教育变革峰会

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教育变革峰会

Transforming Education Summit

新冠肺炎疫情引发了有史以来最严重的教育冲击，侵蚀了在教育包容性、质量和相关性方面取得的进展。由联合国秘书长古特雷斯召集的教育变革峰会在这一背景下召开。

联合国教科文组织数据显示，全世界仍有 2.44 亿儿童和青少年失学。据估计，全球儿童中有60%到10岁时尚不能完成简单阅读。这种情况预示着联合国可持续发展目标中到2030年实现全民优质教育的要求（SDG4）面临无法实现的风险。

同时，由教科文组织牵头，与100多万名利益相关者就"教育的未来"进行的前所未有的全球磋商表明，教育急需适应本世纪的新挑战。为了应对气候异常、技术革命、冲突和社会不平等现象重现等问题，教育必须变革。

教育变革峰会成为全球动员的加速器，各国做出新的有力承诺。

Recognizing that education is a human right and a foundation for peace, tolerance, other human rights and sustainable development, the United Nations (UN) Secretary-General is convening world leaders for a Transforming Education Summit (TES) on Monday 19 September 2022, as a key milestone in the advancement of Our Common Agenda. The Summit will be preceded by engagements on Mobilization and Solutions on Friday, 16 and Saturday, 17 September respectively, in which ministerial-participation is encouraged.

The Summit is being convened in response to a global crisis in education – one of equity and inclusion, quality and relevance. Often slow and unseen, this crisis is having a devastating impact on the futures of children and youth worldwide with progress towards the education-related Sustainable Development Goals badly off track. If unaddressed, its negative impacts on our collective pursuit of peace, justice, human rights and sustainable development will be felt for decades to come.

Building on the seminal report from the UNESCO International Commission on the Futures of Education which was chaired by Ms. Sahle-work Zewde, President of the Federal Democratic Republic of Ethiopia1, and the lessons from the COVID-19

Pandemic, a focused, intensive, and inclusive preparatory process has been undertaken in 2022:

- **National consultations** have been advanced in over 100 countries to develop a shared vision, commitment and alignment of action across constituencies to transform education.

- **Thematic Action Tracks** have been convened at the global level to place a spotlight on the areas that require greater attention and action: (1) Inclusive, equitable, safe and healthy schools；(2) Teachers, teaching and the teaching profession；(3) Learning and skills for life, work and sustainable development；(4) Digital learning and transformation；and (5) Financing of education.

- **Public engagement and mobilization** efforts have sought to democratize dialogue around education and to grow a global movement for education transformation.

A Pre-Summit, held at UNESCO HQ in Paris from 28 to 30 June 2022, provided an inclusive forum for countries to present preliminary outcomes of national consultations and engage in discussions of key recommendations from the Summit Action Tracks. The meeting generated significant momentum with the participation of more than 1,800 persons, including 154 Ministers of Education and Vice-Ministers and two Heads of State. It clearly indicated, however, that more work was needed to have localized and deeper conversations on the country-specific transformations.

The Summit provides a unique opportunity to elevate education to the top of the global political agenda and to mobilize action, ambition, solidarity and solutions to recover pandemic-related learning losses and sow the seeds to transform education in a rapidly changing world.

Building on the Summit preparations, the main expected outcomes of the September Summit are:

1. National and international commitments to transform education；

2. Greater public engagement around and support for transforming education；and

3. A Vision Statement on Transforming Education from the Secretary-General.

The Secretary-General's Vision Statement will be formally submitted as an input

to intergovernmental negotiations on the future of education as part of the preparations for the proposed UN Summit of the Future. It will also inform the work of the SDG4-Education 2030 High-Level Steering Committee in order to ensure effective follow-up at all levels.

焦点会议

第 1 场焦点会议：危境教育——为学习者建立变革行动伙伴关系

危境教育：建立变革行动伙伴关系 [①]

武装冲突、被迫流离失所（包括大规模的难民流离失所），环境/气候引发的灾害以及新冠疫情大流行等其他危机的发生，让全世界受影响的人数呈现惊人的增长：

- 2022 年 6 月，被迫流离失所者的人数达到了 1 亿人，创历史新高。

- 在 2020 年 1 月至 2021 年 12 月期间，85 个国家发生了 5,000 多起学校袭击事件和将学校用于军事用途的案件，9,000 名学生和教育工作者被绑架、逮捕、受伤或杀害。

- 武装冲突、被迫流离失所和气候引发的灾害造成的持续危机使得 2.22 亿儿童和青年无法学习或教育遭到中断，对其学习机会或学习连续性造成了影响。其中，多达 7,820 万名儿童失学，近 1.2 亿名儿童虽在校学习，但数学或阅读却未达到最低能力水平。

- 人道主义教育部门资金短缺已成为一个严重问题，2021 年仅获得所需资金的 22%，这一数字远远低于其他部门。2021 年，全球人道主义资金中，只有 2.5%用于教育，远低于联合国 4%的目标。

- 危急局势发生后，由于缺乏对中低收入国家（LMIC）多年期发展资金的系统性吸收，使资金短缺的人道主义部门对旷日持久的难民、气候和冲突引起的危机所采取的教育应对措施陷入了困境，有时长达数十年之久。

如果没有将适当扩大规模的适应性服务纳入协调良好的国家多年期规划和筹资，就会产生旷日持久的教育危机。如果再不集体做出努力，为受危机影响的人口进行变革，提供优质教育和终身学习体系并为其提供资金，世界将无法实现可持续发展目标 4（SDG4），同时也无法建立一个更加可持续、和平和繁荣的地球。

本焦点会议是在 6 月 28 日举行的峰会前会边会议的基础上召开的，会上介绍了受不同冲突和灾害影响的人口所面临的问题和挑战，并分享了前景乐观的以解决方案为导向的应对措施。它还以解决方案日会议的预期成果为基础，旨在动员成员国和合作伙伴做出行动承诺。成员国和合作伙伴联合召集人（教育不能等、全球教育伙伴关系、联合国教科文组织、难民署和联合国儿童基金会）抓住联合国秘书长召开的教育变革峰会的势头，激励各方集体做出承诺，并启动新的伙伴关系，在危境下采取具体的变革行动。

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① https://www.un.org/sites/un2.un.org/files/education-crisis-situations_agenda_zh.pdf

第 2 场焦点会议：解决学习危机的全球挑战

解决学习危机的全球挑战 ①

背景

如果儿童没有在适当的学习阶段学会基础技能，那么他们辍学和错失社会流动机会的风险会更大，并最终可能导致一代代的贫困和边缘化。基础技能，即理解性阅读和基本数学计算的能力及社交情感技能，是后续学习和技能发展的基础——这是儿童充分发挥其在生活工作方面的潜力以及为可持续发展做出最大贡献的必备条件。要使儿童在大脑快速发育的关键早期做好准备，必须开展优质幼儿教育和顺应养育，从而成功培养基础技能。教育始于优质幼儿教育，并且需要父母的支持，使女童男童、女性男性都能够行使自己的权利，并参与社会生活、经济生活和政治生活。强大的基础技能对于建立一个更加繁荣、性别平等和民主的社会非常重要，并且这些技能必须反映技术的进步，包括让儿童在整个生命周期中学会数字技能。

当前的全球学习危机导致中低收入国家中估计有 70%的男童女童生活在学习贫困中——到 10 岁时还无法理解性阅读简单段落。这一比例在撒哈拉以南非洲地区最高（89%），而在拉丁美洲和加勒比地区以及南亚，自新冠疫情以来的学习贫困率增幅最大。

新冠疫情还导致焦虑和抑郁情况增加了 34%，这是新冠疫情对儿童心理健康造成创伤性影响的迹象之一。帮助儿童发展社交情感技能至关重要；然而，只有不到一半的国家将这些技能纳入国家教育课程。需要帮助儿童掌握基本技能，同时帮助他们获得各种机会，成为一个富有创造力并能够自我调节人，使他们能够与同龄人一起生活工作，这对未来的教育至关重要。

会议目的

政治领导和问责制是解决学习危机的关键因素，可确保所有儿童都能公平获得优质教育。为了支持学习复苏，加速提高学习成果，并转变其教育体系，许多国家都采取了必要的大胆紧迫的行动。然而，我们迫切需要一场全球性的集体运动，加快推进使每个国家的每位儿童都能学会基本技能。虽然国家层面的行动仍然至关重要，但这一运动还需要国际社会的支持，从而实现所需的行动规模。

针对学习危机的相应目标、支持及投资，必须与危机的严重程度相匹配。教育变革需要

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① https://www.un.org/sites/un2.un.org/files/global-challenge-addressing-learning-crisis_agenda_zh.pdf

所有国家作出承诺，确保为儿童和青年提供必要条件，从而获得生活所需技能：首先，必须确保适当的营养和幼儿教育；其次，鉴于教育是一项人际交往中密集的社会活动，那么为教师、主管及行政人员赋能和提供支持则是必要条件；第三，对技术和互联网连接的投资将发挥核心作用，可确保人人均能享受数字技能，并有助于为教师提供大规模支持。联合国秘书长正召集世界各国领导人参加于 2022 年 9 月 19 日星期一举行的教育变革峰会。借峰会这一独特契机，各国家元首和政府首脑将共同开展有关基础学习的对话，从而为解决当前紧迫的学习危机和实现教育体系变革做出关键贡献。

关于基础学习的第 2 场焦点会议是峰会的一个环节，借此契机分享和宣扬示范做法，并以学习危机要求的速度、重点及规模，调动强大的领导力，采取相应行动。

更具体地说，教育变革峰会关于基础学习的第 2 场焦点会议旨在：

• 分享正在推进的提高全民基本技能的关键行动，包括有关学习复苏和加速的国家战略、技术获取和使用方面的改进措施以及学校和社区主导的各种做法；

• 学习各国政府领导人对于减少学习贫困率的国家承诺；

• 呼吁其他国家领导人以及各个组织和公司的领导人进一步行采取动，减少学习贫困率。

本活动由一个伙伴联盟共同组织举行，联盟包括塞拉利昂共和国政府、联合国儿童基金会、联合国教科文组织、美国国际开发署、世界银行、及比尔及梅琳达·盖茨基金会以及英国外交、联邦和发展事务部（FCDO）。

第 3 场焦点会议：变革教育，变革世界：学会可持续共处

变革教育，变革世界：学会可持续共处 [①]

目标

我们希望今天的教育能够向学习者灌输知识、技能、价值观和态度，让他们在日益多元化且瞬息万变的社会中茁壮成长，从而为个人和集体的福祉做出贡献。由于人类面临着气候变化、暴力和仇恨意识形态、对性别平等的反对日益强烈、冲突和/或全球疫情大流行及其不成比例的性别影响等诸多挑战，教育必须支持学习者成为改造社会的变革推动者，以负责任的世界公民的身份关爱人类和地球。

教育变革峰会强调，必须对教育进行变革，才能充分促进解决《2030 年可持续发展议程》目标 4.7 中所载的全球挑战，包括气候和环境危机。还强调了教育在支持具有社会公正性、以团结、尊重多样性、平等和人权为基础的发展模式方面的关键作用。峰会强调，教育必须让人们在接触信息和数字技术时具备批判性思维，培养他们抵御虚假信息、否认气候变化、仇恨言论、暴力极端主义以及基于性别的羞辱和歧视的能力，特别是通过媒体和信息素养来实现这一目标。会上应强调为受气候变化、自然灾害、冲突和其他全球危机严重影响的处境不利的群体和弱势群体消除所面临的学习障碍。特别是，有一种转变性别现状的教育方法能够释放各类学习者的潜能，终止有害的性别规范、态度及做法，并对机构进行变革，不让任何人掉队。

在教育变革峰会（TES）进行的过程中，年轻人呼吁政府重新考虑和改革教育体系，构建更加公正、和平、健康、平等、可持续的未来。本专题会议为国家元首、领导人和有影响力人士提供了一个高级别对话的空间，以便交流观点，并致力于实现全世界都亟待进行的教育变革。

本次会议的具体目标是动员与会者做出坚定的政治承诺并开展强有力的合作，采取最高级别的行动，旨在对教育进行变革，进而充分发挥其潜能，将社会改造为一个公正、和平、健康、可持续的世界，尤其要加强对以下两个相互关联领域的关注：1) 解决气候和环境危机；以及 2) 培养具有道德和社会责任感的世界公民。

1) 呼吁各个国家充分致力于实现可持续发展教育的愿景和绿色教育伙伴关系的目标，通过在以下 4 个关键领域采取行动，让每位学习者都能够适应气候变化：

[①] https://www.un.org/sites/un2.un.org/files/education-crisis-situations_agenda_zh.pdf

• "绿色学校"，从幼儿教育到成人教育，致力于确保所有学校都获得绿色学校认证，包括教师培训和高等教育机构。

• "绿色学习"，采取终身学习的方法，将气候教育纳入学校课程、技术和职业教育与培训、工作技能发展、教材、教学法和评估。

• "绿色能力和准备"，通过将气候教育纳入职前和在职教师培训来为教师和政策制定者提供支持，培养学校领导和关键利益攸关方的能力。

• "绿色社区"，通过将气候教育纳入终身学习，特别是通过社区学习中心和学习型城市，让整个社区参与进来。

2) 请各个国家建立教育体系，特别通过在以下领域采取行动，培养线上和线下世界中积极为可持续发展目标做出贡献的有道德和社会责任感的世界公民：

• 确保教育计划和政策立足于实现国际团结和相互理解的承诺，以及本着支持正义、自由、人权、和平、健康和社会凝聚力的教育体系所依据的原则和规范，培养学习者对平等、公平和尊重文化多样性、性别平等和民主文化的基本要素的批判性理解能力。

• 在教育中以及通过教育解决一切形式的不容异己和歧视，实施干预措施，以解决各级教育中仇恨和仇恨言论的表现形式和根源，同时提高对个人、社会和国家之间日益增长的全球相互依存关系的认识，培养世界公民意识。

• 培养数字公民技能，例如批判性思维、同理心和协作，支持媒体和信息素养，让学习者具备行为道德，富有创造性地投身于日益数字化、信息丰富且瞬息万变的世界，应对气候和环境危机及其他挑战。

这两个领域的行动密切相关，相辅相成。赋权、平等的世界公民可为全球共同努力促进社会正义、应对气候变化、性别不平等和其他可持续性挑战做出贡献；同时，绿色教育将包括对气候正义、健康环境中的人权、气候变化的性别影响、气候否认和误传、气候引发的冲突等问题的学习和参与，这些都与世界公民教育密切相关。鉴于我们亟待解决全球可持续性挑战，此次高级别对话将为当今世界的教育质量和相关性变革带来关键动力。

