



Research on Regional Education  
Cooperation Strategic among  
Beijing, Tianjin and Hebei

# 京津冀教育协同发展 战略探究

高 兵 著



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高 兵 著

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## 前言：为推进区域教育协同发展而努力

时代主题决定问题选择。在经济全球化的时代，国家 and 地区的发展路径已经不再是由个别城市所主导的城市化发展道路，而是依托城市及其广大腹地构成的相互关联的现代化发展网络，区域一体化将逐步取代传统的城市发展，成为推动全球发展的新引擎。与此同时，新兴知识经济形态的形成和发展，使得教育发展水平的高低成为影响一个国家或一个地区综合竞争力强弱的主要因素。区域之间的差距，表面上看是经济的差距，实际上是科学技术和人力资源的差距，而最根本的则是教育差距。任何一个区域的发展都离不开高素质的人力资源，区域一体化势必带来人才开发的一体化和科教资源的整合，为推动区域经济社会发展提供智力与人才支持。教育作为人才培养、智力支持的根本保障，成为区域崛起的关键要素。因此，区域发展不能不重视区域教育的发展，区域可持续发展更要依靠教育的推动。

审视当前，我国正处于全面建成小康社会的决定性阶段，经济快速平稳发展，综合国力大幅提升，但是社会经济发展不平衡，城乡区域发展差距依然较大，缩小差距是加快建成小康社会的必然要求。教育差距既是区域经济社会差距的结果，也是区域经济社会差距的原因。教育协作既是区域协作的重要组成部分，也是地区间协调发展，缩小区域差距的重要途径，更是提升区域整体竞争力的基础。随着时间的推移，区域内的教育融合与区域间的教育竞争将成为世界趋势。

国家的区域发展战略对区域教育发展提出了新要求。《中华人民共和国国民经济和社会发展第十一个五年规划纲要》明确提出了推进形成主体功能区，优化国土开发格局，推进区域协调发展的重大战略决策。党的十八大报告提出“加快实施主体功能区战略，推动各地区严格按照

主体功能定位发展,构建科学合理的城市化格局、农业发展格局、生态安全格局。继续实施区域发展总体战略,充分发挥各地区比较优势”。《中共中央关于全面深化改革若干重大问题的决定》提出“建立和完善跨区域城市发展协调机制”,整合区域要素,形成合理分工与协作是关系我国发展全局的战略抉择。可见,深入推进区域教育协作,形成教育区域化与地区间协调发展机制已经提上日程。

作为我国参与全球竞争的重要增长极,京津冀区域的发展备受瞩目。其地域相连、文化相近,区位条件、人力资本、产业结构、环境资源等具有天然的互补优势,在我国三大经济区域中具有极其重要的战略地位和鲜明的个性特征。长三角、珠三角和京津冀的经济发展水平、教育和人力资源发展水平均居全国前列,但京津冀地区智力资源密集,教育基础雄厚,教育的比较优势优于区域经济的比较优势,教育需要承担更多的责任来引领区域经济发展。推进京津冀区域教育协作需要全社会的努力,但推进区域教育协作的首要责任在政府,其中,中央政府对京津冀区域教育的认识和努力程度决定着区域教育发展的结构和效益。

本研究是在“我国进入全面建成小康社会的决定性阶段”这一背景下,面对区域发展差距不断扩大的局势,以及缩小区域差距的需求,重点探讨区域教育协作的可行性和必要性,从京津冀区域现阶段发展的态势和特点出发,探索京津冀区域教育协作的条件、模式、路径和布局,从而形成一个综合性的区域教育协作发展思路。本研究依照“理论溯源(理论支撑)——区域比较(比较探究)——现状研究(实践考察)——模式构建(理论构建)——布局设计(实践路径)”的思维过程与逻辑架构,逐步递进,综合运用横向比较与纵向比较、定性分析和定量分析等方法,准确把握当前状况,科学预测未来趋势,以期提出京津冀区域教育发展的最优路径。

