

关于深化人才工作体制机制改革促进人才创新创业的实施意见

(2015 年 7 月发布)

Implementation Opinions on Deepening the Reform of Institutional Mechanism for Talent Development to Facilitate Innovation and Entrepreneurship

(Released in July, 2015)

中共上海市委办公厅 上海市人民政府办公厅

印发《关于深化人才工作体制机制改革促进人才创新创业的实施意见》的通知

The Office of Shanghai Municipal Committee of Communist Party of China and Shanghai Municipal Government issues the notice of Implementation Opinions on Deepening the Reform of Institutional Mechanism for Talent Development to Facilitate Innovation and Entrepreneurship

各区、县党委和人民政府，市委、市人民政府各部、委、办、局，各市级机关，各人民团体：

《关于深化人才工作体制机制改革促进人才创新创业的实施意见》已经市委、市人民

政府同意，现印发给你们，请认真贯彻执行。

中共上海市委办公厅
上海市人民政府办公厅
2015年6月29日

Party committees, governments and other departments of districts and counties of Shanghai, and mass organizations:

Please carry out the Implementation Opinions on Deepening the Reform of Institutional Mechanism for Talent Development to Facilitate Innovation and Entrepreneurship, a policy approved by Shanghai municipal government and committee of CPC.

Office of Shanghai Municipal Committee of Communist Party of China
Shanghai Municipal Government

June 29, 2015

关于深化人才工作体制机制改革促进人才创新创业的实施意见

Implementation Opinions on Deepening the Reform of Institutional Mechanism for Talent Development to Facilitate Innovation and Entrepreneurship

为认真贯彻落实《中共上海市委、上海市人民政府关于加快建设具有全球影响力的科技创新中心的意见》，充分发挥人才在科技创新、产业转型等方面的引领作用，为建设具有全球影响力的科技创新中心提供坚实的人才支撑和智力保障，现就深化人才工作体制机制改革，促进人才创新创业提出如下实施意见。

The Opinions are put forward to follow the Opinions of the CPC Central Committee of Shanghai and the Shanghai Municipal People's Government on Accelerating the Construction of a Global Innovation Center in Science and Technology, maximize the role played by talent in sci-tech innovation and industrial transformation, and provide intellectual support for Shanghai's construction of a globally influential science and technology innovation center.

一、总体目标和基本任务

上海要建设具有全球影响力的科技创新中心，必须牢牢把握世界科技进步大方向、全球产业变革大趋势、集聚人才大举措。

1. Main goals and tasks

Shanghai strives to build an internationally recognized science and technology innovation center. It also aims to keep pace with cutting-edge sci-tech developments and industrial transformations by gathering elite global talents.

(一)总体目标。

按照习近平总书记提出的“来得了、待得住、用得好、流得动”的总体要求，把握人才成长规律，聚焦引进培养、使用评价、分配激励等重点环节，突出国际化、高端化、市场化、制度化、法治化，创新更具竞争力的人才集聚制度，完善有利于创新创业的人才发展政策体系，进一步优化人才创新创业综合环境，使上海成为国际一流创新人才汇聚之地、培养之地、事业发展之地、价值实现之地。

1.1 Main goals

Shanghai is expected to become a hot spot for international talent wishing to start businesses, receive high-level training, and take advantage of a wide range of opportunities. The measures include optimizing policies on developing talent and the creating stimulating environments that can encourage innovation.

(二)基本任务。

一是坚持以“双自联动”推进人才制度创新。充分发挥中国(上海)自由贸易试验区(以下简称上海自贸试验区)和张江国家自主创新示范区政策叠加和联动优势，以人才政策突破和体制机制创新为重点，在人才引进培养、股权激励、成果转化、创业孵化、创业融资等方面先行先试，大力建设创新人才高度集聚、创新资源深度融合、创新机制开放灵活、创新活力竞相迸发的国家人才改革试验区。

1.2 Main tasks

Take advantage of Shanghai FTZ and Zhangjiang National Innovation Demonstration

Zone (hereinafter referred to as two zones); focus on innovation of talent policies and mechanisms; pilot programs that attract talent, equity incentives, transfer scientific developments into commercial applications, incubation and entrepreneurship financing; build a dynamic and state-of-the-art pilot zone for national talent that successfully gathers innovative talent, integrates key resources, and uses open and flexible mechanisms to great effect.

二是坚持以更积极、更开放、更有效的政策集聚海内外人才。推进人才对外开放，畅通海外人才集聚通道，构建具有国际竞争比较优势、来去自由、符合国际惯例的海外人才集聚政策。进一步强化市场发现、市场认可、市场评价的国内人才引进机制，大力引进以战略科学家、能驾驭市场的企业家、科技顶尖人才、创业投资家等为代表的高层次领军人才。

Set up free and competitive overseas talent policies in line with international practices; enhance market's role in attracting overseas talent; focus on luring strategic scientists, entrepreneurs, venture capitalists, and elite talent in the areas science and technology.

三是坚持以更灵活的人才管理机制激发人才创新创业活力。深入务实地推进用人制度的市场化改革，推动人才流动、人才评价依据市场规则、按照市场价格、参与市场竞争，实现效益最大化和效率最优化。以市场价值回报人才价值，以财富效应激发聪明才智，让科技人员和创新人才通过创新创造价值，实现财富和事业双丰收。

Develop flexible system of talent management in order to stimulate talents' innovation; promote the market-oriented reform of the employment system; encourage scientific and innovative staff to create value through innovation.