预期成果

多国家支持绿色教育伙伴关系和推进世界公民教育的行动呼吁。

第 4 场焦点会议：教育数字转型

数字学习和转型 ①

背景

重申数字学习是一种公共产品

需要采取更大胆的行动和投资，从而利用数字技术的力量，推动国家和国际对教育和终身学习的诉求。我们必须抓住数字革命这一有力契机，确保将教育作为一项公共产品和一项人权来提供。秘书长《我们的共同议程》、联合国《数字合作路线图》、教育变革峰会进程、《关于教育连通性的重塑教育全球宣言》（Global RewirEd Declaration on Connectivity for Education）及国际教育未来委员会，均申明了这一点。

通常情况下，互联网连接和技术，会首先或专门使特权学习者和教育工作者受益。这反映了教育不平等问题，并经常加剧了这种不平等，给难民和流动儿童、残疾学习者、女童和成年女性、偏远社群及其他边缘化学习者造成进一步的不利影响。为了增强数字学习在缩小教育鸿沟方面的作用，必须重新调整政策、行动及投资，聚焦那些最需要这些机会的人。

这种行动将有助于促进对教育各个方面的有益变革，包括正规教育机构内外的教学法、课程、评估及学习活动的组织。与此同时，我们必须努力普及富有意义的互联网连接，以确保高效安全且负担得起的线上学习体验。在这些领域开展的协同努力，将进一步帮助提高学习成果，从而确保所有接受教育的学习者，无论是儿童、青年还是成人，都能获得基本的读写技能，培养与其生活和生计相关的知识和能力，并为更可持续的将来做出贡献。

三大密钥将有助于解锁数字学习潜能，使数字学习更加普及，成为全面教育体验的更强支柱：

密钥 1——内容： 必须提供优质数字内容，确保为所有学生提供充足的教学资料，从而参与并学习相关课程。提供优质数字学习内容的数字教育平台，为儿童、青年及成人的学习方式带来变革。因新冠疫情而导致停课的经验表明，大量学生不知道去哪里或没有地方获取数字教育资源，来继续满足他们的学习需求和学习兴趣。在许多情况下，学习内容虽然确实存在，但质量得不到保证，组织不善，需要付费，和/或内容所在的虚拟空间会过度收集和贩卖学生数据，同时会向学习者发送广告。

密钥 2——能力： 必须加强数字能力，以确保教育利益攸关方通过循证方式，拥有必备

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① https://www.un.org/sites/un2.un.org/files/digital-learning_agenda_zh.pdf

的数字技能

和知识，从而利用数字手段进行学习。需要进行能力建设，以实现有效的数字教学和学习，由此带来的好处将远不止于学业成绩。此外，必须特别注意缩小数字技能方面的性别差距。相比男童和成年男性，成年女性和女童知道如何将数字技术用于基本目的的比例低 25%，知道如何编写简单计算机程序的比例低四倍。

密钥 3——互联网连接：我们必须重申各项承诺，确保所有学校和个人都能受益于优质互联网连接带来的教育优势。负担得起的互联网连接为数字学习提供了重要途径。然而，在全球范围内，仍有 29 亿人无法上网，其中 90%生活在发展中国家。此外，全球互联网可负担性存在显著差异，致使最贫穷的人往往要承担最昂贵的移动数据费用。富裕国家的人们使用的数字数据比贫穷国家的人们平均多 35 倍，这主要是由于访问和成本差异造成的，这种在获取负担得起的互联网连接方面的不平等现象，使太多年轻人和成年人失去了学习和发挥潜力的机会。

目标

借本场焦点会议这一契机，动员强有力的政治承诺和领导力，采取行动，以确保每个学习者都能在互联网上找到公共教育的公共空间。会议将呼吁各国元首批准一项《行动呼吁》，并承诺推进三个具体实施领域的工作——内容、能力及互联网连接，从而使数字教学和学习成为全面教育体验中一个人人普及的可靠支柱。本场会议还将启动公共数字学习网关，为一项国际运动提供支持，以确保每个学习者、教师及家庭均可轻松访问、查找和使用与课程一致的优质数字教育内容，从而促进学习。

《行动呼吁》申明，各国应本着合作和真诚交流的精神，努力支持互联网上的数字学习（线上线下），并提供国家教育平台。平台应该联网并由技术协议提供支持，从而不仅是在国家内部，而且还在各国之间，最大限度地实现资源无缝共享的可能性。总体而言，应将数字学习资源作为全球数字公地的一部分进行定位和加强，并以这样的方式对国家平台进行引导和管理。

具体而言，本场专题会议旨在：

- 提供富有前景的创新解决方案、有利的政策和做法；

- 向会员国和执行伙伴学习他们为推进数字学习而正在履行的承诺；

- 呼吁其他会员国、执行伙伴、民间社会及私营部门进一步采取行动，确保数字教育成为公共产品。

第 5 场焦点会议：在教育中和通过教育促进性别平等并为女童和妇女赋能

在教育中以及通过教育促进性别平等以及为女童和妇女赋权 [①]

背景

虽然近几十年来取得了一些进展，但教育领域的性别不平等现象依然存在。收效也微乎其微，因为新冠疫情、武装冲突、难民和境内流离失所、气候引发的灾害、对性别平等及妇女和女童权利日益强烈的抵制，在许多情况下都在阻碍这种进展并加剧不平等现象。

我们是否兑现了不让任何人掉队的承诺？

如果不能获得优质教育，许多儿童和青年，特别是女童，便无法获得生活、工作和领导能力所需的技能。性别不平等、性别规范和刻板印象，以及性别权力失衡也制约了女童运用所学技能的能力。请考虑以下几点：

• 15-24 岁未就业、未接受教育或培训的年轻人中，有三分之二（67.5%）为年轻女性。

• 女性占所有成人文盲人数的 63%，这一比例数十年来没有变化，2 而且在数字素养技能方面出现了新的性别差距。

• 女性在议会中占 26% 的席位，尽管大多数教师均达到最高学历，但在担任教育管理和领导职位方面仍面临严格的"玻璃天花板"。

许多国家的男童也未能发展和完成学业。在 142 个国家中，有 130 个国家的男童比女童更容易在小学阶段留级，这表明他们在学校的进步情况很糟糕。有 73 个国家接受高中教育的男童人数比女童少，而有 48 个国家则恰好相反。2021 年的所有失学儿童中，一半以上是男童。

教育可以解决性别弱势问题，例如童婚（五分之一的年轻女性和二十分之一的年轻男性在 18 岁之前结婚）、基于性别的暴力（1,500 万 15-19 岁的女孩经历过强迫性行为）、早孕和意外怀孕（在发展中国家，近三分之一的年轻女性在 19 岁之前生育）和童工（5-14 岁女童每天花费在无偿照护工作上的时间比同龄男童多 1.6 亿小时，全世界有十分之一的儿童从事童工劳动，其中 61% 是男童）。

教育体系必须做出更明确、更积极的承诺，解决影响学习者实现受教育权以及获得未来

[①] https://www.un.org/sites/un2.un.org/files/gender-equality_agenda_zh.pdf

生活、工作和领导机会的基于性别的障碍、羞辱和歧视。但也需要采取行动，利用教育的力量释放各类学习者的潜能，终止有害的性别规范、态度及做法，对机构进行变革，实现公正、平等、包容的社会。

会议目的

在全世界齐聚一堂，参加千载难逢的教育变革峰会之际，联合国秘书长不遗余力地激励各方做出集体承诺并建立新的伙伴关系，进而采取具体的变革行动，在教育中促进性别平等，同时通过教育推进性别平等。本焦点会议为国家元首、领导人和有影响力的关键人士提供了一个高级别对话的空间，致力于在教育中以及通过教育加快实现性别平等以及为女童和妇女赋权。

更具体地说，本焦点会议旨在通过以下方式在教育中以及通过教育促进性别平等以及为女童和妇女赋权：

• 分享通过基层和国家计划采取的创新性催化和变革行动，终止有害的性别规范、态度和做法，让所有学习者都能够享有受教育权。

• 了解世界各国领导人和合作伙伴通过教育变革峰会做出的承诺，在教育中以及通过教育促进性别平等以及为女童和妇女赋权。

• 呼吁世界各国领导人和合作伙伴承诺在教育中以及通过教育促进性别平等以及为女童和妇女赋权，加入一个全球平台，每年审查一次性别平等和女童教育承诺的进展情况，同时应对挫折，推动落实变革性领导、问责和行动。

行动呼吁

我们需要教育体系不仅仅是承认不同性别之间在入学和学习方面存在差异并采取应对措施。我们需要教育能够去改变态度和做法，并支持实现性别平等。做不到这一点，我们将永远无法兑现可持续发展目标 4（SDG 4）关于实现包容、公平的优质教育和终身学习的承诺，以及可持续发展目标 5（SDG 5）关于实现性别平等和为女性赋权的承诺。

教育变革峰会的这场焦点会议将发出行动呼吁，促进合作和变革行动，在教育中以及通过教育促进性别平等以及为女童和妇女赋权。本行动呼吁的依据是关于包容、公平、安全、健康学校的行动轨道 1 文件、弗里敦宣言：培养教育领域转变性别现状领导力、相关的 G7 和 G20 宣言和公报、世代平等论坛，以及世界各国政府及其合作伙伴对女童和妇女教育和性别平等做出的其他规范性框架和承诺。

与所有教育变革旗舰项目一样，该行动呼吁将在未来几个月内得到推广和支持，并在 SDG4 高级别指导委员会、现有的女童教育和性别平等咨询机构以及新的在教育中以及通过教育促进性别平等及为女童和妇女赋权的全球平台下接受跟进和监督。

第 6 场焦点会议：教育筹资

教育筹资变革：开展更多、更公平、更有效的投资 [①]

背景

教育变革峰会旨在动员各国领导作出承诺，以应对迫在眉睫的全球教育危机——一场关乎教育公平、质量及针对性的危机。如果我们的教育筹资方式没有发生翻天覆地的变化，这一切都是不可能的。

迄今为止，国内公共教育投资一直是教育资金的主要来源。尽管在本世纪头几十年的某些情况下，这一投资有所上升，但在大多数国家和地区仍然太低。三分之一的国家尚未达到以往的两个教育投资基准，无论是占 GDP 的百分比还是占国家预算的百分比。在新冠疫情期间，超过三分之二的发展中国家削减了教育预算。全球不平等现象令人震惊，高收入国家在每个孩子身上的花费是低收入国家的 43 倍以上。而各国国内在教育投资方面令人不安的分配不均现象，则加剧了这些国际差异。当国内财政不景气时，家庭承担着相当大的教育支出负担，特别是在低收入国家和中下收入国家。这令他们的负担比以前更加沉重。新冠疫情和持续的全球经济危机使这些不平等现象更加难以面对。

在某些特定情况下，尤其是在应对长期危机对教育的影响方面，国际教育筹资对于低收入国家和中下收入国家而言仍然至关重要。然而，针对教育的援助也在下降，从 2019 年到 2020 年，有 43 个发展伙伴减少了教育支出。对于大多数国际金融机构和慈善团体来说，教育也是一个低优先级的领域。我们迫切需要通过各种渠道，保障和增加国内教育预算和国际教育资金。

行动呼吁

在此背景下，联合国秘书长发出为教育筹资的紧急《行动呼吁》——敦促所有国家和所有合作伙伴开展更多、更公平、更有效的教育投资。

《行动呼吁》借鉴了在峰会教育筹资主题行动轨道下开展的广泛工作成果，并寻求在现有诸多努力的基础上再接再厉，包括可持续发展目标 4-2030 年教育承诺、2021 年全球教育伙伴关系合作伙伴《关于教育筹资的行动呼吁》（Call to Action on Education Finance）、《教育筹资问题巴黎宣言》（Paris Declaration on Education Financing）。

我们必须开展更多的教育投资：保障和增加每个国家的实际教育经费很重要——正如

[①] https://www.un.org/sites/un2.un.org/files/finaning-education_agenda_zh.pdf

GDP 和国家预算中用于教育的份额所反映的那样——但这还不够。我们的目标必须是增加国家对每个学生和每个人的实际教育经费。

大部分教育资金来自国家公共预算。因此，增加教育资金需要计算每个学生所需的有效教育成本，并制定宏伟的国家目标，确保随着时间的推移能够达到这一水平。在大多数国家，要实现这些目标，需要通过渐进式的重大税制改革，提高税收占 GDP 的比例。 通过设定和实现发展援助水平和优惠贷款水平的新目标，以及推进新型创新筹资手段，国际教育筹资还有进一步扩大的空间。

我们必须开展更公平的教育投资：我们必须确保教育投资能够惠及那些以往被排除在这一机会之外的人。教育投资必须惠及每个国家最偏远的农村地区；教育投资必须保证教育机会惠及低收入贫困家庭；教育资金分配必须惠及在获得这些机会时通常受到歧视的所有群体和部门：女童、少数民族、残疾人、流离失所儿童等等。当然，更公平的教育投资也意味着，我们今天看到的高收入国家与低收入国家之间的国际差距也将缩小。

我们必须开展更有效的教育投资：教育投资的目标不仅仅是提供进入教育体系的机会；要真正成为一项投资，我们分配给教育的资源必须得到有效利用，以保证有效获得学习机会。这将需要努力减少漏损；提高交付能力；加强问责框架；并将部门规划与预算规划联系起来。

会议目标

各国家元首和政府首脑以及国际金融机构负责人、发展伙伴及其他人，可借教育筹资焦点会议这一契机，讨论《行动呼吁》的一些关键要素，展示他们对增加教育资金的个人承诺，并为峰会结束之后可以采取的行动积蓄新的动力。

借本场会议这一契机，我们还将启动国际教育筹资机制——一个教育筹资引擎，可迅速增加捐助者资源，使中下收入国家有机会对优质教育和技能进行紧急投资。该机制有可能在未来 5 至 7 年内，筹集到至少 100 亿美元的新教育资金。

行动和呼吁

1. 危境教育

危境教育：行动承诺 [①]

教育正面临着威胁

武装冲突、被迫流离失所，包括大规模的难民流离失所，健康和气候引发的灾害以及其他危机的发生，让全世界受影响的人数呈现惊人的增长。这意味着，2.22 亿学龄儿童和青年的教育出现中断，教育体系被推到了承受能力的边缘，濒临崩溃。女童和残障儿童，以及许多其他少数族裔群体，包括但不限于土著社区、少数民族和宗教少数派以及 LGBTQI 个体，在许多危机环境中受到的影响尤为严重。仅在 2022 年，被迫流离失所的人数就达到了创纪录的 1 亿人，其中一半以上是需要接受相应优质教育的儿童和青年。此外，在 2020 年 1 月至 2021 年 12 月期间，85 个国家发生了 5,000 起学校袭击事件和将学校用于军事用途的案件，9,000 名学生和教育工作者被绑架、逮捕、受伤或杀害。除此之外，还有学校因武装冲突和政治不稳定而关闭，让女童、难民和其他人口群体今后几代人的教育都面临着风险。