就研究的思维逻辑而言,研究的重点、预判和目标如下。

#### 1. 关注“五个要素”,比较“三个差距”

五个要素,即经济产业结构、教育发展阶段、人口与人力资源、区

域发展定位、地理位置与环境。三个差距，即比较区域间（长三角、珠三角、京津冀）差距，比较区域内（北京市、天津市、河北省）差距，比较京津冀地区内各级各类教育差距。

从经济发展概况来看，与长三角、珠三角相比，京津冀呈现出以下特点：区域经济增长速度快，但经济总量的贡献率低；区域进出口贸易增速快，但进出口贸易额低；区域城乡居民收入增幅大，但收入和消费水平低；区域产业结构以第三产业为主，但农业比例依然较高；区域城市整体实力弱，区域内部发展差距大；区域存在生态发展矛盾，拉大了区域内部差距。然而，京津冀区域的经济发展水平虽落后于长三角和珠三角地区，但区域经济仍有较大的待发展空间。从产业结构来看，京津冀区域已先于长三角、珠三角区域形成以第三产业为主的优化结构，需要更多的高新优质人力资源支撑，这成为京津冀区域整体实力提升的重要契机，这种发展环境进一步印证了京津冀区域只有大力发展人才经济，才能较好地解决区域发展的矛盾，缩小内部差距。

从教育与人力资源发展概况来看，与长三角、珠三角相比，京津冀呈现出以下特点：区域劳动年龄人口比重大，人口密度相对低；区域居民高学历人口比重大；科技资源具有政府主导的特征；区域教师数量充足，高等教育规模大；区域教育经费投入比重大。总的来说，京津冀区域的教育与人力资源发展水平都优于长三角和珠三角区域，区域教育实力相对雄厚，人力资源质量相对较高。未来京津冀区域在人口发展方面不仅要应对人口老龄化趋势，而且要应对流动人口不断增加的趋势，从这个角度来说，区域教育和人力资源的联合开发具有较大的发展空间。

从京津冀区域内社会经济结构来看，北京市、天津市、河北省三地各有特点、各具优势。三地产业结构互补，有各自的经济增长极；京津二市人口密度大，河北省人口密度小，三地均处于“人口红利期”；京津二市缺少技能型人才，河北省缺少高学历人才。区域内已经形成便捷的交通网络，便于分工协作，各地的重新定位和调整有助于推进区域一体化发展。区域内产业结构呈梯度发展，这种结构性的内在联系和比较

优势建立起了不可替代关系,使得区域内必须加强协作,谋求共同发展。区域内人口年龄结构和人才基本素质形成了较好的互补关系,便于规划区域内人口良性流动格局,促进跨区域城乡统筹、互动。

从京津冀区域教育发展情况来看,各地区形成了各具特色的教育资源竞争优势,但是,三地高等教育专业重复设置严重,不利于地区间分工协作;职业教育服务水平有待提升,不能较好地满足区域发展需求;基础教育地域差距大,不能充分满足本地区教育需求。若要更好地解决上述问题,则需要区域整体统筹,中央和地方进一步理清思路,从制度设计、体制创新、机制引导等方面进行突破,避免各地专业重复发展而造成资源浪费,促进教育重点专业设置更加合理、优质资源有效共享。

## 2. 做出“三个判断”,提出“一个宗旨”

通过比较研究,初步做出三个判断。

一是京津冀区域整体竞争力弱,但人力资源和教育优势突出。京津冀区域的教育与人力资源发展水平都优于长三角和珠三角区域,区域教育实力相对雄厚,人力资源质量相对较高。未来京津冀区域在人口发展方面不仅要应对人口老龄化趋势,而且要应对流动人口不断增加的趋势,因此,区域教育和人力资源仍有较大的发展空间。虽然从整体来看,京津冀区域教育在规模和投入上都有一定的基础,但是区域内部依然存在较大差距,只有打破地区间壁垒,推进区域教育一体化发展,才能充分发挥区域教育的优势,为区域整体竞争力的提升提供智力和人才支撑。

二是区域内存在明显的教育差距,但地区间教育资源具有潜在的互补特点。京津冀地区具有较高的教育水平和丰富的教育资源,各地区形成了各具特色的教育资源竞争优势,为区域内教育联动发展、两市一省各级各类优质教育资源强强联合,教育资源特色互补、联合培养紧缺人才等创造了优越的条件;为教育资源共享、产学研合作、优化区域教育资源整体配置效益等提供了巨大的空间;为进一步把区域教育做大、做强、做活,大力提升整体区域科教资源综合实力和竞争力奠定了重要的

基础。

三是京津冀区域的发展与崛起依靠“政府主导、科教驱动”，这是区别于其他区域的特质。在京津冀地区，市场发展水平还不足以推动协作，各种资源控制仍是政府主导，尤其北京地区是中央院校的聚集地，是中央政府所在地，目前国家主体功能区规划中明确将京津冀都市圈列入优先开发区域，作为提升国家竞争力的重要区域，中央政府要迈出推进京津冀区域协作的脚步。京津冀区域协作将作为战略重点大力推进，京津冀教育资源必须成为区域发展的驱动力，原因有以下几点：京津冀区域发展需要构建相互认同的人文环境，教育是传承文化的动力和源泉；京津冀区域发展需要培养适应产业结构升级的人力资源，教育起主导作用；京津冀区域经济发展必须提高科技创新能力，教育科研是提升区域核心竞争力的主体力量；京津冀区域面临人口老龄化和流动人口等一系列问题，教育资源整合有助于缓解这些问题带来的压力。