四是坚持以更完善的服务营造创新创业良好环境。以服务创新保障科技创新，鼓励社会力量为创新活动提供市场化的专业服务，形成主体多元、形式多样、内容丰富的创新创业生态。改进政府公共服务，加强依法行政和公正司法，营造良好的宜居宜业环境，为人才创新创业解决后顾之忧。在全社会大兴识才、爱才、重才、用才之风，营造鼓励创新、宽容失败的舆论环境。

Ensure scientific innovation is paired with excellent service; call for social participation in innovative activities; improve government's public services; legally strengthen administration; create a comfortable living environment for talent; urge society to recognize, respect, and recruit talent.

二、创新更具竞争力的人才集聚制度

建设具有全球影响力的科技创新中心，关键在人才，活力在市场。要实施更加积极的创新人才引进政策，集聚一批站在科技前沿、具有国际视野和能力的领军人才。

2. Actively attract high-level talent

Attracting talent and developing a market play key roles in the construction of Shanghai's globally oriented science and technology innovation center. Shanghai attempts to attract a group of leading scientific talents boasting an international perspective.

(三)实施更积极、更开放、更有效的海外人才引进政策。

深入推进中央和本市“千人计划”，协调推进“海外高层次人才集聚工程”和“雏鹰归巢”计划，完善上海地方“外专千人计划”，加强上海“千人计划”创业园建设，充分发挥本市驻海外联络处等的作用和网络优势，加大对本市急需紧缺的海外高层次人才尤其是外籍专家的引进力度。

2.1 Implement more positive, open, and efficient policies for attracting overseas talent

Implement the national and local Thousand Talents Plan; improve Shanghai's plans for attracting overseas talents; boost the construction of the pioneer park; use the advantages of overseas institutions to attract a greater number of high-caliber professionals.

降低永久居留证申办条件，简化申办程序。取消对申请人就业单位类别和职务级别限制，放宽居住时限要求，建立健全市场认定人才机制。对在上海已连续工作满4年，每年

在中国境内实际居住累计不少于 6 个月，有稳定生活保障和住所，工资性年收入和年缴纳个人所得税达到规定标准的外籍人才，经工作单位推荐，可申请在华永久居留。

Loosen the application requirements for gaining permanent residence permits, including lifting the restriction on applicants' company categories and job levels. It is also important to ease the requirement of residency time and further developing the talent identification system. Foreign talent that has worked in Shanghai for four consecutive years, or lives in China for no less than six months annually, has a stable residence and standard annual salary, should be able to apply for China's permanent residence permits through the recommendation of their companies.

完善永久居留证申办途径，探索从居留向永久居留转化衔接的机制。对入选中央和本市“千人计划”等的外籍高层次人才，可直接由市人力资源社会保障局(市外国专家局)向人力资源社会保障部、市政府推荐申办外国人永久居留证。对经上海人才主管部门认定的外籍高层次人才、上海科技创新职业清单所属单位聘雇并担保的行业高级人才，可不受 60 周岁年龄限制，申请 5 年有效期的工作类居留许可(加注“人才”)，工作满 3 年后，经工作单位推荐，可申请在华永久居留。

The permanent resident application process will be eased. For foreign elite professionals, who have been included in the national or local Thousand Talents Plan, Shanghai Ministry of Public Security (Shanghai Administration of Foreign Experts Affairs) will recommend them to the Ministry of Human Resources and Social Security and Shanghai municipal government for application for permanent residence permits. Foreign talents and senior professionals recognized by Shanghai human resource authority or Shanghai science and technology innovation companies are free from the age limit (under 60) while applying for five-year residence permits. After working for three years in China, they will be able to apply for permanent residence permits through a company recommendation.

充分发挥 R 字签证(人才签证)政策作用，扩大 R 字签证申请范围。扩大外籍高层次人才在口岸和境内申请办理 R 字签证的范围，为其提供入境和停居留便利。对经上海人才主管部门认定的外籍高层次人才、上海科技创新职业清单所属单位聘雇并担保的行业高级人

才或其他邀请单位出具证明属于高层次人才的，允许其在抵达口岸后申请 R 字签证，入境后按照规定办理居留许可；持其他签证来华的，入境后可申请变更为人才签证或按照规定办理居留许可。

Expand the R visa (talent visa) scheme. High-level foreign talents and top-level specialists, recognized by Shanghai human resource authority or Shanghai science and technology innovation companies or their employing units, are eligible to apply for a talent visa in China at Shanghai port upon entry and to later apply for a residence permit. Those with other visas can apply to change the visa type into R visa and apply for residence permits.

探索外国留学生毕业后直接在上海创新创业。在上海地区高校取得硕士及以上学位且到上海自贸试验区、张江国家自主创新示范区就业的外国留学生，经上海自贸试验区、市张江高新技术产业开发区管委会出具证明，可直接申请办理外国人就业手续和工作类居留许可。在国内高校毕业的具有本科及以上学历的外国留学生在上海创业，可申请有效期 2 年以内的私人事务类居留许可(加注“创业”)，其间被有关单位聘雇的，可按照规定办理工作类居留许可。逐步探索非上海地区高校毕业的外国留学生在上海就业。

Overseas students who hold a master's degree or above from a Shanghai university and work in the two zones can apply for alien employment and residence permits. They must also receive a recommendation from the administrative committees of the two zones. Overseas students with bachelor degree or above from Chinese universities are able to apply for a two-year residence permit for if they start business in Shanghai. During the two years, if they become employed by a company, they may apply for a working residence permit. Moreover, Shanghai will welcome overseas students who have studied at universities outside of Shanghai.

进一步简化来上海创新创业的外国人入境和居留手续。持有工作许可证明来上海工作的外国人，入境后可直接凭工作许可证明申请有效期 1 年以内的工作类居留许可；也可向抵达口岸的签证机关申请 Z 字签证(工作签证)，入境后按照规定办理相应期限的工作类居留许可。计划来上海投资或创新创业的外国人，可凭投资证明或创业计划、生活来源证明等，向抵达口岸的签证机关申请 S2 字签证(私人事务签证)，入境后办理私人事务类居留许

可。

Provide rapid access for qualified international talent. Foreigners are eligible to apply for one-year working residence permits with work permits after entering China, or apply for a Z-visa (work visa) after reaching the port and later apply for working residence permits. Foreigners who plan to invest or start businesses in Shanghai are able to apply to the port's visa-issuing authority for a S2 visa (visa for personal affairs) with an investment certificate, business plan or income certificate, and later apply for residency permits.