教育资金短缺

2021 年，为教育部门发起的人道主义募捐仅获得所需资金的 22%，远低于其他部门。2021 年，全球人道主义资金中只有 2.9%用于教育，远低于联合国 4%的目标。新冠疫情爆发后，教育只获得应对健康危机的经济刺激一揽子计划资金总额的 3%，而在新冠疫情国际人道主义应对计划中，仅获得了所需资金的 0.7%。

危机极大地影响了教育体系变革和确保其抵御未来破坏所需的长期投资。2020 年，对教育提供的海外发展援助（ODA）停滞不前，双边捐助者的捐助金额减少了 3.59 亿美元。此后，主要捐助者大幅削减了海外发展援助。在新冠疫情期间和之后，许多国家的政府也受到了经济复苏缓慢、债务成本上升和国内优先事项调整的影响。国家和全球教育资金面临的系统性问题意味着儿童和青年群体，包括但不限于难民和境内流离失所者，正在失去国家和国际支持，进而越发落于人后。

建立变革伙伴关系：行动承诺

在进行了多项效果明朗的实践之后，我们以及成员国和合作伙伴在联合国秘书长召开的教育变革峰会上推出了"危境教育：行动承诺"。

我们致力于共同努力改革教育体系，使其有能力预防危机，为危机做好准备，应对危机，

[①] https://www.un.org/zh/transforming-education-summit/education-crisis-situations

并从危机中复苏。我们的宗旨是让所有受危机影响的儿童和青年，包括难民和无国籍人口，能够持续、公平、安全地享有包容、优质、安全的学习机会。

特别是，我们致力于为 2.22 亿因武装冲突、境内和跨境流离失所以及健康或气候引发的灾害而中断学业或无法学习的儿童和青年改善受教育机会、教育的质量、公平性和包容性。为了实现这一承诺，我们呼吁成员国、多边组织、捐助者和教育合作伙伴努力兑现这一承诺，在实现 2030 年目标之前，于 2025 年提交首份报告，并相互监督，采取以下行动：

教育机会和学习成果

为受危机影响的儿童和青年提供更加公平、更具包容性的教育机会和学习成果，具体方式包括：

a. 在受危急局势和长期危机影响的国家，将失学儿童和青年的人数至少减少一半。

b. 改善基础学习成果，让至少 75%的身处危急局势和危机后环境的儿童和青年达到最低识字、算术和社会情感能力。

c. 改善合格男女教师的招聘、留用和持续专业发展，确保教学具有性别角色转换性和包容性。

保护和增加外部筹资

通过人道主义和发展文书保护和增加外部筹资,确保资金公平分配并符合国家规划优先事项和对国际公约的承诺。具体来说：

a. 根据 2021 年《国家元首关于教育筹资的行动呼吁》，承诺每年逐步增加国内教育支出，辅以对教育提供更多的可持续多年期官方发展援助（ODA），包括为全球教育伙伴关系和教育不能等筹资以及为合作平台提供资金。

b. 承诺调整现有机制，或为中低收入国家（LMIC）制定额外的多年期筹资机制并为其提供资源，这些机制和资源为目前国内和国际资助范围之外的人，如难民和无国籍人口，消除了进入国家教育体系的障碍。

c. 提高教育支出的效率，并将资源用于最边缘化的群体。

国际合作的精神，共同建立能够抵御危机的教育体系

本着国际合作的精神,共同建立能够抵御危机的教育体系,确保保护儿童和青年的权利,并全面满足学习者的需求，包括健康、福利、营养、水、卫生以及防止暴力、性剥削和虐待。

a. 为实现教育变革而调整国家优先事项和国际承诺，包括《仁川宣言》、《为促进有效发展合作的釜山宣言》、《难民问题全球契约》、《安全、有序和正常移民全球契约》、

《消除针对儿童的暴力全球合作伙伴》、《安全学校宣言》、《学校全面安全框架》以及国际法规定的其他义务。

b. 致力于在政府、人道主义和发展参与者之间开展合作，以相互协调的方式通过成熟的协调机制，共同努力改革教育体系。

c. 致力于推动教育、健康、水、卫生和社会保护部门在教育和人道主义应急规划方面实现部委间和机构间合作。

d. 在我们的教育政策、规划和优先执行事项中加强包容性和性别平等。

规模和主流高影响力干预措施纳入政策和计划制定工作中

考虑将不同的运作背景、规模和主流高影响力干预措施纳入政策和计划制定工作中，重点关注八个相互关联的优先事项：

1. 教师；

2. 社区参与；

3. 性别平等和包容；

4. 幼儿教育；

5. 心理健康和社会心理支持；

6. 防止暴力；

7. 公平提供教育技术和创新，特别是对最边缘化的儿童；

8. 儿童和青年有意义的参与。

2. 解决学习危机的全球挑战

解决学习危机的全球挑战 ①

确保基础学习是教育变革的关键要素

1. 学习水平低：儿童面临的障碍

· 新冠疫情使疫前已有的学习危机更是雪上加霜。目前，据估计，在全球范围内，每 10 名儿童中就有 6 名遭受学习贫困：他们到 10 岁时还无法阅读和理解简单的文字。

2. 基础学习：为何这点很重要

· 10 岁时还无法理解性阅读的儿童比例是体现一个国家整体教育质量的信号。基础学习 是基石，在此基础之上，儿童和青年可以通过教育获得其他所有学习、知识及高级技能。

· 基础学习对于让所有儿童充分发挥潜力并参与社会至关重要。

· 确保全民基础学习有助于提高公民意识、可持续发展、包容性增长、性别平等、国家凝聚力、和平与繁荣，并推动其他所有可持续发展目标的进展。

3. 通过基础学习进行教育变革：行动承诺

· 我们承诺在学习水平较低的地方采取紧急果断的行动，以确保包括最边缘化儿童 在内的所有儿童都能充分发挥潜力。

· 我们承诺，到 2030 年，将全球到 10 岁时还无法阅读和理解简单文字的儿童比例减少一半。这一承诺需要在每个国家都实现国家可持续发展目标 4 下各项具体目标 。

· 为确保恢复和加速学习，我们将立即努力让所有儿童入学并让他们继续在校学习，尤其是边缘化女童；增加获得补习和补课的机会，并按照儿童当前的学习水平进行教学；支持教师，为其提供所需的教学工具；为每位教师和儿童的健康、营养及社会心理健康提供支持。

· 我们将共同努力缩小教育资源差距，并实行有效推进基础学习所需的各项投资、技术运用及其他改革。

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① https://www.un.org/zh/transforming-education-summit/global-challenge-addressing-learning-crisis

3.全民数字学习

保障和提高全民优质公共数字学习 [①]

我们必须利用数字革命这一有力契机，确保将优质教育作为一项公共产品和一项人权来提供，并特别关注最边缘化群体。秘书长《我们的共同议程》、联合国秘书长《数字合作路线图》、《可持续发展议程》、教育变革峰会进程、《关于教育连通性的重塑教育全球宣言》（Global RewirEd Declaration on Connectivity for Education）及国际教育未来委员会，均申明了这一点。

我们必须利用数字技术的优势，推动国家和国际对教育和终身学习的诉求。这种行动将有助于促进对教育各个方面的有益变革，包括正规教育机构内外的教学法、课程、评估、社会关怀及学习活动的组织。这将进一步帮助提高学习成果，从而更好地确保所有接受教育的人员，无论是儿童、青年还是成人，都能获得基本的读写技能，培养与其生活和生计相关的知识和能力，并为更可持续的将来做出贡献。

我们必须使用三大密钥来解锁数字教学和学习的潜能，使其更加普及，成为全面教育体验的更强支柱：

密钥 1——内容

必须通过数字学习平台，向所有学生、学习者、教师及照料者提供与课程相关的优质数字教学和学习内容

High quality, curriculum-relevant digital teaching and learning content must be made available and accessible to all learners, teachers and caregivers through digital learning platforms.

提供优质内容的数字学习平台可为儿童、青年及成人的学习方式带来变革。因新冠疫情而导致停课的经验表明，大量学习者不知道去哪里或没有地方获取数字教育资源，来继续学业及满足学习需求和学习兴趣。在许多情况下，学习内容虽然确实存在，但质量得不到保证，无法通过手机访问，组织不善，需要付费，或内容所在的虚拟空间会过度收集和贩卖学生数据，并且会向学习者发送广告。最近对 150 多种教育技术产品的审查发现，其中近 90% 的数据处理做法会危害或侵犯儿童的权利。还有太多的国家仍未创建公开认可的数字学习平台和内容。

[①] https://www.un.org/zh/transforming-education-summit/digital-learning-all

密钥 2——能力

必须加强使用数字技术来提高学习的能力，以确保教师、学习者及其他教育利益攸关方采用循证方式，拥有必备的数字技能和知识，从而利用数字手段进行学习

Capacity to use digital technology to improve learning must be strengthened to ensure teachers, learners and other education stakeholders have the skills and knowledge needed to leverage digital tools for learning using evidence-based approaches.

需要进行能力建设，以实现有效数字学习的循证方式，由此带来的好处将远不止于学业成绩。在世界范围内，将互联网用于教育及其他用途时，最常被提及的其中一大障碍就是缺乏数字技能，而被提及的频率甚至往往超过成本障碍。三分之一的人甚至缺乏最基本的数字技能，而即使对于那些拥有数字技能的人来说，教师也很少能接受相关培训，来加强他们有效使用技术的教学实践。此外，数字技能方面的性别差距仍然高得令人无法接受。成年女性和女童知道如何将数字技术用于基本目的的比例比男性低 25%。

密钥 3——互联网连接

数字化连通服务有助于确保所有学校和个人都能受益于优质互联网连接带来的教育优势

Digital connectivity ensures that all schools and individuals have the ability to benefit from the educational advantages that come with good quality internet connections.

互联网连接为数字学习提供了重要途径。然而，在全球范围内，仍有 29 亿人无法上网，其中 90%生活在发展中国家。此外，全球互联网可负担性存在显著差异，致使最贫穷的人往往要承担最昂贵的移动数据费用。富裕国家的人们使用的数字数据比贫穷国家的人们平均多 35 倍，这主要是由于访问和成本差异造成的，这种在获取互联网连接方面的不平等现象，使太多年轻人和成年人失去了学习和发挥潜力的机会。

我们将制定包含短期目标、中期目标及长期目标的国家战略和预算，促进所有这三大密钥方面的进展，从而解锁数字学习潜能。这些战略将实现以下承诺：

内容

1. 我们承诺根据联合国教科文组织《关于开放式教育资源的建议书》，建立并迭代改进公共数字学习平台，提供与课程一致的优质教育资源，确保这些资源向所有人免费开放和普及，同时保护用户的隐私、人身安全及数据安全。我们将通过在教育变革峰会上发起的"公共数字学习网关"多伙伴倡议，努力推动实现这一承诺。

2. 我们承诺确保这些平台可以为教师、学习者及家庭赋能，支持内容的可访问性和共

享，并满足用户的多样化需求，包括残疾学习者、少数民族语言使用者、女童和妇女以及难民和流动人员。

容纳人数

1. 我们致力于为教育及其他赋能目的而实现数字素养普及，特别关注成年女性和女童，从而消除长期存在的数字技能性别鸿沟。

2. 我们致力于培养所有教师及相关教育人员的能力，使他们能够借助现有的手段和联盟，包括联合国教科文组织教师信息和通信技术能力框架及全球教育联盟，利用数字资源来辅助学生学习。

互联网连接

1. 我们承诺将每所学校接入互联网，并推动将互联网服务扩展到家家户户的每一个人，以便为教育和终身学习提供更多途径。

2. 我们承诺采用全政府方式，并利用 Giga（联合国儿童基金会和国际电联）等现有倡议，来落实必要的政策、法规、技术及资金，确保学校互联网连接安全公平、可持续。

所有这些承诺的基础是我们优先考虑边缘化学习者、教师及家庭的决心。通常情况下，互联网连接和技术，会首先或专门使特权学习者和教育工作者受益。这反映了教育不平等问题，并经常加剧了这种不平等，给难民、残疾学习者、女童和成年女性、偏远社群及其他边缘化学习者造成进一步的不利影响。为确保数字学习有助于缩小教育鸿沟，我们将努力重新调整政策、行动及投资，聚焦那些最需要这些机会的人。

4.促进性别平等

在教育中并通过教育促进性别平等和为女童与妇女赋权 [①]

本行动呼吁的依据是关于包容、公平、安全、健康学校的行动追踪文件、[②]《弗里敦宣言：教育领域的性别变革领导力》、[③]七国集团和二十国集团相关宣言和公报、[④]世代平等论坛，[⑤]以及政府及合作伙伴对女童和妇女教育和性别平等做出的其他规范性框架和承诺。[⑥]

与所有教育变革旗舰项目一样，本行动将在未来几个月内得到推广和支持，并由可持续发展目标 4-高级别指导委员会、现有的在教育中以及通过教育促进女童教育和性别平等的咨询机构，以及新的女童和妇女在教育中以及通过教育促进增强权能和性别平等问题全球平台跟进并接受其监督。[⑦]

我们呼吁大家在以下领域采取行动，以在教育中并通过教育促进性别平等和为女童与妇女赋权：

政府

国家和地方各级政府应：

1. 将性别平等视为教育部门计划、预算和政策的核心。从早期开始确定性别差异及其根本原因，提高预算、强化战略、加大承诺，以消除教学法中有害的性别规范，培养教育部

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① https://www.un.org/zh/transforming-education-summit/advancing-gender-equality

② 基础学习指的是基本的识字、算术和可转移的技能，如社会情感技能。关于包容、公平、安全、健康学校的主题行动追踪文件 1 文件，包括关于转变性别现状教育的分主题文件，是通过多利益攸关方流程制定的，涉及来自政府、民间社会捐助者、政策制定者、民间社会团体、青年、教师网络、教育倡导者、学术界，以及私营部门和慈善机构的 200 多名代表。

③ 《弗里敦宣言：教育领域的性别变革领导力》由 13 个非洲国家的教育部在汲取了联合国女童教育倡议、联合国儿童基金会、联合国教科文组织和全球教育伙伴关系等民间社会和多边组织的意见后制定的。