一个宗旨，即“推进教育协作，促进区域和谐发展”。区域整体统筹，可以促进优质教育资源在区域内流动，发挥其辐射和帮扶作用，缩小地区间差距。区域整体统筹，可以有效避免各地专业重复设置，能更好地利用中央的教育资源，充分发挥这些高水平大学在人才培养、科学研究和社会服务对城市经济建设和社会发展的作用。区域整体统筹，可以使职业教育重点专业设置更加合理、满足区域发展需求，能更好地促进优质资源共享，解决局部地区生源不足或教育服务质量下滑问题。区域整体统筹，能协调和控制后进地区外来务工人员子女涌入先进地区，从而缓解京津外来务工人员子女带来的教育压力。

### 3. 力求达成“两个目标”

一是通过区域教育协作，提高教育资源的利用率和优化区域教育资源布局结构，完善教育服务功能，缩小区域内教育差距，整体构建起与京津冀功能定位和地位相适应的，具有较强国际竞争力的现代教育体系。

二是发挥教育的引领作用，充分发挥教育与区域产业结构、人口结

构的互动作用，通过教育协作缓解区域内出现的经济、人口等社会问题，提升区域竞争力。

总之，我国未来很长时间内，社会经济空间结构演变的基本趋势将是“空间聚集”，而像北京这种具有特殊地位的生态脆弱区域，已经不可能再通过开发资源和空间来实施大规模的工业化、维系日益庞大的经济总量和社会总量。但是，如果开展区域协作，则有可能建成“高密度、高效率、节约型、现代化”的发展空间。因此，为完成上述目标，本研究提出了符合京津冀区域特点的发展模式和空间布局思路，以期在此基础上推进京津冀区域的快速发展，打造我国的第三大增长极，带动我国经济社会的进一步发展。

# Introduction: Efforts to Promote Regional Coordinated Development on Education

The theme of the time decides our option of subjects. In the era of globalization, the national and regional development no longer rely on the urbanization path dominated by individual city, but on the modernization development network interwoven with major cities and their hinterland areas. Regional integration will gradually replace the traditional urban development as the new engine in promoting the global development. At the same time, with the formation and development of new forms of knowledge – based economy, the level of educational strength became a strong determinant of the overall competitiveness of a country or a region. The gap between regions comes from economics superficially; but in fact, it comes from the differences in science, technology and human resources, especially the educational gap. Any regions can't develop without high – quality human resources. Regional coordination can promote the integrated development of human resource, and the overall planning of scientific and educational resources so as to provide intelligence and personnel support for the regional economic growth and social progress. Being a fundamental guarantee of personnel training and intelligence support, education serves as a key driver in the region's rise. Thus, the regional prosperity cannot be achieved without focus on the development of education; and regional sustainable development also depends much on the promotion of education.

At present, China is in a decisive phase when will build a moderately prosperous society, with a rapid and stable economic development and a sub-

stantially increasing comprehensive national strength; but as the imbalance in social and economic development remains significant, and the gap in regional development between urban and rural areas is still large, to narrow such a gap is the inevitable requirement of accelerating the realization of a well-off society. The educational gap is both the result and the reason of the economic and social disparities between regions. The coordinated development of education is not only an important part of regional cooperation, but a crucial way of promoting the regional integration and reducing the regional disparities, in particular a sound foundation for enhancing the competitiveness of the region as a whole. Over the time, the education integration within the region and the education competition between regions will surely become a world trend.

The national regional development strategies come up with new demands for regional educational development. China's "11th Five-Year Plan of National Economic and Social Development" clearly puts forward a major strategic decision that is to promote the formation of the main functional areas, optimize the development pattern of the territory and explore the balanced regional development. The report of the 18th National Congress of CPC wrote: "(we should) accelerate the implementation of the main functional areas strategy and promote all the regions to build a scientific and rational pattern of urbanization, agricultural development and ecological security in strict accordance with the main functional orientation. We should continue to execute the overall strategy for regional development and fully make use of the comparative advantages of each region." Decision of the Central Committee of the Communist Party of China on Some Major Issues Concerning Comprehensively Deepening the Reform proposed: "establish and improve the coordination mechanism of inter-regional urban development", so the synergy of all positive elements in the region, clear division between responsibility and right and cooperation within region would be the strategic choice which is crucial to the overall development of

our country. Therefore, to further promote the regional education collaboration and finally form the coordinated development mechanism between regions has been put on the agenda.