为海外人才来上海创新创业提供居留便利。制定实施港澳居民特殊人才及家属来上海定居政策。对已获得永久居留资格或持有工作类居留许可的外籍高层次人才和创新创业人才，为其聘雇的外籍家政服务人员签发相应期限的私人事务类居留许可。

Favorable settlement policies for Hong Kong and Macao specialized talents and their family members. For high-level foreign professionals, creative talents and entrepreneurs, foreign domestic workers can be issued a residency permit.

完善上海市海外人才居住证(B证)制度。根据不同条件适度延长B证有效期限，最高期限可到10年。对科技创新人才降低申请条件，进一步发挥B证的引才、留才作用。

Optimized system of Shanghai Overseas Talent Residence Permit (Card B). The length of an overseas talent residence permit has been extended to up to 10 years. The application requirements should be eased for sci-tech innovation talents.

(四)充分发挥户籍政策在国内人才引进集聚中的激励和导向作用。

完善居住证积分、居住证转办户籍、直接落户的人才引进政策体系，强化市场发现、市场认可、市场评价的引才机制，加大对创新创业人才的政策倾斜力度。

2.2 Make use of the influence of household registration policy for attracting global talent

Offer favorable household registration policies to entrepreneurs and innovation talents.

完善居住证积分政策。对经由市场主体评价并获得市场认可的创业人才及其核心团队、企业科技和技能人才、创新创业中介服务人才及其核心团队等，直接赋予居住证积分标准分值。

完善居住证转办户籍政策。对经由市场主体评价且符合一定条件的创业人才及其核心团队、企业科技和技能人才、创新创业中介服务人才及其核心团队，居住证转办户籍年限可由7年缩短为3至5年；对经由市场主体评价且符合一定条件的创业投资管理运营人才，居住证转办户籍年限可由7年缩短为2至5年。

Improve the point-based household registration policy and allow the residency permit to be upgraded into a household registration permit. Entrepreneurs and their working teams, as well as skilled talents and those offering innovation and entrepreneurship services, may be granted with a Shanghai household registration permit. The time limit for their application for changing residence permit into household registration is shortened from seven years to three-five years. For talents at venture capital (VC), their application time limit is cut to two-five years.

优化人才户籍直接引进政策。对获得一定规模风险投资的创业人才及其核心团队、在本市管理运营的风险投资资金达到一定规模且取得经过市场检验的显著业绩的创业投资管理运营人才及其核心团队、市场价值达到一定水平的企业科技和技能人才、取得显著经营业绩的企业家人才、在本市取得经过市场检验的显著业绩的创新创业中介服务人才及其核心团队，予以直接入户引进。

Entrepreneurs who have gathered venture capital and a work team, professionals who are specialized in VC management and operation with significant achievements, scientific and technological professionals, and those offering innovation and entrepreneurship services, can be directly granted with Shanghai household registration for settlement.

(五)为各类人才引进集聚提供便利化服务。

建立外国人就业证和外国专家证一口受理机制，对符合条件的人才优先办理外国专家

证。

已连续在本市申办过 2 次工作类居留许可且无违法违规行为的外国人，第 3 次申请工作类居留许可时，可申请有效期 5 年以内的工作类居留许可。

2.3 Offer better service to overseas talents

Set up a mechanism unifying the previous two permits, one for ‘foreign employees’ and another for ‘foreign experts’, into one single ‘foreigners work permit’. This will ease the process of getting work in Shanghai for highly skilled expats.

Expats who have applied at least twice for a one-year work permit will be eligible for a five-year work permit, making the process more convenient.

优化引进人才申请“社区公共户”审批流程，建立健全人力资源社会保障部门先期审核、公安部门办理手续的工作机制。完善个人承诺、网上申请、网上备案的居住证签注和积分确认机制。建立统一的落户管理信息平台，实现一口受理、信息共享。

允许持上海市居住证的人员凭居民身份证在上海申请办理各类出入境证件(赴港澳台定居除外)，进一步为非上海户籍人员提供出入境便利。

Optimize the approval procedure of ‘Community Public House Registration’ application, including the review of human resource and public security authorities, perfecting the procedures of personal commitment, online application and filing.

Those with Shanghai residence permits are able to apply for all exit-entry documents (except applications for settlement in Hong Kong, Macao and Taiwan) with their ID cards.

三、建立更加灵活的人才管理机制

聚焦人才激励、流动、评价、培养等环节，着力推进下放权力、放大收益、放宽条件、放开空间等工作，真正把权和利放到市场主体手中。

3. Construction of more flexible talent management system

Focus on incentives, assessment and training of talent; devolve powers; ease the requirements for talents and offer benefits.

(六)推动“双自联动”建设人才改革试验区。

以上海自贸试验区、张江国家自主创新示范区为改革平台，发挥“双自联动”优势，创建人才改革试验区，推进人才政策先行先试，为全市人才工作机制创新突破提供可复制、可推广的经验。

3.1 Construction of a pilot area for international talent

Shanghai will develop a pilot zone for introducing international talent. The measures to promote innovation include building up pilot zones, perfecting international operation procedures, and providing management services for talents.

探索建立上海自贸试验区海外人才离岸创新创业基地，加大海外人才引进渠道和平台建设力度，建立多层次的离岸创业服务支持系统，探索可复制、可推广的离岸创业托管模式，为海外人才营造开放、便利的创业营商环境。

Shanghai is working on building an offshore innovation and entrepreneurship base for overseas talent in Shanghai FTZ to offer multi-level offshore entrepreneurship services and explore ways of developing offshore entrepreneurship.