④ 其中包括七国集团于 2018 年发表的查尔沃伊宣言、七国集团于 2019 年发布的以性别平等为中心倡议、七国集团的 2021 年公报（特别是第 66-75 款）；七国集团的 2022 年发展部长公报（第 23 款），以及二十国集团：2021 年部长宣言和 2020 年教育部长公报。

⑤ 世代平等论坛于 2021 年发起了一项由六个行动联盟设计的为期 5 年的全球性别平等加速计划，该计划确定了从基于性别的暴力和技术到经济和气候正义等领域实现性别平等所需采取的关键行动。

⑥ 其中包括：安全学校宣言；由消除针对儿童的暴力全球合作伙伴和基金制定的安全学习行动呼吁；通过 2021 年联合国粮食系统峰会和由此产生的校餐联盟做出的承诺；以及其他决议。

⑦ 该平台将在教育变革峰会期间启动，召集政府、捐助者、合作伙伴和民间社会来监督峰会和其他承诺的进展情况，突出不同国家之间的进展差距，并鼓励采取变革行动，在教育中以及通过教育促进实现女童教育和性别平等。

门工作人员的机构和人员能力，并根据具体情况推进其他优先事项。

2. 确保各级和所有教育对象以及教学、教育和部长级领导职位之间性别平等，不存在歧视现象。支持女教师获得公平且平等的报酬、安全的住房、交通和在偏远地区工作所需的其他资源。采取有针对性的措施，打破教育领导和管理职位的"玻璃天花板"。

3. 识别并消除课程、教学材料和学习材料中的性别偏见和刻板印象，确保所有教师和学习者获得必要必要的知识和技能，以审查、质疑和改变有害性别规范、态度和做法、不平等权力关系、性别歧视和更加悬殊的交叉不平等现象。这包括早期学习材料，因为有证据表明，两岁的儿童就已理解性别刻板印象和规范并将牢记于心。

4. 确保提供安全、转变性别现状、包容的学习空间，包括学校的水、环境卫生和月经卫生管理设施、预防和应对学校性别暴力的教育计划和机制，学校用餐、全面性教育、艾滋病预防、照料和支持的教育与服务。在 2019 冠状病毒病疫情和全球饥饿危机的背景下，采取中期努力解决紧迫需求，尤其是应对最易产生影响的紧急情况和危机。

5. 改造数据系统，以便更好地得到按性别和年龄分类的数据。了解性别与其他交叉特征，例如残障和少数族裔身份问题相互交织，导致边缘化、不平等和学习贫困的出现。利用数据采取有针对性的行动，不让任何人掉队，包括利用来自家庭的关于失学儿童的公民数据，以及采取行动解决导致排斥的交叉性别规范和期望。

6. 支持各部委、民间社会、基层青年组织、和其他从事教育、健康、营养、艾滋病、性别、保护、青年、就业、经济、社会和气候正义的工作者之间开展协调、跨部门、交叉和代际合作，以保障权利，促进平等的教育、在正规部门就业的渠道以及其他相关成果。

7. 投资于重点干预措施，支持边缘化女童获得 12 年的安全和优质教育，这是最具成本效益和影响力的社会和经济投资之一。让男童和男性参与到挑战性别不平等、性别规范和性别刻板印象中来，并解决男童辍学的问题。

8. 有条不紊且有的放矢地将儿童和青年的所有多样性纳入旨在促进转变性别现状教育的协商和决策中来，采取有针对性的措施，确保最贫穷和最边缘化的儿童和青年都能公平参与。

捐助

捐助者（包括双边和私营部门捐助者、国际金融机构和基金会）应：

1. 为实施旨在消除教育各方面和各层级性别差距的公平、有效的循证应对措施提供资金，促进女性担任领导职位，并改变有害的性别规范、态度和做法。

2. 将对性别问题的敏感度纳入公共支出监督，以确定教育支出对女童和男童的影响。

调整支出方向以纠正不平等现象，在教育中并通过教育促进性别平等。

3. 为女权主义全球、区域和基层组织以及青年活动家提供资金并与之合作，共同合作向政府提出倡议，确保在教育中并通过教育采取转变性别现状的教育方法。

联合国

联合国及其他多边组织：

1. 在可持续发展目标 4-高级别指导委员会中、在教育中并通过教育促进性别平等和为女童与妇女赋权的全球平台以及其他机制内，确保在问责制、国家所有权、参与和透明度的基础上，对国家、区域和全球基准的进展情况进行循证监督。

2. 在性别和权利专家、儿童和青年的大力参与下，扩大能力发展、战略指导、转变性别现状领导力、知识共享以及监督工作，在教育中并通过教育促进性别平等和为女童与妇女赋权。

3. 支持各国更多地提供和使用分类数据、性别评估、性别预算和其他手段，为转变性别教育的规划、成本核算和实施提供信息。

合作伙伴和民间社会

更广大的发展社区，包括民间社会、青和学术界

1. 携手各国和全球的性别和权利专家建立知识库，包括转变性别现状的核心方法，以及如何加强教育系统以促进性别平等。

2. 民间社会组织提升内部能力、专业知识并增加财政资源，以便将性别平等纳入教育战略、计划和倡议。

3. 优先考虑本地化议程并建立网络和联盟，以基层组织和运动的倡议和努力为核心，在教育中并通过教育解决性别不平等和女童与妇女权利的问题。

5. 教育筹资

开展更多、更公平、更有效的教育投资 ①

基于可持续发展目标 4-2030 年教育承诺、2021 年全球教育伙伴关系合作伙伴《关于教育筹资的行动呼吁》（Call to Action on Education Finance）、《教育筹资问题巴黎宣言》（Paris Declaration on Education Financing）以及其他现有的发展筹资框架，本《教育投资行动呼吁》敦促所有国家和所有合作伙伴采取具体的国内国际行动。

更多投资

为了加大对教育的投资，国家层面的政府应：

1. 承担为教育提供充足资金的责任，努力确定和消除在国内商定的优先事项和国际商定的教育目标方面出现的主要障碍，特别是与可持续发展目标 4 相关的障碍。国家领导力是实现这些目标的关键。

2. 扩大教育财政空间，承诺为社会保护和教育体系提供专项资金。根据《仁川宣言》和《巴黎宣言》，各国政府应将至少 4-6% 的 GDP 和至少 15-20% 的公共总支出用于教育拨款，保护公共教育预算免受因新冠疫情大流行和全球经济危机而导致的财政紧缩影响。

3. 承诺保障和增加每名学生和每名学龄人员的实际经费，从而符合根据国家和地区的具体情况而制定的雄心勃勃的国家基准。

4. 承诺通过雄心勃勃的累进税制改革以及针对教育经费筹资的相关承诺，根据需要达到适当的税收占 GDP 比。

更公平

为了更公平地投资于教育，国家级政府应：

1. 制定各项具体目标，将一定比例的教育经费拨给 40% 和 20% 的最低收入家庭、农村或偏远地区的人群、残疾儿童或特别弱势的群体。

2. 以分类和系统的方式跟踪和报告教育投资情况及其结果，确保教育经费得到公平分配，特别关注最弱势群体。将促进性别平等纳入公共支出监测，对支出进行调整，纠正不均衡现象，促进性别平等。

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① https://www.un.org/zh/transforming-education-summit/financing-education

3. 承诺投资于技能再培训和终身学习机会，帮助青年和成年人为未来经济做好准备，并在不断发展的绿色经济和数字经济中创造新的、体面的就业机会。

更有效率

为了更有效地投资于教育，国家级政府应：

1. 通过减少漏损来提高教育投资的效率；提高教育利益攸关方和机构的交付能力；以包容的方式在各教育合作伙伴之间开展协作；加强问责框架；并改善教师队伍的发展和管理。

2. 采取行动将部门规划与预算规划联系起来，使教育计划具有明确可行的筹资战略，并产生稳健的成本和收入。形成充分及时的数据，将这些计划与预期成果联系起来并进行评估。

3. 承诺创建旨在促进教育投资的长期综合政策和筹资战略，如通过使用国家综合融资框架（INFF）和与可持续发展目标一致的预算战略。

国际社会应支持、补充和鼓励各国在教育投资方面的努力：

投资贡献

增加对教育的投资贡献

1. 实现官方发展援助（ODA）占国民总收入（GNI）0.7%的既定基准，将此类援助用于教育的比例以及提供给教育的优惠贷款和赠款的比例提高到投资组合的 15%-20%，并将这些资金拨给最需要的国家。

2. 国际金融机构、多边和区域银行也有空间大幅扩大其当前的教育支出；慈善事业显著加大对支持公共教育系统的贡献。

3. 采取行动支持各类创新金融机制，如国际教育筹资机制（IFFEd）——该机制旨在通过区域开发银行和多边开发银行，为中下收入国家 (LMICs) 显著增加教育资金。

4. 努力扩大现有成功的智能援助筹资和赠款规模，支持最贫穷国家增加财政空间并解决日益严重的债务困境，在很多情况下，这使大量借款得以解除，包括中下收入国家在内。

5. 对于难民及其他因气候灾难而流离失所的学习者，同意采取新的国际集体教育筹资方式。这必须要满足流离失所儿童和难民儿童的独特教育需求。

投资教育

支持国家投资教育的努力

1. 优先考虑全球税收行动，支持有助于各国以快速且渐进的方式扩大税收占 GDP 比的

国际改革，将国际金融机构国家层面的对话转变为更加大胆和渐进的税收改革，并确保全球规则不会迫使各国采取"恶性竞争"税收战略和有害的税收激励措施。推进针对税收漏洞的全球行动，包括就全球资产登记达成协议，减少非法资金流动及不公平的贸易税收，对避税地采取行动，以及推动制定公平的全球税收规则。

2. 修订国际金融和债务架构，以确保能够调动足够的资金来支持长期可持续发展目标，包括取消将削减教育支出作为获得新筹资前提的条件，并使用以债务换教育等创新手段。

3. 支持债务减免、重组以及在某些情况下取消债务的行动，为一切偿债支出超过教育支出的国家提供支持。

4. 敦促国际货币基金组织（IMF）及其他国际金融机构消除有碍增加教育支出的各种障碍，如公共部门工资限制等，并支持允许在师资短缺情况下招聘大量专业新教师的政策。

5. 寻找纾解资金困境的新解决方案和新机制，推动分配新的特别提款权（SDR）以及将现有特别提款权重新分配给最需要教育投资的国家。

6. 创建新的规范和计算公式，帮助各国财政部和政府将教育投资的长期回报作为一个整体因素来考虑，从而使教育支出在中期支出框架和其他规划/预算文件中不会被视为纯粹的消费支出。

与教育变革峰会所有旗舰项目一样，本《行动呼吁》将在未来几个月内得到推广和倡导，并在可持续发展目标 4 高级别指导委员会（HLSC）的指导下，通过其数据和监测活动，以及通过由会员国和专家合作伙伴组成的财务技术委员会，进行跟进和监测。

6. 变革教育以变革世界

绿色教育伙伴关系 让每位学习者都适应气候变化 [①]

联合国秘书长称气候危机是"我们的生命之战"，因为我们仍在努力改造我们的社会，以达到《巴黎协定》中建议的 1.5 摄氏度温控目标。

我们需要在我们生活的各个层面和许多方面进行快速且彻底的转变，而教育是提高适应能力和加强学习者和社会的抵御能力的核心有力手段。同样重要的是，要确保教育体系对气候变化有更强的适应能力，创建安全且不受气候影响的学校。

联合国秘书长召开的教育变革峰会确认，必须对教育进行变革，才能应对全球气候和环境危机。在可持续发展教育（ESD）所积累的知识和实践的基础上建立的新的绿色教育伙伴关系旨在提供强有力、协调且全面的行动，让每位学习者都能获得应对气候变化和促进可持续发展的知识、技能、价值观和态度。

你知道吗？

地球的全球平均温度已经上升了 1 摄氏度，过去 35 年，气候变暖速度加剧。

联合国教科文组织最近获得的调查结果表明，在接受审查的 100 个国家中，约有一半的国家在其国家课程中并未提及气候变化。

虽然 95%的受访中小学教师认为教授气候变化的知识很重要，但只有不到 30%的教师表示愿意教授气候变化。

75%的年轻人表示，他们对自己的未来感到恐惧。在 2021 年于格拉斯哥举行的第 26 届联合国气候变化大会（COP26）和 2022 年 6 月于巴黎举行的教育变革峰会（TES）前会晤上，年轻人要求采取具体的行动，并呼吁政府改革教育体系，使其能够应对气候变化的挑战。

教育的作用是什么？

可持续发展教育（ESD）采取从学前教育到成人教育的终身学习法，旨在让所有学习者具备关键能力，不仅包括知识，还包括社会和情感意识和行动，以及批判性思维和协作。

凭借这些知识、技能、价值观和态度，学习者可以深入了解气候危机的复杂性、全球可持续发展挑战的相互关联性，以及如何在日常环境中帮助解决问题。

[①] https://www.un.org/zh/transforming-education-summit/transform-the-world

绿色教育伙伴关系利用可持续发展教育的整体学习方法，旨在激励各国采取行动，让学习者具备所需的技能，在向数字和绿色经济过渡的背景下实现兼容并蓄的可持续经济发展。

有兴趣加入吗？ 你可以这样做

我们鼓励各国在 4 个行动领域加入绿色教育伙伴关系。请各国承诺在 2030 年之前实现至少 2 个设定目标，如果可以，则实现全部 4 个设定目标。定期监测进展情况，并且全球网络"ESD-Net 2030"将提供一个交流经验和展示良好做法的平台。

行动轨道

主题行动轨道聚焦需要关注的特定领域，是教育变革的关键杠杆。行动轨道将通过突出有效的政策干预措施，并利用现有的举措和伙伴关系，包括为应对新冠疫情而出现的举措和伙伴关系，寻求动员各方作出新的承诺。

为什么行动轨道现在很重要？

主题行动轨道以《2030 年议程》及其与教育相关的目标和具体目标为指导，特别是可持续发展目标 4：确保包容和公平的优质教育，让全民终身享有学习机会。新冠疫情加剧了解决教育不平等和学习危机的紧迫性，有可能逆转在可持续发展目标方面已取得的进展。同时，这是一个重新思考和重新构想教育目的、教育内容及教育提供方式的机会——换句话说，就是将教育朝着人类和地球的和平包容及可持续未来的方向变革。