As an important growth pole by which China participates global competition, the Beijing - Tianjin - Hebei Regional development has caught high attention. The three municipalities (province) are geographically connected and culturally intimate, and have a naturally complementary strength in geographic conditions, human capital, industrial structure, and environmental resources, etc. Among China's three major economic regions, Beijing - Tianjin - Hebei Region stands an extremely important strategic position, and has an especially distinctive characteristic. The levels of development in economy, education and human resources of the Yangtze River Delta, the Pearl River Delta and the Beijing - Tianjin - Hebei Region rank top in China, but with an intensive intellectual resources and a solid educational base, the Beijing - Tianjin - Hebei Region enjoys comparatively more advantages in education than in economy. Thus, education needs to function better in leading the regional economic development. Although it requires the efforts of the whole community to promote education collaboration of Beijing - Tianjin - Hebei Region, the government should assume the primary responsibility, especially the central government's awareness and effort to promote Beijing - Tianjin - Hebei Region educational development will determine the structure and efficiency of regional educational development.

Under the background of "China's entering a decisive phase to build a moderately prosperous society", with a growing gap in regional development as well as an increasing demand to reduce these disparities, this study focuses on examining the feasibility and necessity of regional education collaboration. Based on current stage of development and characteristics of this region, The study will also exploring the conditions, patterns, paths and layout of the

educational cooperation in the Beijing – Tianjin – Hebei Region, so as to form a comprehensive idea of regional educational collaboration. Complying with the thought process and logical chain which is from the theoretical origin ( theoretical support ), regional comparisons ( comparative inquiries ), situation research ( practical investigation ), and mode construction ( theoretical built – up ) to layout design ( practical path ), This study gradually unfolds the demonstration. The study combines method of horizontal and vertical comparison and qualitative and quantitative analysis to have an accurate grasp of the current situation, and to make a scientific forecasting on future trends, in order to find an optimal path for the educational development in this region.

According to its thinking logical, this study focuses on following emphasis, anticipation and objectives:

1. To emphasize “Five elements” and compare “Three gaps”

Five elements are namely the economic and industrial structure, the stage of educational development, population and human resources, orientation of regional development and geographical location and ecological environment. Three gaps is to compare the inter – regional gap ( between the Yangtze River Delta, the Pearl River Delta and the Beijing – Tianjin – Hebei Region ), the inner – regional gap ( between Beijing, Tianjin and Hebei ) and the gap in all types of education at all levels within the region.

As for the economic situation, the Beijing – Tianjin – Hebei Region has faster economic growth but lower – rate contribution to the total economy than the Yangtze River Delta and the Pearl River Delta. Its regional import and export grow faster but the trade volume remains low; the incomes of the urban and rural people in the region increase faster but the level of their consumption is stagnantly low; the tertiary industry dominates in the regional industrial structure but agriculture remains high proportion; the overall strength of the cities in the region is weaker and the development gap within the region is larger; the

contradiction between ecological environment and economic development exists prominently, which further widens the internal disparities. While the level of economic development of the Beijing – Tianjin – Hebei Region lags behind the Yangtze River Delta and the Pearl River Delta, its economic potential is considerable. As for the industrial structure, the Beijing – Tianjin – Hebei Region goes ahead of the Yangtze River Delta and the Pearl River Delta in forming an optimal industrial structure dominated by the tertiary industry, so it needs more support from high – tech qualified human resources, which in its turn becomes an important opportunity to enhance the overall strength of the region. Such a development environment has further confirmed that only by fully developing talent economy, the Beijing – Tianjin – Hebei Region can better solve the contradiction in regional development and narrow the internal gap.

As for the education and human resource development, as compared with the Yangtze River Delta and the Pearl River Delta, the Beijing – Tianjin – Hebei Region has a higher percentage of working – age people and a relatively lower population density; it benefits more from a high percentage of well – educated residents; its technological resources are led by government; there are sufficient teachers, a larger scale of higher education and a higher percentage of public education investment. As a whole, the level of development in both education and human resources of the Beijing – Tianjin – Hebei Region is better than that of the Yangtze River Delta and Pearl River Delta, with relatively higher quality education and human capital. In the future, the Beijing – Tianjin – Hebei Region not only has to deal with the trend of an aging population but also to cope with the challenge of an increasing flow of migrant. From this perspective, the joint development of education and human resources in this region still has a large development space.