探索设立张江科技银行等金融机构，开展针对科技型中小企业的金融服务创新，支持高层次人才创新创业。试点建立与国际规则接轨的高层次人才招聘、薪酬、考核、科研管理、社会保障等制度，支持高校、科研院所、园区等试点建立“学科(人才)特区”，实施长聘教职制度，构建灵活的用人机制。

Propel the innovation of institutional talent mechanisms of Zhanjiang Comprehensive National Scientific Center, especially in regard to high-level talent introduction, attracting R&D personnel, assessing research institutions, and reforming research management. Interdisciplinary integration and collaborative innovation are also encouraged in the hope of inspiring scientific innovation.

(七)改革科技成果转化制度。

总结科技成果转化制度改革经验，尽快将财政资金支持形成的，不涉及国防、国家安全、国家利益和重大社会公共利益的科技成果的使用权、处置权、收益权，下放给高校、

科研院所。高校、科研院所可以签订协议的方式，进一步将其授予研发团队。单位主管部门和财政部门对科技成果在境内的使用、处置不再审批或备案。科技成果转移转化所得收益留归单位，纳入单位预算，不再上缴国库。

3.2 Reform the institution of scientific achievements transfer

Universities and research institutes are able to independently use, dispose, and acquire profit from their scientific achievements which are not connected to national security. Universities and research institutes can further empower the research teams with the above rights through the contracts they offer. The profit of scientific achievements is included in universities and research institutes fiscal budget and does not need to be handed over to the State Treasury.

引入科技成果市场化定价机制。高校、科研院所与研发团队可自主选择评估定价或协议定价方式，通过签订授权合同确定具体处置方式。

Set pricing mechanisms that help transfer scientific results into industry. Universities, research institutes and teams can independently choose and evaluate their own price mechanism.

提高科研人员成果转化收益比例。科技成果转化所得收益，研发团队所得不低于70%。研发团队收益具体分配方案，由团队负责人与团队成员协商确定。科技成果转化所得收益用于人员激励部分，可一次性计入高校、科研院所当年工资总额，但不纳入绩效工资总额基数。

No less than 70 percent of the net income generated from scientific and technological achievements should be awarded to research teams. The detailed allocation plan should be decided by team leaders and members.

(八)加大科研人员股权激励力度。

鼓励各类企业通过股权、期权、分红等激励方式，调动科研人员创新积极性。

3.3 Strengthen equity incentive

Encourage companies to stimulate management, talent, and researchers by offering

equities, options and, dividends.

对高校、科研院所以科技成果作价入股的企业，放宽股权激励、股权出售对企业设立年限和盈利水平的限制。探索实施国有企业股权激励和员工持股制度，试点国有科技创新型企业对重要科研人员和管理人员实施股权、期权激励。

Loosen the limit of founding time and annual profit on companies that have bought shares of universities and research institutes' scientific achievement when they sell shares. Pilot an equity incentive system for core scientific and management personnel in State-owned sci-tech innovation companies.

积极落实国家关于高新技术企业和科技型中小企业科研人员通过科技成果转化取得股权奖励收入时，可在5年内分期缴纳个人所得税的税收优惠政策，并积极争取进一步完善股权奖励递延缴纳个人所得税办法。

High-tech company researchers will be allowed to pay individual income tax in installments within five years when they receive an equity award of scientific and technological achievement transfer. Shanghai will further pilot a policy that allows scientific company staff who have gained an equity award to delay the payment of individual income tax.

(九)加大科研工作绩效激励力度。

结合事业单位分类改革，完善事业单位绩效工资制度，健全鼓励创新创造的分配激励机制。

根据实际需求，对基础研究和社会公益类科研院所人员经费和科研经费给予稳定的财政拨款或财政补助，为科研创新人才潜心研究和自由探索创造条件。对前沿和共性技术类科研院所，建立政府资助、竞争性项目经费资助、对外技术服务收益资助等多元投入发展模式。

3.4 Enhance performance incentives for scientific research

Optimize the mechanisms of merit pay and incentives; offer stable financial subsidies to sci-tech research and set multi-development mode that highlights funding support.

给予高校、科研院所更多的经费使用自主权，进一步完善绩效奖励、间接费用补偿、分阶段拨付、后补助和增加经费使用自主权等经费管理改革试点，提高科研人员薪酬水平，充分体现其创新价值。鼓励高校、科研院所探索各类要素参与分配，采用年薪工资、协议工资、项目工资等方式聘任高层次科研人才，所需人员经费不纳入绩效工资总额调控范围。提高科研项目人员经费比例。

Empower universities and research institutes with more autonomy of fund allocation; further the reform of fund management, including performance incentives, distribute funds in stages; increase researchers' salaries; encourage universities and research institutes to adopt an annual salary system and wage agreement to recruit high-level research talent; increase funds for sci-tech researchers.

完善创新导向的国有企业经营业绩考核和长期激励制度。突出创新驱动发展，完善国有企业经营业绩考核办法，在国有企业领导人员任期考核中加大科技创新指标权重。改革以工资薪金、年度绩效等短期激励为主的国有企业薪酬制度，将任期激励、股权激励等创新导向的中长期激励方式作为国有企业管理和科研骨干薪酬的重要组成部分，将个人利益与企业长期业绩紧密结合，提高管理和科研骨干开展科技创新的积极性。

Highlight innovation-driven development; optimize the performance assessment system of State-owned enterprises; increase the significance of sci-tech innovation in evaluation of State-owned company leaders; reform the salary system; combine the salary with company performance.