谁将参与其中？

行动轨道将确保成员国能持续参与，并向所有利益攸关方开放，包括捐助者、政策制定者、民间社会团体、年轻人、教师网络、教育倡导者、学术界、私营部门及慈善机构。

行动轨道1：包容、公平、安全和健康的学校（Thematic Action Track 1 on Inclusive, equitable, safe and healthy schools）[①]

教育正在陷入危机。高贫困率、排斥现象及性别不平等问题继续阻碍着数百万人入学就读。此外，新冠疫情进一步暴露了教育机会和教育质量方面的不平等现象，而暴力、武装冲突、灾难及妇女权利的逆转加剧了人们的不安全感。

包容性、变革性教育必须确保所有学员都能不受阻碍地获得受教育的机会，参与到教育中来，确保他们在学校安全健康，不受暴力和歧视，并得到全面的关怀服务。教育变革需要显著增加对优质教育的投入，需要为全面的儿童发展和教育奠定坚实的基础，并且必须以坚定的政治承诺、合理的规划及有力的事实证据为基

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①
https://knowledgehub.sdg4education2030.org/system/files/2022-07/AT1%20Discussion%20Paper_15%20July %202022%20%28With%20Annex%29.pdf

行动轨道 2：生活、工作和可持续发展的学习和技能（Learning and skills for life, work, and sustainable development）^①

年轻学员在读写和计算能力的基础学习方面存在危机。2020 年，仍有超过 7.7 亿人缺乏基本的读写能力，其中三分之二是女性。与同龄人相比，残疾儿童拥有基础阅读和计算能力的可能性要低 42%。新冠疫情进一步加剧了这些差异，尤其是在中低收入国家的儿童中。

教育变革意味着为学员赋能，使其具备相关知识、技能、价值观和态度，具有韧性和适应能力，从容应对不确定的未来，同时为人类和地球的福祉和可持续发展做出贡献。为此，必须强调基本读写和计算的基础学习；强调可持续发展方面的教育，包括环境和气候变化教育；以及强调就业和创业的各项技能。

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① https://knowledgehub.sdg4education2030.org/system/files/2022-07/AT1%20Discussion%20Paper_15%20July%202022%20%28With%20Annex%29.pdf

行动轨道 3：教师、教学和教学专业（Teachers, teaching and the teaching profession）①
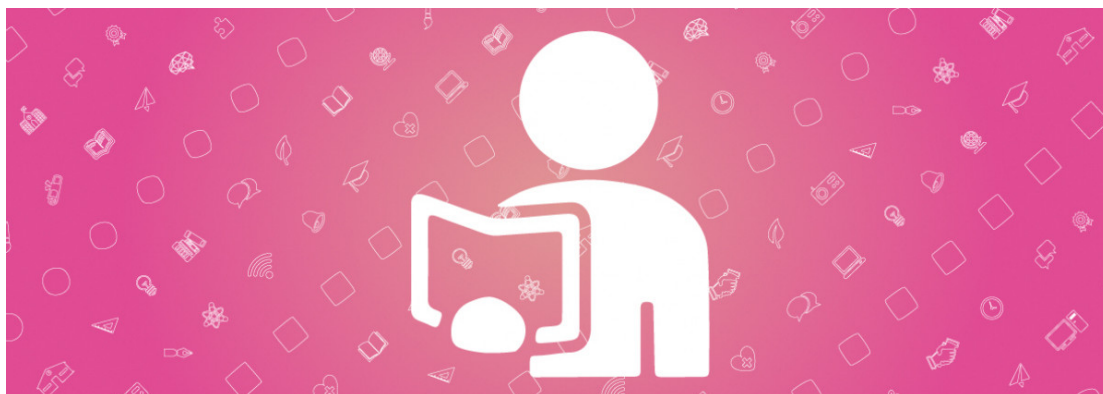
教师对于实现学习成果、实现可持续发展目标 4 和教育变革至关重要。但教师和教育人员面临四大挑战：师资短缺；缺乏专业发展机会；地位低，工作条件差；缺乏培养教师领导力、自主性和创新能力的条件

加快实现可持续发展目标 4 和促成教育变革，需要有充足师资来满足学员的需求，需要所有教育人员都能得到培训、激励和支持。只有当教育资金充足，政策认可并支持教师职业，从而改善教室的地位和工作条件时，才有可能实现这一点。

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① https://knowledgehub.sdg4education2030.org/system/files/2022-07/AT1%20Discussion%20Paper_15%20July%202022%20%28With%20Annex%29.pdf

行动轨道 4：数字学习和转型（Digital learning and transformation）[①]

新冠疫情增强了数字技术的应用，推动了远程学习方面前所未有的创新。与此同时，数字鸿沟使许多人无法学习，超过三分之二的学龄人群（13 亿儿童）在家中无法上网。这些机会不平等意味着年轻妇女和女孩等一些群体被排斥在学习机会之外。

数字转型需要利用各种技术——这是更大规模的系统性教育变革工作的一部分，使教育更具包容性、公平性、有效性、相关性及可持续性。数字学习方面的投入和行动应遵循 2021 年《关于教育连通性的重塑教育全球宣言》中概述的三项核心原则：

（1）以最边缘化的人群为中心；

（2）免费和高质量数字教育内容；

（3）教学创新和变革。

[①] https://knowledgehub.sdg4education2030.org/system/files/2022-07/AT1%20Discussion%20Paper_15%20July%202022%20%28With%20Annex%29.pdf

行动轨道 5：教育筹资（Financing of education）[①]

尽管全球教育支出总体上有所增长，但由于人口高速增长、新冠疫情期间教育管理需要的巨大成本以及将援助转移到其他紧急情况，导致教育支出受到影响，全球教育资金缺口巨大。

在这种情况下，教育变革的第一步就是敦促资助者将资源重新投入教育，以缩小资金缺口。之后，各国必须为实现可持续发展目标 4 而大幅增加可持续筹资，必须公平有效地分配这些资源，并监督资源使用情况。解决教育资金缺口需要在三个关键领域采取政策性行动：

（1）调动更多资源，尤其是国内资源；

（2）提高分配和支出方面的效率和公平性；

（3）改善教育筹资数据。最后，确定哪些领域需要筹资以及如何筹资，可参考其他四项行动轨道中各项行动轨道的建议。

[①]
https://knowledgehub.sdg4education2030.org/system/files/2022-07/AT1%20Discussion%20Paper_15%20July%202022%20%28With%20Annex%29.pdf

新闻报道

1. 怀进鹏出席教育变革峰会预备会议及 2030 年教育高级别指导委员会领导小组会议 ①

6 月 29 日，教育部部长、联合国教科文组织 2030 年教育高级别指导委员会领导小组成员怀进鹏以视频方式出席教育变革峰会预备会议和 2030 年教育高级别指导委员会领导小组会议并讲话。

怀进鹏强调，中国国家主席习近平指出，教育是民族振兴、社会进步的重要基石，是功在当代、利在千秋的德政工程，对提高人民综合素质、促进人的全面发展、增强中华民族创新创造活力、实现中华民族伟大复兴具有决定性意义。当今世界正经历百年未有之大变局，教育必须主动变革，有所作为。围绕推动疫后全球教育复苏和世界教育变革，结合中国实施教育 2030 年目标的实践经验和国家磋商成果，他提出三点倡议：一是坚持优先发展的教育观，应促进教育公平，解决贫困问题，发展优质教育，提高教育质量，充分发挥教育在经济社会发展的基础性、先导性、全局性作用，为全球经济复苏社会发展提供强大动能。二是坚持促进人全面发展的教育观，应更新教育观念、教育内容、教育方法，强化教育与经济发展、社会环境的紧密结合，着力帮助学习者提升思想道德、科学与人文素养、身心健康水平与创新创业创造能力，为个人发展与经济社会有效融合做好充分准备。三是坚持适变应变与共同发展的教育观，应推动教育变革，提高数字化与绿色转型能力。大力推动教育数字化转型，改变教育生态、学校形态、教学方式，帮助人们适应数字化时代。通过绿色教育推动生态文明建设，实现人与自然和谐共处。推进终身教育与职业教育，建设学习型社会，更加注重人类命运共同体意识的培育。

怀进鹏表示，2030 年教育高级别指导委员会成员应当共同呼吁，推动国际社会强化对教育的政治承诺，加大对教育投入。应当率先行动，大力推进教育数字化变革，推动教育更加公平、包容、安全。应当加强合作，积极促进南南合作、南北合作，凝聚全球教育发展强大合力。

本次会议是将于今年 9 月在联合国大会期间召开的教育变革峰会的预备会，以线上线下相结合方式在法国巴黎联合国教科文组织总部举行，旨在形成峰会的初步共识和行动建议。联合国副秘书长、教科文组织总干事、多个国际组织负责人和全球 120 多国部长级官员出席会议。

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① http://www.moe.gov.cn/jyb_xwfb/gzdt_gzdt/moe_1485/202206/t20220629_641937.html

2. 怀进鹏出席 2030 年教育高级别指导委员会会议 ^①

9 月 20 日，联合国教科文组织 2030 年教育高级别指导委员会在联合国教育变革峰会结束后召开会议，商讨推动落实联合国秘书长古特雷斯发布的《关于教育变革的愿景声明》等峰会成果。教育部部长、2030 年教育高级别指导委员会领导小组成员怀进鹏以视频方式出席会议并讲话。

怀进鹏指出，中国赞赏峰会成果，支持古特雷斯秘书长发布的愿景声明，高级别指导委员会应在全球合作机制中发挥关键作用，结合各国实际，推动峰会共同愿景和行动倡议落实。一是要把承诺转化为行动，推动教育优先发展。坚持以人民为中心，建立健全激励、监测和问责机制，把峰会承诺落实到各国政策体系和实际预算中，落实到教育规划与行动中。二是以数字化为杠杆，撬动教育整体变革。推动数字教育资源共建共享、互联互通，赋能教师和学习者，探索教育数字治理方式，实现教育更加包容公平更高质量发展。三是激发各方积极性，汇聚教育变革合力。发挥各国政府、学校、教师、青年和所有利益相关方的积极性与创造性。鼓励更多国家争做倡导国，以各具特色的实践推动峰会成果落实。采取更多措施支持非洲和小岛屿国家教育，特别是女童和妇女教育。

高级别指导委员会部长级成员出席本次会议，商讨充分发挥高级别指导委员会政策制定、数据监测和动员投入三大职能落实教育变革全球行动倡议和峰会成果。

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① http://www.moe.gov.cn/jyb_zzjg/huodong/202209/t20220921_663462.html

3. 130 多个国家响应重启教育系统的呼吁，为世界儿童更好未来带来新希望

联合国峰会提供"百年一遇"契机，挽回学习损失、推进脱轨目标、反思教育体系

纽约，9 月 19 日——随着 2019 冠状病毒病（COVID-19）暴露了全球教育系统的断层，130 多个国家今天在联合国教育变革峰会上承诺重启教育系统，加快行动以结束学习危机。

该峰会聚焦教育危机，自 2020 年以来，约 1.47 亿学生错过了一半以上的线下授课机会。2021 年，有 2.44 亿儿童和青年失学。疫情损害了世界上 90%以上儿童的学习进程——这是历史上最大的破坏——半数国家削减了教育预算，进一步加深了这场危机。

据估计，现在全世界所有国家有 64.3%的儿童无法阅读和理解一篇简单的故事。这意味着，几年后，每三个人中就有一个人无法理解这段文字，而 8.4 亿年轻人将在十几岁时离开学校，没有资格胜任未来的工作岗位。然而，只有不到一半的国家制定了帮助儿童迎头赶上的战略。如果不能做到这一点，这些学生将在他们的工作生涯中损失 10 万亿美元的收入。

联合国秘书长安东尼奥·古特雷斯说："教育正迅速带来巨大的分裂，而不是进行伟大的赋能。""富人有机会获得最好的资源，进入最好的学校和大学，从而获得最好的工作。而穷人，尤其是女孩，在通过教育获得改变命运的资格方面面临巨大障碍。"

130 个国家承诺将教育作为优先事项

承诺背后，各国领导人、教师、学生、民间社会和其他合作伙伴汇聚一堂，举行了 115 次国家磋商，就最紧迫的要求广泛收集建议。

近一半的国家将解决学习损失的措施列为优先事项，三分之一的国家承诺帮助学生和教师保持社会心理健康。三分之二的国家还提到了为经济脆弱社区抵消直接和间接教育成本的措施，四分之三的国家在其承诺中强调了顾及性别平等问题的教育政策的重要性。

这些发言强调了教育在实现所有可持续发展目标方面的作用以及与气候危机、冲突和贫困的联系。措施涉及 COVID-19 疫情的恢复和重回可持续发展目标的正轨，同时强调了教育创新的必要性，以使今天的学习者为迅速变化的世界做好准备。

制定了关键举措，包括有史以来最大的教育投资

秘书长和联合国全球教育特使戈登·布朗共同宣布了国际教育筹资机制（IFFEd），这是与瑞典、英国、荷兰政府以及亚洲和非洲开发银行合作推出的首个筹资机制。国际教育筹资机制将为教育方案提供初期 20 亿美元的额外可负担资金，从 2023 年开始支付，并可能在

2030 年前为教育和技能释放额外的 100 亿美元资金。

教科文组织（UNESCO）和儿基会（UNICEF）启动了"公共数字学习门户"，这是一项全球多伙伴倡议，旨在创建和加强包容性数字学习平台和内容。

双方还公布了《危境教育行动承诺》，作为会员国和合作伙伴对变革教育系统以更好地预防、准备、应对和恢复危机的承诺。

双方还宣布了关于通过加强基础学习来解决学习危机的行动呼吁，通过教育和在教育中促进性别平等，以及为响应秘书长关于气候危机是"我们的生命之战"的呼吁而建立的绿色教育伙伴关系。

《青年宣言》敦促全球领导人立即行动

在为期三天的峰会开幕式上，青年倡导者与秘书长分享了一份《青年宣言》，就其希望看到的变革向政策制定者阐述了集体建议，及其对教育行动的承诺。

《青年宣言》是一个长达数月的磋商过程的结晶，其反映了近 50 万名青年的贡献。《宣言》指出，"为了救赎和重塑世界的现状，我们必须首先改变教育的现状"。《宣言》要求决策者将青年纳入与教育有关的政策设计和实施中，视其为合作伙伴而不仅仅是受益者，还要求投资于青年领导力和变革性别平等问题的教育。

秘书长在发布会上发言时强调，如果有一颗种子可以防止气候变化、暴力冲突或贫困，那这颗种子就是教育。

在峰会期间，秘书长还向各国领导人发出公开呼吁，要求扩大所有儿童的免费教育权利。这一呼吁由阿瓦兹组织推动，并得到了联合国和平使者、诺贝尔和平奖获得者马拉拉·尤萨夫扎伊、联合国儿童基金会亲善大使、气候活动家瓦妮莎·纳卡特以及各人权倡导者的支持。