As for the social and economic structure within the region, Beijing, Tianjin and Hebei have their own characteristics and respective advantages. The

three places have a complementary industrial structure with different economic growth poles; both Beijing and Tianjin have a large population density while the Hebei province has a lower population density; in fact, all the three are the beneficiaries of the “population dividend”; s Beijing and Tianjin lack skilled personnel, whereas Hebei is in short of educated professionals. The convenient transportation network within the region helps to facilitate the division of labor and the internal cooperation, and the re - positioning and adjustment of the three places helps to promote the regional integration. As the regional industrial structure undertakes a stratified development, the structural interaction and comparative advantage lead to the set - up of an irreplaceable relationship, making it necessary to strengthen the regional cooperation and seek a common development. Furthermore, the age structure of the population and the basic qualities of talents within the region form a good complementary relationship, which helps to improve the planning of a benign population flow pattern and foster a dynamic cross - regional coordination and interaction between the urban and rural areas within the region.

As for the regional educational development, all the three places have a high level of education and sufficient educational resources, with distinctive competitive advantages for each. However, the duplication of the specialties set - up of the higher education is not conducive to the division of labor between the three places; and the vocational education cannot well serve the economic development of the region; the large disparities in the basic education cannot fully meet the educational needs of the region. To better solve these problems, we need to coordinate the whole region in planning and practicing; the central and local governments should further clarify their ideas, and make a break - through in system design, institutional innovation and mechanism guidance, to avoid the repetition in profession category and the waste of educational resources, and promote a more reasonable setting of key educational disciplines

and a more effective sharing of quality resources.

2. To make “Three judgments” and propose “One purpose”

We can draw three preliminary judgments through the comparative study.

Firstly, the overall competitiveness of the Beijing – Tianjin – Hebei Region is rather weak but its advantages of human resources and education are highlighted. Owing to a relatively strong educational strength and a relatively high quality of human pool, the Beijing – Tianjin – Hebei Region has a superior educational development to that of the Yangtze River Delta and Pearl River Delta. In the future, the Beijing – Tianjin – Hebei Region not only has to deal with the trend of an aging population but also to cope with the challenge of an increasing flow of migrant. Therefore, the regional education and human resources have ample room for further development. Although the whole region has a good basis in terms of educational scale and investment, there are still big gaps between the three places. We shall break the regional barriers and promote an integrated development of education, so as to take full advantages of the educational strength of each place and provide intelligence and personnel support for the enhancement of the competitiveness of the region as a whole.

Secondly, there is a significant educational gap within the region, but the educational resources of each place complement with each other. The Beijing – Tianjin – Hebei Region has a high level of education and sufficient educational resources with distinctive competitive advantages for each place. This situation has created favorable conditions for the joint development of the regional education, combination of various types of high – quality educational resources at all levels, complementation of individual educational resources, and joint training of personnel in shortage; it has provided a huge space for the sharing of educational resources, industry – university – research cooperation, and optimization of the overall configuration effectiveness of these resources and laid an important basis for a larger, stronger and more flexible growth of the regional edu-

cation and a further enhancement of the comprehensive strength and competitiveness of the overall regional scientific and educational resources.

Thirdly, the development and rise of the Beijing – Tianjin – Hebei Region rely on the “government – led and science – driven” strategy, which is different from the characteristics of others. In this region, the market is not mature enough to promote collaboration. The disposal of resources is still led by the government, especially in the capital area where the central universities and institutions gather and the central government resides. The current plan of the national major functional areas explicitly indicates the metropolitan area of Beijing, Tianjin and Hebei as the prior development area, so as an important area to improve the national competitiveness, the central government should make an initial step to promote regional cooperation. The collaboration of the Beijing, Tianjin and Hebei should be put on the strategic priority. Their educational resources must catalyze such a vigorous regional development. As the driving force and original source of cultural heritage Education helps to build the mutually – recognized human environment required by the regional development and plays a dominant role in cultivating human resources which are suitable to the upgrading of industrial structure in the region. While the region must improve its scientific and technological innovation and core competitiveness, education and scientific research should be the main power; while the region faces an aging population, a floating population and other issues, the integration of educational resources can help alleviate the stress caused by these problems.

One purpose is namely “to improve the educational cooperation and promote the harmonious development of the region”. The overall regional coordination can promote the flow of quality educational resources within the region, bring into play its radiation and assistance and reduce the inter – regional disparities. The overall regional coordination can effectively avoid the duplication and waste in the profession setting, make a better use of the central educational