(十)完善科研人才双向流动制度。

允许科研人员在职或离岗创业。制定完善事业单位科研人员兼职管理办法，鼓励高校、科研院所等事业单位科研人员在履行所聘岗位职责前提下，到企业兼职从事科技成果转化、技术攻关，所得收入由个人、单位协商分配。符合条件的高校、科研院所科研人员经所在单位同意，可带着科研项目和成果，保留基本待遇离岗创业，并与原单位其他在岗人员同等享有参加职称评聘、岗位等级晋升和社会保险等方面的权利;创业孵化期内(3至5年)返回原单位的，工龄连续计算。对担任职能部门处级(含)以上领导职务的，可在辞去领

导职务后以科研人员身份离岗创业;创业孵化期内返回原单位的,单位按照原聘专业技术职务做好相应的岗位聘任工作。鼓励高校拥有科技成果的科研人员依据张江国家自主创新示范区股权激励等有关政策和以现金出资方式,创办科技型企业,并持有企业股权。

3.5 Accelerate bi-directional of innovative entrepreneurs

Allow scientific researchers to start businesses either in connection to their jobs or outside their jobs. Optimize the management of part-time researchers; encourage scientific research staff of universities and research institutes to start businesses or take part-time jobs in companies for scientific research when they have fulfilled their job responsibilities.

Research staff of universities and research institutes who leave their jobs for entrepreneurship enjoy equal rights with personnel in the post in terms of title evaluation, post promotion, and social security. Their length of service should be calculated consecutively if they return to their former working units within the incubation period (3-5 years). Middle-ranking leaders can resign from the leadership and start businesses as a researcher. University researchers with scientific achievements are encouraged to invest and hold equity in scientific projects and technological startups.

探索人才柔性双向流动。支持企业创新创业人才到高校、科研院所兼职。允许高校、科研院所设立一定比例的流动岗位,吸引有创新实践经验的企业家和企业科研人才兼职。鼓励具有硕士学位授予权的高校、科研院所聘任企业、行业高层次人才担任研究生兼职导师或指导教师,并允许适当增加工资总额。通过双向挂职、短期工作、项目合作等柔性流动方式,每年引导一批高校、科研院所的博士、教授向企业一线有序流动。试点将企业任职经历作为高校工程类教师晋升专业技术职务的重要条件。鼓励、引导人才向郊区流动,促进郊区科技创新、产业转型。

Encourage company entrepreneurs to take part-time jobs in universities and research institutes; allow universities and research institutes to create a range of flexible posts to attract part-time entrepreneurs and researchers with experience in the field of innovation; encourage universities and research institutes to recruit company

professionals and industrial experts as graduate advisors; pilot a plan that considers university teachers' working experience as a key element for promotion; optimize policies to ensure transferring social insurance is simple.

完善科研人员在事业单位与企业之间流动时社保关系转移接续政策。充分发挥中国上海人力资源服务产业园区优势，促进人力资源服务业发展，推进人才资源市场化配置，促进人才自由流动。

Optimize policies to ensure transferring social insurance is more convenient; take advantage of human resource services available in industrial parks; push the development of human resource services; increase the flow of talents.

推进产学研用协同创新。支持高校、科研院所与企业联合共建产业技术创新联盟、协同创新研究院等，做大做强产学研对接平台。打造产业技术研究院联盟，整合全市产业技术服务资源，开展产学研用协同创新。支持企业建立高校、科研院所实践基地，联合培养研究生。建成一批协同创新中心和智库，促进创新链与产业链有效衔接，加快推进创新成果有效转化。

Boost coordinated innovation among enterprises, colleges and research institutes; encourage the three parties to form alliances; support companies that establish practical training bases in universities and research institutes; develop coordinated innovation centers and think tanks to strengthen the connections within the innovation chain and industrial chain.

(十一)优化博士后培养机构运作机制。

推动博士后科研“两站一基地”(流动站、工作站、创新实践基地)和企业科技创新“四平台”(企业工程研究中心、工程实验室、工程技术研究中心、企业技术中心)协同发展。通过政策、资金、人才、服务叠加，在高端人才发现、博士后人才培养、技术项目研发、院所与企业导师互聘、青年科研人才实践等方面，形成“人才+项目+产品”的产学研用合作机制。

试点实施企业博士后工作站独立招收博士后科研人员。鼓励支持研发能力强、产学研结合

成效显著的企业独立招收博士后，扩大外籍博士后招生规模。

3.6 Optimize training mechanisms for post-doctors

Promote the coordinated development of two stations and one base; mobile station, work station, and innovation practical base for postdoctoral scientific research. Promote the development of four platforms; engineering R&D center, engineering lab, engineering technology research center, and technological center for companies' scientific innovation. Form a cooperation mechanism combining enterprises, universities, and research institutes.

Pilot a program that allows postdoctoral work stations of companies to recruit postdoctoral researchers independently; encourage companies with strong reputations in R&D and with notable achievements in enterprise-universities-research cooperation to recruit postdoctoral fellows independently; enlarge the enrollment scale of foreign postdoctoral fellows.

(十二)改革人才评价制度。

建立以能力、业绩、贡献为主要标准的人才评价导向，在研究课题和科技项目等申报时，逐步降低职称、学历等权重。在财政资金支持的研究课题和科技项目申报、户籍和居住证积分申请中，探索建立由第三方专业机构和用人单位等市场主体评价人才机制。

3.7 Reform the talent assessment system

Set up an assessment system based on talents' ability, performance, and general contribution; diminish the importance of professional titles and educational background; support third-party institutions and employ units to set up a talent assessment system to apply for sci-tech projects, household registration, and residence permits.