秘书长提出教育愿景，为未来峰会铺路

秘书长在峰会上发表的《愿景声明》为 21 世纪的教育指明了道路，为筹备将于 2024 年在联合国大会召开的未来峰会的谈判提供了参考。

声明坚持在峰会圆满召开后继续全球动员，并坚持要求会员国和合作伙伴让变革的火焰保持高涨。"我们必须共同推进，把重点放在最重要的实际行动上：在实地和课堂持续推动变革，改善教师和学习者的体验。"

可持续发展目标 4 高级别指导委员会将负责后续进程，以进一步塑造教育的未来，实现 2030 年可持续发展目标中的教育目标。委员会将继续监测进展情况，促进和推动知识和实践交流，吸引青年参与，并倡导跨部门和多边合作。

4. 教育变革峰会前会晤闭幕式

逾 150 位教育部长在 9 月峰会前讨论教育变革的关键内容

各国政府和主要利益攸关方在联合国教育变革峰会前会议闭幕之日提出了开展优先行动的国家途径。

6 月 30 日，巴黎——来自 154 个国家的教育部长和副部长以及近 2000 名与会者齐聚巴黎教科文组织总部，顺应青年的呼声，讨论教育变革问题。

在 2019 冠状病毒病（COVID-19）大流行造成的有史以来最大规模的学习中断已持续两年多时间这一背景下召开的此次峰会前会议，是今年 9 月将由联合国秘书长在纽约召集的教育变革国家元首级峰会的前序活动。它有助于根据《我们的共同议程》报告所作呼吁，支持在全球范围取得突破，创建更可持续、更和平的未来。

此次峰会前会议致力于解决全球教育系统的教育损失及其深层次的结构性缺陷问题。鉴于实现 2030 年教育领域可持续发展目标的时间业已过半，与会者坚定地认为，世界不仅必须重回正轨，而且必须从根本上变革教育。

政治领袖、众多青年活动家、专家、民间社会和私营部门纷纷表达了从改革教育转向变革教育的决心。其关注焦点在于包容性、学习质量、教师的作用、数字连通性以及充分且创新的教育融资等关键问题。

此次峰会前会议以青年论坛拉开帷幕。在论坛上，青年活动家和代表们聚集一堂，他们的声音和想法将成为峰会成果的关键要素。

联合国常务副秘书长阿米娜·默罕默德强调指出，单将教育重建得更好是不够的，必须以不同的方式推动教育向前发展。她呼吁青年团结起来，在国家层面发起一场全球教育变革运动。

在为此次峰会前会议致闭幕辞时，阿米娜·穆罕默德展望了峰会前路："当各国首脑 9 月来到联合国时，我们需要他们明确表达他们对未来的教育系统的设想和当下为实现这一目标所能做出的承诺，以及如何通过努力推动复苏、加速落实可持续发展目标和重新构想未来的教育来确保实现变革。"

埃塞俄比亚总统、教科文组织"教育的未来"国际委员会主席萨赫勒-沃克·祖德强调变革的目标是峰会的关键主导原则，并呼吁"加强公共对话和更具包容性的参与，使那些经常被排斥在外的群体有所依归"。"教育的未来"国际委员会向峰会前会议提交了一份关于为教育打造新的社会契约的声明，其中提出了五个变革方向。

塞拉利昂总统朱利叶斯·马达·比奥强调，教育是一项基本权利："我们必须战略性地利用这次峰会前会议，围绕包容性优质教育和全民终身学习这一核心凝聚所有力量。我们之所以这样做，是因为教育不是一种特权，而是一项基本人权。我们共同主张，教育不是一项花费，而是对我们的社会、儿童和地球的可持续未来的一种投资。"

联合国教科文组织总干事奥德蕾·阿祖莱针对全球教育危机敲响了警钟，指出其深刻的根源早在 2019 冠状病毒病大流行发生之前就已存在："大流行发生之前的 2020 年初，就有 2.59 亿儿童没有上学，占世界该年龄段人口的六分之一。有超过 7.7 亿成年人不会读写，其中三分之二是女性，这反映了持续存在的不平等现象。而这种情况因大流行而变得更糟。"阿祖莱呼吁在教育领域进行一场革命，特别是在应对数字变革和气候变化问题方面。

负责可持续发展目标 4 全球协调和监测的高级别指导委员会（HLSC）将在峰会之后跟进行动，包括为 2023 年"未来峰会"的教育层面作出贡献。由塞拉利昂总统和教科文组织总干事共同主持的高级别指导委员会，向各国国家元首和政府首脑发出了紧急呼吁，促请他们将教育提至政治议程的首要位置。

在面向所有与会决策者的讲话中，可持续发展目标 4 高级别指导委员会的青年代表凯尼莎·阿罗拉提出了教育是变革的基础这一观点："当人们接受教育，社会就会随之发生变革。金融扫盲成就财务自由和经济发展；数字素养成就数字变革；气候知识成就气候行动。"

会议的对话始终关注如何采取策略确保数字学习并扩大连通性，因为在 2019 冠状病毒病期间对技术的依赖进一步暴露了不平等现象：在撒哈拉以南非洲地区仅有 43% 的人口能够上网。各国分享了正在开展的关于建立具有危机抵御力的学校系统的举措，比如在埃及、埃塞俄比亚、加纳、肯尼亚、塞内加尔和南非提供设备，以及开发低资源消耗的扫盲应用程序。

支持教师成为新的学习方式的促进者和指导者，也被视为重新构想教育系统的要务。在此次峰会前会议前夕，亚太地区教育部长会议将培养一代高技能教师列为实现教育和教育系统变革这一优先事项的关键要素，并概述了吸引高技能教师的政策必要性。

对话强调改善学习的基础和终身学习的问题，并贯穿于教育需求和优先事项的全部范围。在拉丁美洲和加勒比，重点一直放在学习恢复方面，其中包括让辍学/失学的儿童和青年重返校园，建立早期预警系统以确定并帮助有辍学/失学风险的学生，以及制定服务于未完成学业者的政策。

由卡塔尔国、欧盟和欧洲委员会召集的一系列预备对话也分别在阿拉伯地区和西亚地区、西欧地区举行。

长期以来，教育融资一直处于危机状态，在所有对话中都被列为紧迫领域，而失去学习机会所造成的额外成本又使这一问题变得更加复杂。

会议特别强调通过加强应对税收、债务压力和其他挑战（特别是发展中国家所面临挑战）的行动，扩大教育收入基础。

欧盟国际伙伴关系专员尤塔·乌尔皮莱宁敦促国际社会"继续加大投资力度。尽管地缘政治局势紧张，但我们不能在教育援助承诺方面落后。"欧盟委员会决定将其教育预算从7%增加到13%，这使欧盟提供的官方发展援助占到全世界教育援助的一半以上。

联合国全球教育特使戈登·布朗促请决策者从所有可能的资源中调动更多的教育投资，并呼吁捐助方和多边开发银行为国际教育融资机制在峰会前及时投入运作提供助力。

联合国儿童基金会执行主任凯瑟琳·拉塞尔强调指出，即使是在最具挑战性的环境中，学习的价值也丝毫不减："只要见过在难民营内临时学校就读的儿童，或在不允许女童上学的地方接受非正式教育的女童，或与同龄人一起上课的（最受排斥的）残障儿童，就会看到学习的快乐和热情。"

最近被任命为联合国秘书长教育变革峰会特别顾问的莱昂纳多·卡尼尔特别指出青年在变革中的作用："当我们去改变世界，世界就会改变。青年人应拥有自己的一席之地，而无需征得他人的许可。如果没有，就去争取；如果争取不到，就去创造。"

敦请各国政府立即为筹备9月峰会加强全国磋商，届时各国元首和政府首脑将宣布其对教育变革的国家承诺。此次峰会的成果将被纳入"未来峰会"，这是推进《我们的共同议程》的一个重要里程碑。

相关文件

1. 关于教育变革的愿景声明（**Vision Statement for Transforming Education**）^①

Education is a fundamental human right. It has long held a special place in the hearts and minds of people across the world, and for good reason. Throughout history, it has been a source of personal dignity and empowerment and a driving force for the advancement of social, economic, political, and cultural development. Yet today, beset by inequalities and struggling to adjust to the needs of the 21st century, education is in crisis. The impacts of this crisis play out over time and often go unseen. But they are profound and will be felt for decades to come. If we are to transform our world by 2030 as envisaged by the Sustainable Development Goals, then the international community must give this crisis the attention it deserves. We must respond decisively, with conviction, imagination and in solidarity to transform education. Informed by an extensive and inclusive preparatory process, we offer this vision statement to Member States and the global public to support our joint efforts towards that transformation, to contribute to the upcoming Summit of the Future, and as a manifesto for collective action.

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① https://www.un.org/en/transforming-education-summit/sg-vision-statement

Transforming Education:
An urgent political imperative for our collective future

Vision Statement of the Secretary-General on Transforming Education

Education is a fundamental human right. It has long held a special place in the hearts and minds of people across the world, and for good reason. Throughout history, it has been a source of personal dignity and empowerment and a driving force for the advancement of social, economic, political, and cultural development. Yet today, beset by inequalities and struggling to adjust to the needs of the 21st century, education is in crisis. The impacts of this crisis play out over time and often go unseen. But they are profound and will be felt for decades to come. If we are to transform our world by 2030 as envisaged by the Sustainable Development Goals, then the international community must give this crisis the attention it deserves. We must respond decisively, with conviction, imagination, and in solidarity to transform education. Informed by an extensive and inclusive preparatory process, we offer this Vision Statement to Member States and the global public to support our joint efforts towards that transformation, to contribute to the upcoming Summit of the Future, and as a manifesto for collective action.

I.   A crisis in education affects us all

Education is the great enabler, but today, in many cases, it is also the great divider. This is a universal challenge, most intense in emergency settings and developing countries. Some thirty years after global commitments to ensure Education for All, nearly half of all children of the world are not enrolled in pre-primary education. Studies show that up to 70 per cent of children in poorer countries are unable to read a basic text by age 10. In a world that is experiencing a fourth industrial revolution, nearly half of all students do not complete secondary school and a full 700 million adults are illiterate, the majority of whom are women. In developed countries, education disparities that are often related to income, race and gender are reinforcing privilege and further entrenching poverty. Across these different contexts, the impacts are greatest on those who are already marginalized or disadvantaged, particularly adolescent girls and people with disabilities. These are the people that education systems systematically leave behind.

The crisis in education, however, runs much deeper and goes beyond the challenge of equity and equality. Study after study, poll after poll, draw the same conclusion: education systems are no longer fit for purpose. Young people and adults alike report that education does not equip them with the knowledge, experience, skills, or values needed to thrive in a rapidly changing world. Learning continues to underplay skills, including problem solving, critical thinking and empathy. Employers complain of a major skills mismatch while many adults are left with little or no access to affordable training and re-skilling opportunities. Teachers are often poorly trained, undervalued, and underpaid, and are held back by outdated roles, methods, and tools of instruction. Parents

and families decry the value or lack of return on the investments they make in education and their children.

The COVID-19 pandemic both exacerbated and illuminated this crisis. It resulted in dramatic learning losses and widespread cuts to education budgets, dealing a hammer blow to securing access to quality education for all by 2030 - the central promise of Sustainable Development Goal 4. Today, millions of learners are denied their fundamental right to quality education, and societies are left ill-prepared to overcome intersecting crises that threaten our collective future – climate disruption, poverty, increasing inequality, cultural and political polarization, lack of trust, and conflict. All of this can, and must change.

Our first task is swift and targeted action to recover the learning losses inflicted by the pandemic, particularly on marginalized groups. As we do this, however, there can be no going back to the education models of the past. We must reimagine education systems and raise the status of education. We must ensure that learning empowers individuals and societies to both reshape the present and lead us to a more just, sustainable, resilient, and peaceful future.

II. Rethinking the purpose and content of education in the 21st century

The crisis in education requires us to fundamentally rethink its purpose and curricula. The seminal report from the UNESCO International Commission on the Futures of Education, led by Her Excellency Mrs. Sahle-Work Zewde, President of the Federal Democratic Republic of Ethiopia, provides a solid point of departure. It makes a strong case for a new social contract for education, grounded in two principles: ensuring the right to quality education throughout life; and strengthening education as a public endeavor and a common good. The inputs from Member State consultations, from young people and from the Summit's Action Tracks, helped to define what those principles might mean in the classroom, for teachers and students.

A truly transformative education should build on what communities, families, parents, and children treasure most, and respond to local, national, and global needs, cultures, and capacities. It should promote the holistic development of all learners throughout their lives, supporting them to realize their aspirations and to contribute their families, communities, and societies. To achieve this, transformative education must support learners in the following four key areas.

Learn to learn: This calls for equipping every learner with the ability to read and write, to identify, understand, and communicate clearly and effectively. It will help every learner to acquire and develop numeracy, digital, and scientific skills. It should also instill the curiosity, the creativity, and the capacity for critical thinking and to nurture social and emotional skills, empathy, and kindness.

There is abundant evidence that, to maximize its potential, such learning should start at the earliest stages of life. Universal access to early childhood education offers governments and

families a critical tool to prevent and reverse inter-generational inequalities. It is one of the most important investments to improve educational outcomes.

Learn to live together: In a world of rising tensions, fraying trust and existential environmental crises, education must help us not only to live better with each other, but also with nature.

There has been a significant weakening of social cohesion and rising levels of violence within the home, among communities, and across borders in recent years. Attacks on truth, facts and democratic institutions have become more widespread online and in real life. Education can prepare learners to fulfil their responsibilities to their societies and to be active and responsible citizens in their own communities, in their countries and in the world. It can support them to advance human rights. It can contribute to their understanding of social justice, respect for diversity and global solidarity. It can sow the seeds of a culture of peace.

Young people are also keenly aware that humanity faces existential threats in the form of the triple planetary crisis: climate change, pollution, and biodiversity. Throughout the Summit process, they made clear that they want to know more about these issues and to become part of the solution. As countries advance their commitments to Education for Sustainable Development, I urge them to consider how curricula and pedagogy could empower learners with the awareness, values, attitudes, and skills necessary to drive the change we need.

The pursuit of gender equality and the rights of women and girls remains a crucial goal of the international community and education is also critical to this endeavor. Education systems can put in place essential equity, inclusive and non-discriminatory measures to support girls. They should remove all legal and other barriers, such as the ban on secondary education for girls that is causing untold suffering in Afghanistan. They should also include an age-appropriate and gender-sensitive curriculum for all that addresses gender-based prejudice, norms, or stereotypes, empowers and equips learners to combat violence against women, and ensure sexual and reproductive health.

