly encourages entrepreneurship based on core hard technology.

Second, innovating organizational models to promote cross-border integration.

The policy recognizes and encourages a variety of flexible service modes (Article 7), including part-time employment, consultancy, and cooperative research. This breaks the boundaries of traditional rigid employment, facilitates the free movement of talents among universities, research institutes and enterprises, and boosts knowledge spillovers and interdisciplinary innovation.

It encourages overseas returnee-founded enterprises to join hands with universities and research institutions to establish engineering and technology research centers (Article 20), and supports them in applying to set up postdoctoral research stations (Article 19). These measures aim to strengthen the leading role of enterprises in innovation, advance in-depth industry-university-research integration, and shorten the distance from R&D to the market.

Deepening "Openness" and "Connectivity": Forging a Key Hub for Global Scientific Cooperation and Talent Circulation

The *Provisions* demonstrate Shanghai's determination to build itself into an "open hub gateway". Its open policies will effectively help Shanghai evolve into a key node in the global knowledge network.

First, establishing international talent channels featuring "two-way openness and free movement".

For high-level overseas returnees with foreign nationality, the *Provisions* provide convenient pathways ranging from

为入外籍的高层次留学人员提供从工作居留许可、R字签证到申请在华永久居留的便利通道(第二十九条),并参照临港新片区实践优化工作许可流程(第二十四条)。这些措施大幅降低了国际人才入境、居留和长期发展的制度成本。

更具前瞻性的是,政策鼓励留学人员在境外为本市提供服务(第七条),包括受托研发、人才培养,甚至应聘本市单位驻外机构。这标志着上海的人才策略从“引进回国”升级为“全球用才”,构建了一个不限于地理边界的“虚拟人才池”。

二是推动国际规则对接与创新要素跨境流动。

《规定》明确提出对留学人员持有的境外职业资格予以认可,并对国内职称(第二十五条)。这是对国际专业资质体系的实质性接轨,解决了海外人才回国执业的关键障碍。

保障科研用品的免税进口与付汇便利(第三十八条),支持建立国际医疗保险结算平台(第三十四条),并优化留学人员子女教育供给(第二十三条)。这些举措旨在营造一个与国际一流城市无显著差异的“类海外”环境,让人才及其家庭能够无缝融入。

修订后的《规定》,是一次战略性的系统升级,其深层价值在于:一是战略聚焦,从“广纳贤才”转向“精准引进顶尖人才并赋能其解决关键问题”,使之直接服务于城市核心产业战略。二是生态重构,从提供单点优惠政策转向构建“政、产、学、研、金、服”一体化融合的创新生态系统。三是制度型开放,从主要便利入境手续转向在执业资格、资金流动、服务模式、生活保障等多维度进行深层次国际规

work residence permits and R-visas to applications for permanent residence in China (Article 29). Meanwhile, it optimizes work permit application procedures with reference to the practices in the Lingang New Area (Article 24). These measures have significantly reduced the institutional costs for international talents to enter, reside and pursue long-term development in China.

More forward-looking, the policy encourages overseas returnees to provide services to the municipality from abroad (Article 7), including entrusted R&D, talent development, and even employment at overseas offices of municipal entities. This marks Shanghai's talent strategy upgrading from "attracting talents to return home" to "utilizing talents globally", establishing a "virtual talent pool" unconstrained by geographical boundaries.

Second, promoting alignment with international rules and the cross-border flow of innovation factors.

The *Provisions* explicitly stipulate that overseas professional qualifications held by overseas returnees shall be recognized and correspond to domestic professional titles (Article 25). This represents substantive integration with the international professional qualification system and removes a key obstacle for overseas talents to practice in China.

It ensures duty-free import and convenient foreign exchange payment for scientific research supplies (Article 38), supports the development of an international medical insurance settlement platform (Article 34), and improves the provision of education for the children of overseas returnees (Article 23). These measures aim to create an overseas-like environment comparable to world-class global cities, enabling talents and their families to achieve seamless integration.