完善人才分类评价体系。对基础研究人才，弱化中短期目标考核，突出学术、技术水平评价，注重研究成果质量及对国家、社会的影响力。对应用开发人才，强化创新创造业绩贡献评价，注重创新能力、创新成果、产学研结合等，调整不恰当的论文要求。对科技成果转化人才，突出转化的效益效果评价，注重产值、利润等经济效益和吸纳就业、节约

资源、保护环境等社会效益。

For basic researchers, focus the talent assessment on evaluation of academic and technical abilities, research results, and level of social influence; for the applications of talents development, emphasize evaluating their abilities in innovation, achievements, enterprise-university-research cooperation; for professionals of transferring scientific achievement into industry, place importance on the assessment of economic and social benefits.

开辟高级职称评审绿色通道，对回国工作、符合条件的海外高层次留学人才，其国外专业工作经历、学术或专业技术贡献可作为参评高级专业技术职称的依据，不受本人国内任职年限限制。对在科技创新工作中业绩成就突出、成果显著的优秀中青年工程技术人员，可打破学历、任职资历要求，申报高一级专业技术职称。加大企业人才评价选拔力度，适度提高科技创新型企业高级工程师(教授级)的比例。高校、科研院所可设置部分科技成果转化岗位，优秀团队可增加高级专业技术岗位职数。

Overseas Chinese talents who return to China for work are able to apply for high-level technical titles and are free from any restrictions on the length of service. The assessment is based on their overseas work experience, as well as their academic and technical contribution.

Excellent young engineers with outstanding levels of performance are eligible to apply for senior professional titles. They are free from the limitations of their educational background and other qualifications.

Make the structures for university teachers more flexible and increase the number of positions for key disciplines and scientific research.

改革国有企业技术人员主要依靠职务提升的单一晋升模式，拓宽技术条线晋升渠道。广泛开展群众性科技创新活动，鼓励立足岗位创新创造。

Expand the promotion channels for State-owned company technicians; organize more sci-tech innovation activities for the public; encourage employees to initiate innovation.

(十三)构建创新型人才培养模式。

建设具有国际影响力的创新型大学，在自主招生、教师评聘、经费使用等方面开展落实办学自主权的制度创新。优化学科设置，在国内率先创设一批前沿交叉型新学科。对接上海未来发展需求，在高校建设若干国际一流水平的标志性学科，培育一批在国际上有重要影响力的杰出人才。结合国家教育综合改革试点，推进部分普通本科高校向应用技术型高校转型，优化职业教育体系，鼓励有条件的学校转型为创业型高校。探索校企联合招生、联合培养模式，提升高校人才培养对产业的支撑。推动高校本科教育改革，建设具有国际水平的科技类本科专业。

3.8 Establish training modes for innovative talent

Build a number of world-class universities and promote innovation in independent recruitment, assessing teachers, and allocating funds; set up world-class academic departments; train a group of talents to become globally influential; boost universities' transformation into application-oriented institutions; encourage university-enterprise cooperation to improve talent training; accelerate reforms in undergraduate education.

开展启发式、探究式、研究式教学方法改革试点，改革基础教育培养模式，尊重学生个性发展，强化兴趣爱好和创造性思维培养。

Reform education methods; respect personal development; develop students' interest and train their ability to think innovatively.

在高校大力开展创业教育，完善创业休学制度，鼓励学生在校创业。实施青年大学生创业引领计划，积极落实创业贷款担保、大学生科技创业基金、创业培训见习、税费减免、初创期创业补贴等鼓励创业政策措施。

Promote entrepreneurship education at universities; issue preferential policies to support college students' entrepreneurship projects, including offering loan guarantees, subsidies and tax relief.

大力实施专业技术人才知识更新工程，聚焦科技创新，集中开展高层次急需紧缺和骨

干专业技术人员专项培训。

Help experienced technicians to renew their knowledge and train groups of urgently-needed high-level technical personnel.

(十四)加大科技创新人才培养力度。

加大对创新创业人才团队选拔资助力度，完善市“领军人才”等各类人才开发计划，进一步向企业一线和青年科技人才倾斜，加快培育一批具有全球影响力的科学家、企业家、科技领军人才和高水平创新团队。改革人才计划选拔机制，探索人才资助计划管理社会化，政府部门主要负责人才发展计划的规划、政策研究、评估和监管，充分发挥社会和市场作用，形成公开、透明、高效的人才资助机制。

3.9 Strengthen training for sci-tech innovation talent

Increase support for young entrepreneurs; increase the number of young scientific talents selected for various talent programs; use globally experienced personnel to train scientists, entrepreneurs, leading talents; reform the program for talent selection; form an open, transparent and efficient funding program for talent;

调整完善全市人才计划，建立相互衔接配套、覆盖人才不同发展阶段的梯次资助体系。建立人才计划备案制度，市财政部门根据备案情况安排资金。逐步建立全市统一的人才资助信息申报经办平台，整合单位和个人申报、评审评估、资助奖励、社会监督等功能，避免重复资助和交叉资助。

Adjust the city's talent plan; set up a multi-level funding system that covers talents' different development periods; establish a program that intelligently allocates funds to talents; in order to properly develop talent, build a platform for talent applications that combines individual applications with company applications, relevant assessments, the distribution of subsidies, and social supervision. This will help applicants avoid having to repeat applications.

构筑人才国际交流和竞争舞台，拓宽本土人才世界眼光、国际视野，提高本土人才国际交流合作能力。鼓励跨国公司在沪建立地区总部或研发中心，吸引各类国际组织、学术

论坛落户上海。鼓励外资研发机构与本市高校、科研院所、企业共建实验室和人才培养基地。支持企业在境外投资设厂、并购、建立研发中心和高端孵化基地，吸纳当地优秀人才为其服务。对国有企事业单位科研人员和领导人员因公出国进行分类管理，对技术和管理人员参与国际创新交流合作活动，实行有别于领导干部、机关工作人员的科研人员出国审批制度，简化审批流程。降低申办 APEC 商务旅行卡条件，在部分园区增设受理点。充分发挥上海市市长国际企业家咨询会议、浦江创新论坛、中国(上海)国际技术进出口交易会等平台作用，组织创新创业论坛、人才峰会、人才实训、科技创新年等活动，促进人才国际交流合作。

Shanghai aims to offer a platform for international communication and competition.