Learn to do: The world of work is undergoing fundamental change. Technological advances are creating new jobs and making others obsolete. The green, digital and care economy transitions hold enormous potential to align economic activity with social and environmental outcomes. Education holds the key to ensuring that workers are prepared for this future. It must allow people of all ages to learn to do, with a focus skilling, reskilling, and upskilling.

First and foremost, this calls for education systems to embrace the concept of life-long learning, with more flexible pathways and financial policy incentives to allow people to re-engage with education systems several times throughout their lives. Different avenues should be made available including non-formal routes, catch-up and bridging programs, accelerated learning, and the use of digital platforms. Learning to do calls for a focus on a whole new set of skills, including digital literacy, financial skills, and emerging technical and STEM skills. Transformed education systems should develop flexible career management skills, and promote innovation, creativity,

and entrepreneurship. This also calls for qualifications that recognize skills, work experiences and knowledge throughout life, and beyond formal education.

Learn to be: This implies the deepest purpose of education, which is to instill in learners the values and capacities to lead a meaningful life, to enjoy that life, and to live it fully and well. In part, it is a biproduct of learning to learn, to live together, and to do. Learning to be requires developing every student´s potential for creativity and innovation; their capacity to enjoy and to express themselves through the arts; their awareness of history and the diversity of cultures; and their disposition for leading a healthy life, to practice physical activities, games, and sports. This cannot be achieved by chance; it requires an evolution in curricula and mindsets, so that building the capacity to develop our individual and social identities is not a mere add-on, but an integral component of 21st century education.

III. Transforming education systems to meet our higher purposes

To meet these higher purposes, we need to transform education in the following four areas:

Ensuring a learning environment that supports the development of all learners

The schools of the future, whether formal or informal, physical, or virtual, must evolve to become more inclusive, safe, healthy, and stimulating learning places. With the right to education curtailed for millions of children and youth across the world today, we are far from such a reality. At the sharpest end of the exclusion crisis, are refugees and persons displaced by emergencies, conflicts, and protracted crises. In other contexts, disadvantage can be because of where one lives, or one's family income or status. Children and youth can also face discrimination in education on grounds of sex, disability, ethnicity, religion, language, sexual orientation, gender identity, and legal status. Violence, harassment, and bullying are all too commonplace. All of this undermines our collective effort to build tolerant and inclusive societies, in which we learn to respect and appreciate our cultural and human diversity.

Legislation and policies are essential to protect rights, promote inclusion, prevent and address all forms of violence´, stigma, discrimination, and exclusion. It is also critical to support learners´ nutrition, physical and mental health, for example, through the expansion of school counselling and school meals programmes. Inclusion must also be reflected in curricula and learning materials, which should promote equality, respect for diversity, and confront harmful stereotypes, norms, attitudes, and practices. Urgent action is needed to reach those most directly affected by crises and conflict today, and to transform education systems to prevent, prepare for, respond, and recover from crises.

Enabling teachers to transform themselves and become agents of change

Teachers are the backbone of all good education systems. To fulfil their essential roles in the education systems of the future, however, fundamental change is needed – both in how societies view and value teachers and how teachers approach their roles and fulfill their responsibility.

Teachers must become knowledge producers, facilitators, and guides in the comprehension of complex realities. They must be trained and empowered to transcend from passive to active, from vertical and unidirectional to collaborative. They must promote learning based on experience, enquiry, and curiosity; develop the capacity, the joy and discipline for problem solving. To spark such a transformation, action is required in four areas.

The capacity, agency, and autonomy of teachers must be broadened, empowering them to design, interpret and manage the curriculum and to adapt and prioritize content and pedagogy. This includes implementing and mainstreaming context-responsive learning options, pedagogies, and curricula in diverse forms, assessment strategies and expected learning outcomes, from high tech to low-tech, and no-tech contexts.   The global teacher shortage must be tackled head-on, including by making the teaching profession more attractive for younger generations. This calls for decent working conditions and an enhanced status of teachers, including through wages comparable with professions requiring similar levels of qualifications, and continuous professional development.   Recruitment and promotion mechanisms for teachers must also become more equitable, fair, and non-discriminatory, ensuring opportunity for women and people from vulnerable and marginalized groups. Integrated teaching career management systems can also foster constant professional development. Monitoring and evaluation of teaching is essential to support accountability and to ensure effective learning outcomes and the efficient use of educational investment. Finally, educational systems must ensure the participation of teachers in the formulation of educational policies, including curricular and pedagogical transformation. Their right to organize themselves is fundamental.

Harnessing the digital revolution for the benefit of public education.

If harnessed properly, the digital revolution could be one of the most powerful tools for ensuring quality education for all and transforming the way teachers teach and learners learn. But if not, it could exacerbate inequalities and undermine learning outcomes, as the pandemic made all too apparent. In low- and middle-income countries, a large majority of learners and teachers had no access to digital connectivity or resources.

Confronting this challenge requires unlocking the *three 'keys'* of digital learning: connectivity, capacities, and content.   For the connectivity key, we need universal access to broadband connectivity for teachers, students, schools, and other educational environments, which in turn requires the closing of existing deficits in access to electricity. For the capacity key, we must assure universal digital literacy for education and other empowering purposes, with particular attention to preparing and supporting teachers to use technology effectively. And for the content key, we need robust and open public digital learning platforms and content, and to guarantee that digital learning resources are treated as global public and common goods.

Countries should take rapid action towards full educational connectivity and the international community must back the ongoing expansion of the Giga initiative to support country action. We also urge all actors to join and support the new multi-partner initiative to create and strengthen

inclusive digital learning platforms and content. Building on existing efforts, this initiative will search for and promote solutions to the financing, design, production, and free distribution of high quality public digital learning content. This is an important contribution to the broader push to secure a Global Digital Compact proposed in my report on the "Our Common Agenda".

Investing more, more equitably, and more efficiently in education

Quality education is the single most important investment that any country can make for its future and its people. Investing in education is investing in people and in our collective future. This is a moral, political, and economic imperative. Put simply: the cost of not financing education is much higher than the cost of financing it.

Global inequalities in education spending are particularly shocking, with high-income countries spending on average about US $8.000 a year per school-age person compared to a mere US $50 invested in lower income countries. These disparities are compounded by educational inequalities within countries, where the benefits of educational investment rarely reach those who need them the most. To solve this problem, we must reframe how we see education and act in three critical directions.

First, **we must invest more in education.** This will require a fundamental shift in how education is seen and treated by Ministries of Finance and governments. Education spending is not just a consumption expenditure – it is a crucial national investment. Such a shift can provide the basis for an increase in the proportion of GDP and the total public expenditure that governments devote to education. There is also a need to increase real investment per student and per school-age person, aiming towards an ambitious national benchmark established according to the national and regional context. This could require a progressive revamping of existing tax systems, increasing the proportion of taxes to GDP, and establishing social protection floors.

As developing country governments boost education spending, international partners can play a much more supportive role. As outlined in "Our Common Agenda", a New Global Deal is needed to allow developing countries to invest more in people, avoiding "race to the bottom" tax strategies, countering illicit financial flows and tackling the debt crisis. Donors can also reverse current trends by repositioning education in their development cooperation: allocating 15 - 20 per cent of ODA to education, capitalizing existing education funds and ensuring that funding reaches the most vulnerable people and countries. International financial institutions can ensure their policies and practices support government plans to increase spending on education, including teacher recruitment. They can also work towards doubling their current education portfolios including by exploring education debt swaps and innovative financing. In this regard the establishment of the International Financing Facility for Education (IFFEd) is a welcome step forward. Its full funding and increased engagement with multilateral development banks will allow it to expand in the years ahead. Private philanthropies can also step up their contribution to transforming education, building on early signs of progress in this area.

Second, we must invest more equitably in education. We must make sure that educational investment reaches those who have been traditionally excluded from quality education. Education investment must be equitable in geographical terms, so that rural, distant, and emergency-affected communities have access to adequate infrastructure, good teachers and learning resources. It must also be equitable along socioeconomic lines, making sure that families living in poverty will have access to the opportunities offered by high-quality public. And it must also be equitable in terms of all those groups and sectors usually discriminated against in their access to these opportunities, such as women and girls, ethnic minorities, persons with disabilities, indigenous populations, and those in protracted crises amongst others. We must make sure that education investment leaves no one and no community behind.

Finally, we must invest more efficiently in education. We must ensure that education investments transform the lives of learners and the future of societies. This requires effective public financial management systems and monitoring, as well as regular assessment of the impact of educational investment, to ensure that increased resources reach the intended destination and produces the expected learning outcomes established in educational policies. Effective investments in transformational education are essential.

IV. OUR COLLECTIVE LEADERSHIP: KEEPING THE PROMISE

Education transformation requires the collective commitment and action of visionary political leaders at all levels, parents, students, teachers, and the public at large.

Countries that have registered a National Statement of Commitment can translate those commitments into a clear road map for transformation and proactively engage the education leadership from the local to the regional and national levels. This can evolve into a whole of government effort necessitating a new eco-system for education, with a clear line of accountability between vision, commitments, resources, actions, and results. And by results, we are thinking of the learners whose lives should be transformed by education.

A new approach from government requires a new approach from all of society, demanding transformative education. Young people will be the heartbeat of this effort, leveraging their voices, experiences, knowledge, and agency. Inclusive and participatory mechanisms to accompany and guide national transformation efforts are also critical. Students, parents, teachers, unions, employers, academia, and civil society must take up their respective roles – with an openness to change. The One Million Conversations, the Youth Flagship initiative and a series of coalitions launched at the Summit can support such efforts, working together to meet people where they are. The Summit has helped to generate a new momentum and to seed a public movement for the transformation of education. Moving forward, it must be nurtured and supported at all levels, led by the learners and teachers across the world, inspired by civil society, and connected with broader movements for positive change.

The UN system is primed to support governments and communities on this journey. UN Resident Coordinators and leading members of UN Country Teams including UNESCO, UNICEF, and the World Bank, can begin to reenvisage their own offer to developing countries, working with other international education partners like the EU and global funds to transform our collective contribution.

Looking ahead, the SDG4 High Level Steering Committee co-chaired by UNESCO and Sierra Leone will play a key role in ensuring the effective follow-up of the Summit – strengthening global, regional, and national level cooperation, the alignment of action between education partners and the provision of support across its three functional areas. UNESCO and partners can also identify ways to strengthen political accountability for transforming and financing education, taking current arrangements for monitoring SDG4 implementation including the Global Education Meetings and the national SDG4 benchmarking process, to the next level. Finally, the UN Summit of the Future in 2024 provides a further opportunity to take forward the progress from this input.

The Transforming Education Summit was a collective effort. I stand ready to work with Member States and partners to keep the flame of transformation burning. We must push forward together, with a focus on tangible actions where it matters most: on the ground, in the classroom, and in the experience of teachers and learners alike.

2. 教育变革青年宣言（YOUTH DECLARATION ONTRANSFORMING EDUCATION）①

教育变革青年宣言

我们，世界青年，认识到当代世界充满了动荡不安的重重危机。随着这些危机在全球蔓延，如果我们要在地球和平和正义平等中生存和繁荣，那么教育就是给予我们希望并解决这些危机的关键所在。为了拯救和改造这个世界，首先我们必须要进行教育变革。

长期以来，在影响我们生活、生计及未来的政策和决策制定过程中，我们一直被排除在外，或只是象征性地被纳入其中。在教育变革的过程中，我们要求：我们的心声被人听到，我们的生活经历受到重视，我们的要求得到解决，我们的努力、领导力以及能动性得到承认。我们准备每一步都以合作伙伴和协作者的身份来实现这些目标，而不是作为被动的受益者。

我们并非在等待教育变革的邀请。事实上，我们处于推动改变的最前沿；开拓创新，动员同龄人和社区，倡导普及优质教育，并不断从根本上变革教育。我们重视自身的集体责任、义务和机会，从而创建一个人人可享的包容性教育体系——该体系以女童和年轻女性、难民、残疾人、LGBTIQ+人士、有色人种、土著人民以及其他弱势和边缘化群体为中心，同时还重视这些身份的交叉性。我们还强调在这一过程中促进代际团结、对话及伙伴关系的重要性。

通过这份首创的《青年宣言》，我们——世界青年——展示了我们对教育变革的共同愿景。这是与来自 170 多个国家和地区的近 50 万青年进行广泛磋商后的成果。他们通过 20 多场在全球、区域、国家以及基层各级的线上线下对话，通过线上调查、社交媒体活动等，为该宣言建言献策。

本《青年宣言》基于并赓续了《2030 年可持续发展议程》——尤其是可持续发展目标 4，并以《世界人权宣言》和《联合国宪章》所载各项宗旨和原则为基础，强调教育是一项基本人权、一项全球公共产品及一项公共责任。《宣言》还以《我们的共同议程》（Our Common Agenda）、《儿童权利公约》、《联合国青年战略：青年 2030》及其他重要文件为基础。

为实现这些目标，我们主张需要在所有行动中都采用跨部门、跨领域的交叉方式，以人权、可持续发展、性别平等、气候正义、包容、公平、平等及团结等原则为基础，在全球、区域、国家、地方及基层各级对教育及其体系进行变革。

因此，我们特别呼吁成员国，呼吁政府、民间社会、国际组织、联合国及教育体系中的

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① https://www.un.org/sites/un2.un.org/files/2022/09/tes_youthdeclaration_zh.pdf

其他关键决策者（以下简称决策者）承诺并确保实施以下各项要求：

1. 我们要求：在教育变革的设计、实施、执行、监测及评估过程中——包括在教育变革峰会的后续行动中，决策者应以富有意义、安全有效的多样化方式，与各类青年——包括选出的学生代表——进行接触；

2. 我们要求：决策者应推动和投资具有代表性的青年和学生领导力和支持系统，特别是面向弱势人群和边缘化人群，并将青年和学生纳入政策制定和决策机构以及国家代表团；

3. 我们敦促：决策者应改进和强制设立那些取消殖民主义、种族主义、厌恶女性和其他歧视性态度的课程，并承认土著知识和地方知识的价值，从而使知识生产、教学和学习去殖民化，并具有民主化的性质；