The revised *Provisions* represent a strategic and systematic upgrade. Their underlying significance lies in three aspects:

Strategic focus: Shifting from "attracting a broad range of talents" to "targeted recruitment of top talents empowered to solve key problems," so as to directly serve the city's core industrial strategies.

Ecological restructuring: Shifting from offering single-point preferential policies to building an integrated innovation ecosystem that unites government, industry, universities, research institutions, capital, and services.

Institutional opening-up: Shifting from mainly facilitating entry procedures to in-depth alignment with international rules and institutional innovation across multiple dimensions, including professional qualifications, capital flows, service models, and living security.

则对接与制度创新。

修订后的《规定》以市政府年度“1号文”发布，其本身就是一个极其强烈的战略信号，体现了上海将招才引智置于城市发展最优先位置的决心。在当前复杂的国际环境下，《规定》以“白纸黑字”的政府文件形式，高调重申“支持留学、鼓励回国、来去自由、发挥作用”的留学工作方针，无疑是对当下各类不实论调的最有力驳斥，给广大海外学子吃了一颗“定心丸”。同时，《规定》超越个案式的优惠，致力于构建一个稳定、公平、透明、可预期的规则体系。从知识产权的严格保护到收益汇兑的自由便利，无一不在接轨国际通行规则及对标国际最高标准，确保各类人才在上海能获得清晰、稳定、长期的发展预期，这正是最具竞争力的吸引力。

《规定》是一份体现政策导向的文件，其明确了上海在开放包容、制度创新等方面的基本态度，也为全球智慧与本土机遇深度融合创造了条件。我们期待，上海将涌现更多由留学人才领衔的从“0”到“1”的突破，成就更多“为中国、为世界”的创新故事。最终，这份邀约所成就的，不仅是个体梦想的实现，也是上海这座“高水平人才高地”得以屹立的坚实基座——一个真正因人才而繁荣，让才华被看见、被尊重、被放大的开放之城。

可以预期，《规定》的全面实施，将显著强化上海在全球人才竞争中的“磁场效应”，不仅成为上海建设全球科创中心与人才高地的“加速器”，也为中国在更高水平上参与全球科技治理与人才竞争，提供了一个开放、自信、务实的“上海方案”。

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The revised *Provisions* were issued as the municipal government's No.1 Document of the Year, which in itself sends an extraordinarily strong strategic signal and demonstrates Shanghai's resolve to give top priority to talent recruitment and intellectual introduction in urban development.

Against the complex international landscape, the *Provisions* solemnly reaffirm the national policy on overseas students—"support for studying abroad, encouragement to return home, freedom of movement, and scope to contribute their talents"—in the form of a written government document. This serves as the most powerful rebuttal to all kinds of false narratives and provides reassurance to overseas students. Moreover, the *Provisions* go beyond ad hoc preferential policies and are committed to building a stable, fair, transparent and predictable institutional framework. From strict protection of intellectual property rights to the freedom and convenience of income remittance, all measures align with prevailing international rules and benchmark against the highest international standards. They ensure that all kinds of talents enjoy clear, stable and long-term development expectations in Shanghai, which constitutes the most competitive form of attraction.

The *Provisions* is a policy-oriented document that clarifies Shanghai's fundamental stance on openness, inclusiveness and institutional innovation, while creating conditions for the deep integration of global intelligence and local opportunities. We expect that Shanghai will see more "0-to-1" breakthroughs led by overseas talents, and more innovation stories "for China and for the world". Ultimately, this invitation will fulfill not only individual dreams but also lay a solid foundation for Shanghai to stand as a "high-level talent highland"—an open city that prospers through talents, where talent is seen, respected and empowered to scale greater heights.

It can be expected that the full implementation of the *Provisions* will significantly strengthen Shanghai's magnetic effect in the global competition for talent. It will serve not only as an accelerator for Shanghai to build a global science and innovation center and a high-level talent highland, but also provide an open, confident and pragmatic "Shanghai Solution" for China to participate in global science and technology governance and talent competition at a higher level.

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