Lure foreign-investment R&D institutes to cooperate with local universities, research institutes and companies to build labs and talent training bases; encourage multinational companies to set up headquarters and R&D centers in Shanghai; welcome various international organizations and forums; optimize the management of overseas business trips for research institute; improve the approval procedure and efficiency for technical and management staff when travelling abroad for to engage in international cooperative efforts; increase the application windows for certain industrial parks; loosen requirements for applicants of APEC business travel cards; take advantage of Shanghai's international platforms, such as the International Business Leaders' Advisory Council for the Mayor, Pujiang Innovation Forum and China (Shanghai) International Technology Fair, to boost international communication and cooperation.

四、优化人才创新创业的综合环境

人才竞争归根结底是综合发展环境的竞争。要充分发挥政府扶持作用、引导作用，破解人才在创新创业中的公共性、基础性难题，大力营造有利于大众创业、万众创新的综合环境。

3.10 Optimize environment of innovation and entrepreneurship

Simply put, attracting talent will create the necessary competitive environment for comprehensive development. In order to create an environment conducive to

entrepreneurship and innovation, the government should exert its influence to guide and support measures that help talents solve problems.

(十五)大力发展众创空间。

加快构建众创空间。引导和鼓励各区县培育发展若干低成本、便利化、全要素、开放式的众创空间。鼓励行业领军企业、创业投资机构、社会组织等社会力量参与众创空间建设。吸引国际孵化器入驻上海。推进事业单位孵化器改造，鼓励国有孵化器引入专业团队管理运营。

3.11 Develop co-work spaces

Speed up the development of low-cost, convenient, and open co-work spaces; attract overseas incubators to settle in Shanghai; encourage joint projects between leading companies, venture capital, and social organizations to develop co-work spaces; encourage State-owned incubators to be managed and operated by professional teams.

加强众创空间创新创业服务。针对众创空间集中办公的特点，落实集中登记、一址多照等商事制度改革，采取一站式窗口、网上申报、三证合一等措施，为创业企业市场准入提供便利。进一步深化创业导师和创业学院建设，开展创业服务品牌活动。调整财政投入方式，加强对众创空间基础设施建设、项目和企业的资助，加大政府购买创新创业服务的力度。

Institute measures such as one-stop service, online applications, and three-in-one business license (integrating the business license, the certificate of organization code, and the certificate of tax registration) to convenience start-ups; train mentors; build entrepreneurship colleges; hold entrepreneurship activities; increase financial support for infrastructure and construction projects developing co-work spaces.

(十六)拓宽人才创新创业投融资渠道。

扩大政府天使投资引导基金规模，带动社会资本共同加大对中小企业创新创业的投入，促进初创期科技型中小企业成长，支持新兴产业领域早中期、初创期企业发展。积极落实国家有关支持个人和机构开展天使投资的税收优惠政策，进一步研究完善鼓励天使投

资的税收支持政策建议，并争取先行先试。进一步完善创业投资风险补偿机制，优化补偿比例和条件设定机制。

3.12 Broaden investment and financing channels

Increase government's guidance of angel investing to support the development of sci-tech start-ups and new companies in emerging industries; implement national policies favorable to supporting individuals and institutions' angel investment; optimize the compensation system for venture capital firms.

完善商业银行与风险投资、天使资本的投贷联动模式，缓解人才创业初期融资难题。组建政策性融资担保机构或基金，通过融资担保、再担保等形式为科技型中小企业提供信用增进服务。开展股权众筹融资试点，推动多渠道股权融资，积极探索和规范发展互联网金融，发展新型金融机构和融资服务机构，促进大众创业。

支持保险机构通过投资创业投资基金、设立股权投资基金或与国内外基金管理公司合作等方式，服务科技创新企业发展。创新保险产品，分散创业者创业风险。简化海外高层次人才外汇结汇、直接持有境外关联公司股权及离岸公司进行返程投资等有关审批手续。

Encourage cooperation between banks and venture capital and angel investment companies to ease the financial pressure facing start-ups; launch a financial guarantee fund to offer sci-tech small and medium-sized enterprises (SEMs) financing guarantees; pilot equity-based crowd funding projects; expand the channels of equity financing; develop internet finance, newly developed financial institutes, and service agencies.

Encourage insurance companies to invest in venture capital companies, equity investment funds, and to cooperate with overseas fund management companies to support sci-tech start-ups; provide new insurance policies to help entrepreneurs reduce risk; streamline approval procedures for applications, such as foreign exchange and round-trip investment.

(十七)加强人才创新创业服务体系建设。

鼓励发展市场化、专业化的研究开发、技术转移、检验检测认证、知识产权、科技咨

询、科技金融、科学技术普及等专业技术服务和综合科技服务，加快发展技术交易、经纪、投融资服务、技术评估等一批专业化科技中介服务机构，打造具有国际竞争力的科技服务业集群。完善政府购买科技服务政策，加强技术经纪人培育，促进技术经纪人队伍发展。

3.13 Improve service system of innovation and entrepreneurship

Encourage professional services in entrepreneurship, including R&D, technology transfer, testing and certification, intellectual property, sci-tech consultation and financing, popularizing sci-tech knowledge; developing professional sci-tech service agencies involved in technology assessment and trade, investment and financing; foster globally competitive sci-tech service industrial clusters; promote the development of the technology broker industry.

试行“科技创新券”，对创业团队和科技企业使用加盟上海研发公共服务平台的仪器设备给予补贴，鼓励和引导科技企业利用外部科技资源开展技术创新，降低创新创业成本。新建一站式、全流程、专业化的人才发展政策和生活服务信息综合门户网站，建立市场化机构运营、政府机构监管的运作模式，提供便捷高效、精准细致的综合服务。

Start-ups and sci-tech companies using Shanghai R&D Pubic Service Platform will enjoy subsidies. Sci-tech enterprises are encouraged to work on technological innovation with external resources to cut costs.

The website of Shanghai International Talent will be renewed to build a comprehensive portal highlighting talent development policies and services.

(十八)优化人才生活保障。

破解人才阶段性住房难题。继续推进政府主导的公共租赁住房建设。规范和优化外环内商品住房项目中配建不低于 5%的保障房主要作为面向社会的公共租赁住房使用。鼓励人才集聚的大型企事业单位和产业园区利用自用存量用地建设公共租赁住房(单位租赁住房)，采用划拨方式供地，并可适当突破面积 7%的限制。鼓励区县、产业园区和企业向体制外优秀科技创新创业人才提供租房补贴。对达到上海市居住证积分标准分值且缴纳个人所得税达到一定数额或职工社会保险缴费基数达到一定标准的非沪籍人员，定向微调住房

限购政策。

3.14 Create a comfortable living and working environment

Build more affordable housing and public housing to help talents solve the problem of temporary housing; encourage large companies and industrial parks to build their own apartments (the percentage of apartments owned by companies and industrial parks should rise from seven percent to no more than 15 percent); encourage district governments, industrial parks, and employment agencies to offer housing allowances to excellent sci-tech entrepreneurs; make intelligent adjustments to the housing policy for non-locals who meet certain requirements such as points of Shanghai residence permit, payment of individual income tax and social insurance.

优化海外人才医疗环境。鼓励本市保险企业开发适应海外人才医疗需求的商业医疗保险产品，探索搭建面向海外高层次人才的本市保险企业国际商业医疗保险信息统一发布平台。鼓励支持具备条件的医院进一步改善海外人才就医环境、提升相关医护人员外语能力，加强与国内外保险公司合作，加入国际医疗保险的直付网络系统。支持市场主体建立第三方国际医疗保险结算平台。

Medical staff will improve their foreign language ability and some Third-Grade Class-A hospitals will begin accepting international medical insurance billing to create a convenient medical environment for overseas talents. Local insurance companies are encouraged to develop business medical insurance policies suitable for overseas talents.

扩大国际化教育资源供给。积极创造条件，更好地满足外籍人员子女的就读需求。在外籍人员和海外人才集中的区域，增设外籍人员子女学校。研究试点社会力量举办外籍人员子女学校。对引进的海外高层次人才，为其子女入读外籍人员子女学校提供便利。鼓励支持本市中小学为外籍人员子女随班就读创造更好条件。

Build more schools for children of overseas talents in areas where many talents live; pilot a plan calling for social efforts to construct schools for children of overseas talents; create a convenient environment for the children of overseas workers.

(十九)完善创新创业法治保障。

落实依法治市各项举措，推进法治上海建设，把促进创新人才发展工作纳入法治化轨道。研究促进创新人才发展的地方立法，运用法治思维和法治方式，不断优化人才集聚机制、培养机制、流动机制、评价机制、激励机制等。

3.15 Improve legal environment

Improve the standards and legal working environment for talents; properly handle disputes during researchers' entrepreneurship; optimize the legal system involved in gathering, training, assessing, and incentivizing talent.

依法维护科研人员创新创业合法权益。依法妥善处置科研人员在创新创业中的争议和矛盾，探索建立发展改革、财政、人力资源社会保障、科技、教育、国资等部门参加的沟通机制。严格知识产权保护，营造尊重劳动、尊重知识、尊重创造的良好社会氛围。

Perfect legal rights of researchers; establish a communication system between the departments of development and reform, finance, human resources and social security, science and technology, education and auditing; protect the legal rights of researchers; create a healthy social atmosphere respectful of labor, knowledge, talent and innovation.

(二十)营造创新创业社会氛围。

完善本市杰出人才荣誉制度，探索实施委托社会机构开展上海杰出人才遴选工作，大力表彰在本市创新创业的杰出人才。加强与世界著名文化机构的交流合作，引进、创办、参与大型国际文化活动，提升城市文化多样性和包容度。

大力加强科学技术普及，办好一批有影响的科普类场馆、网站、期刊和广播电视科技类节目，实施提升公民科学素养行动计划。进一步办好上海科技节。大力弘扬科学精神、创新精神、创业精神，在全社会进一步形成鼓励创新、宽容失败的价值观和尊重创造、崇尚科学、崇尚科学家、崇尚科技创新的社会氛围。

3.16 Create social atmosphere of innovation and entrepreneurship

Suitably reward the city's excellent elite professionals in innovation and

entrepreneurship, enhance Shanghai's communication and cooperation with world famous cultural institutes; highlight Shanghai's cultural diversity and inclusiveness. Stress the popularization of science and technology; hold various sci-tech activities, including the Shanghai Science and Technology Festival; promote a social atmosphere that respects science and innovation and encourages entrepreneurship.

各区县党委、政府要把深化人才工作体制机制改革，促进人才创新创业摆在重要位置，根据本实施意见精神，结合实际，制定具体实施办法，大胆创新突破，创造性地抓好落实。市各相关部门要明确责任、分解任务，制定工作细则，切实履行职责，确保各项政策措施落到实处。在沪中央单位可结合自身实际和主管部门规定，参照施行本实施意见。

The districts' governments and Party committees are required to prioritize the promotion of innovation and entrepreneurship and implement various policies and measures. The central enterprises in Shanghai may implement the above policies and suggestions based on the regulations of competent authorities.

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