4. 我们要求：决策者应投资于转变性别现状的教育，从而消除有害的性别刻板印象，创造一个尊重女权且公平的现在和未来。

5. 我们要求：决策者应确保为校内校外所有学习者提供优质全面的教育；

6. 我们呼吁：决策者应投资于包容性教育——这种教育能欣然接纳多样性，并确保所有学生享有相同的学习环境，充分参与其中，无论其能力、种族、宗教、法律地位、性别、心理社会需求、婚姻状况、性取向、看护人角色等歧视因素如何。

7. 我们要求：决策者应投资于跨课程的可持续发展教育，特别是气候教育，从而培养在建立复原力、减轻气候危机影响及确保气候正义方面所需的各种技能和知识，还应投资于预警系统和具有复原力的基础设施，以确保安全、安保及教育的连续性；

8. 我们敦促：决策者应推动实现更广泛的全方位教育愿景，这一愿景以和平和人权各项原则为基础，并让每个年轻人都能过上充实、积极、愉快和优质的生活；

9. 我们呼吁：决策者应推动和培育学术自由，促进能够提高批判性思维、想象力、沟通、创新、社会情感和人际交往能力的教育，并投资于有效打击错误信息的活动；

10. 我们要求：决策者应消除所有学习者——尤其是移民、难民和流离失所青年学习者——在法律、财务和系统方面面临的、阻碍其接受并充分参与教育的所有障碍，如缺乏过往资历认可、缺乏对学历证书的认可、与升学相关的障碍等等；

11. 我们敦促：决策者应建立一个人人均可安心学习的环境，包括线上学习环境，一个没有欺凌、骚扰、身体暴力、性暴力、心理暴力及基于性别暴力的环境，一个没有歧视、种族主义、性别歧视、仇外心理、残疾歧视及年龄歧视的环境；

12. 我们呼吁：决策者在整个教育过程中，不管课内课外，都应以所有学习者的身心健康为中心——对象还应扩展到失学儿童和失学青年，并创造有助于促进艺术和体育等娱乐活

动的最佳环境，从而为所有儿童和青年公平提供教育补充资源；

13. 我们要求：决策者应投资于社会保护领域，为所有儿童和青年的教育历程提供支持，特别是女童和年轻女性、难民青年、残疾青年、土著青年等，同时确保各项战略快速有效落实到位，让失学儿童和青年重返学校；

14. 我们敦促：决策者应提高各级教育质量，包括扩大对免费教育的支持，增加对基础学习的支持，以确保所有儿童在小学阶段参与早期读写活动并学习基本的阅读、写作和数学知识；

15. 我们呼吁：决策者应承认和投资于非正规教育计划和组织，特别是那些由青年主导的教育计划和组织，将其作为受教育权不可分割的一部分，作为有助于培养儿童和青年的个人价值观和集体价值观以及公民参与意识的关键手段；

16. 我们呼吁：决策者应投资于面向未来的技能发展、职业技术培训、学徒制及其他相关机会，以确保青年——特别是来自弱势群体和边缘化群体的成员——能获得体面的工作；

17. 我们特别敦促：决策者应对绿色数字技能、政策及战略进行战略性投资，以增强青年的教育机会、研究机会、创业机会及体面工作机会，特别是那些目前仍用不上电、无法上网或无法合法获取线上服务的青年；

18. 我们要求：决策者应为教师提供相关优质培训、专业发展、必要设施及适当的工作条件，为其提供一个创新安全和丰富多彩的环境，方式包括提高教师的职业地位，特别是与年轻教师、女教师、难民教师及教师工会代表合作；

19. 我们呼吁：决策者应建立公平公正、民主无歧视的教师招聘机制，特别是确保要招聘来自弱势群体和边缘化群体的人员；

20. 我们敦促：决策者应投资于教育数字基础设施，投资于人人都能有尊严享受的普惠、安全、稳定的数字化连通服务，从而为学习提供帮助并缩小数字鸿沟；

21. 我们要求：决策者应确保由数据驱动的、灵活便利、公平高效的可持续资金来源，从而以公平公正、安全民主、具有复原力的全民教育方式，通过有效和战略性的手段为教育变革提供资金，面向所有学习者，尤其是女童和年轻女性、残疾青年、年轻难民、土著青年等；

22. 我们要求：决策者，尤其是成员国，应保障教育预算，增加可问责的公共资金资源，从而惠及最脆弱和最边缘化的儿童和青年，有效开展跨部门和跨部委合作，并最终达到政府预算 20%的教育预算基准，从而保障和增加国内外教育资金；

23. 我们还敦促：决策者，尤其是成员国，应充分提供资金，支持和建立多利益攸关方

和公私伙伴关系，以确保为教育变革提供专项资金，并缩小区域间和区域内、公私机构间和机构内、城乡间和城乡内等的教育质量差距；

24. 我们特别呼吁：决策者应通过官方发展援助、人道主义援助、公共筹资等方式，在受不利影响的地区和领土发生紧急情况期间及之后，增加教育资金，直到所有儿童和青年，尤其是女童、年轻的女性、难民和流离失所者，都能公平获得优质教育；

25. 我们要求：决策者应建立各项健全民主的措施和程序，从而公开透明、负责有效地执行上述建议，特别是确保青年能够通过直接和实质性代表的方式，纠正和追究决策者的行为；

在上述原则、宗旨和要求的指导下，我们——世界青年，致力于：

1. 继续声援全世界每一位年轻人、每一类年轻人，特别是年轻女性和女童、LGBTIQ+青年、残疾青年、年轻难民和移民、土著青年以及其他弱势群体和边缘化群体，从而推动教育变革；

2. 继续倡导通过社会运动、民间社会组织、由青年主导的解决方案等途径，以单独和集体的方式实现教育变革；

3. 继续让决策者，尤其是成员国，在上述各项要求的设计、执行、交付、监测及评估的全过程中承担责任，同时确保我们的问责制框架能够转变性别现状；

4. 启动一项由 SDG4 Youth 网络协调进行的行动计划，在峰会结束之后继续推进上述各项要求，动员利益攸关方继续推动全球教育变革运动，并为年轻人提供必要的技能，使其能够在当地和全球层面倡导优质教育；

5. 促进各个社区、国家及地区在教育体系领域的代际间、文化间和宗教间的对话与合作，从而在团结、多样性、同理心、相互理解和尊重的基础上，创造一个更加美好的世界。

3.关于教育连通性的重塑教育全球宣言（Global RewirEd Declaration on Connectivity for Education）①

THE REWIRED GLOBAL DECLARATION ON CONNECTIVITY FOR EDUCATION

CHARTING A NEW COURSE

Connected technology must advance our aspirations for inclusive education based on principles of social and economic justice, equity, and respect for human rights.

We—the supporters of this Declaration—are convinced that, in addition to enlarging access to information and knowledge, connected technology can enrich educational processes and improve learning outcomes.

From enabling anytime and anywhere learning to assisting students with disabilities, technology is an important site of educational opportunity and innovation. We are encouraged by the ways it can help automate once-laborious administrative tasks, provide immediate feedback and support, and bridge formal education with informal learning. When appropriately steered, technology opens new and more inclusive avenues for teaching and learning.

But we are also clear-eyed about the risks—many of them novel or still only coming into focus.

During the COVID-19 pandemic, we saw how connected technology can heighten learning inequalities, increase student isolation, narrow educational experiences, and privatize education, undermining its standing as a public good. We have also seen it deployed to constrain knowledge, polarize our societies, and spread misinformation in education and beyond.

Going forward, we need a new orientation. This Declaration, reflecting inputs from a global consultation process led by UNESCO, sets forth norms and understandings to make technology a stronger and more reliable ally of the humanistic aims of education. The text illuminates inclusive, equitable and sustainable approaches to better integrate increasingly ubiquitous digital tools in education.

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① https://unesdoc.unesco.org/ark:/48223/pf0000380598/PDF/380598eng.pdf.multi

POINT OF DEPARTURE

This Declaration recognizes that work to make technology a force for good in education is framed by two interrelated challenges.

First, technical and material access to connectivity remain woefully insufficient with approximately two out of every three children and youth having no internet access at home. This is an alarming gap in our information and digital age, and it demands bold investment to assure universal access to the internet— a mobilization that includes but also extends well beyond the education sector. In addition to this global gap, digital divides between countries are staggering. In high-income countries nearly 90 per cent of school-aged children and adolescents are connected. In low-income countries this figure is often under 10 per cent. And scarcity aside, connectivity in poor countries tends to be slow and unreliable, hampering its educational potential.

Second, capacity gaps remain a persistent obstacle to connected education. Inadequate digital skills and competencies rank as the single greatest barrier to technology use for education, and this regardless of a country's development status. Digital skills gaps tend to be most pronounced for parents, followed by teachers, followed by students, indicating that connected education is dependent on digitally literate societies. Opportunities to develop the knowledge and skills required to leverage connected technology for learning and other socially beneficial purposes need to be stepped up immediately, especially for girls and women who tend to have lower levels of digital skills than men and boys. Education is an important site for building digital skills and applying them. When learners, teachers and families have strong digital competencies, connected technologies become more versatile tools for education.

With these twin challenges in mind, we resolve to better ensure that technology fulfils the diverse and ambitious objectives societies ascribe to education. We cannot continue on a course of watching education contort to the often-exclusionary logics and business models of private sector technology companies. The educational promises of technology will be realized by adhering to principles that put technology at the service of learners, teachers, and educational institutions.

CORE PRINCIPLES

Three core principles, each with underlying commitments, will help ensure that the digital transformation of education accelerates progress towards the education commitments of the 2030 Agenda for Sustainable Development. Operationalizing these principles will require a whole-of-government approach and should draw inspiration and guidance from the UN Secretary General's Roadmap for Digital Cooperation.

Principle 1: Centre the most marginalized

Connectivity and technology must be deployed to help close growing educational divides. Too often, they benefit privileged learners and educators first. Only later do strategies emerge to make them more inclusive and accessible to those who are disadvantaged. Such approaches mirror and widen educational inequity. We must recalibrate our policies, actions, and investments to centre learners most in need of opportunities. This will help bridge inequalities, spark needed innovation, and make solutions easier to

'scale out' to more privileged groups. Asking how approaches can work for refugees, for students with disabilities, for girls and women, for teachers in remote areas, and for other underprivileged learners and educators needs to be a point of departure. Universal or expanded connectivity has long been associated with strengthened economic output. Going forward it should also correlate with improved and more equitable learning outcomes. The right to education must also evolve to better reflect the many ways education has become dependent on connectivity, a reliance that is likely to continue to deepen in the future.

1a) **We commit to help ensure connectivity reaches all individual learners.**
For connectivity to truly equalize educational opportunity, it needs to enable anytime, anywhere internet access for individual students and teachers. Connectivity initiatives should be guided by an ethic of inclusion and begin with those facing disadvantage. The urgent task ahead is ubiquitous connectivity—ideally, an internet connection that is always available. This 'untethered' access, powered by mobile networks and devices, opens far more possibilities for education than 'tethered' access. It also facilitates informal learning opportunities and can help out-of-school youth find pathways back to formal education or build livelihoods. Efforts to assure connectivity reaches and follows learners and educators should be grounded in a rationale of educational equality. They must also be accompanied by expanded and improved digital skills training, so students and teachers can make productive use of connections for education. Giga and other initiatives are rightly using education as a cause and a means to move the world closer to universal connectivity.

1b) **We commit to help ensure sustainable financing of universal connectivity for education**.
As connectivity becomes an increasingly vital portal to education and other essential rights and services, it has quickly transitioned from luxury consumer good to essential infrastructure. Yet public financing to assure universal connectivity remains tepid. More robust, predictable, and sustained investments are necessary to give every man, woman, boy and girl a reliable connection to the internet. This is not a one-time expenditure. Backsliding remains an ever-present risk. Around the world many schools, teachers, and learners that were digitally connected to the internet, no longer are. Connectivity that is established and sustained will help assure wider and more equitable access to knowledge and information. The promise of connected technology to function as an educational equalizer hinges on universal and sustainable access to this technology.

1c) **We commit to help assure clear and affordable connectivity for education options.**
The profusion of options for connectivity plans available on the market are often a source of confusion. Their mounting complexity presents challenges for people who want to link to the internet for educational purposes. The public, including people with limited literacy skills, should be able to quickly distinguish which connectivity plans provide a suitable portal to learning and educational opportunities—and likely other opportunities outside the purview of education—that advance the public good. Governments should consider mandating that internet and mobile service providers offer basic and easy-to-understand 'connectivity for education' plans or credits at fixed or subsidized-rates. People who want a basic connectivity option to support education should be able to find it. As education becomes increasingly reliant on connectivity, it must progressively be folded into state commitments to provide free and inclusive quality public education.

1d) We commit to ensure that connected technology supplements, expands, and enriches high-quality, formal and in-person education, rather than replace it. Schools and educational institutions, as well as teachers and educators, should remain the primary interface of education. This is especially important for disadvantaged students for whom schools often provide nutrition, protection, and other benefits beyond academic learning. Digital-only approaches do not fulfil a state's obligation to provide quality education with its associated services. With rare exception, compulsory schooling should require attendance at a physical school. While digital spaces may one day be able to serve as primary or even singular hubs of formal learning, this day is not yet here. Societies have made enormous investments to provide all children and youth opportunities to learn in schools with professional teachers — they must ensure technology supports this effort and does not hinder work to make in-person schooling universally available. Connected technologies will change and improve what happens at schools, but schools retain special importance as physical and social places that help societies realize their diverse goals for education. In situations where connected learning is a major component of education and at a moment when young people are spending half or more of their waking lives navigating digital worlds, governments and other stakeholders should consider the need for rights and permissions to 'disconnect'. While school-based education is and should remain compulsory, it is less clear if calls to use digital technologies for learning purposes, especially for long and uninterrupted periods of time, should also be compulsory. Just as there might be the beginnings of a right to connectivity under the right to education, there might also be the need for a right to unconnected education.

Principle 2: Expand investments in free and high-quality digital education content

Connectivity is valuable for educational purposes to the extent that it opens doors to high-quality educational content and interactions that facilitate learning and development. Too often, technology initiatives stop and end with internet-connected devices. In the context of education, meaningful connectivity is connectivity that catalyses human-centred learning experiences by assuring users have appropriate devices, enough data and fast connections to regularly access the internet. Open, free, and high-quality digital learning content makes connectivity more valuable and establishes demand for it. While barriers to connected education are often framed as supply problems, demand is also important. Building virtual destinations that are beneficial to students, teachers, parents, and educational institutions means that all these stakeholders will make greater effort to establish and maintain portals to these destinations.

2a) We commit to finance the development and maintenance of robust public options for public education on the internet.
Freely accessible digital learning platforms aligned with national curriculum will include engaging, accredited, well-organized and easy-to-find digital learning content that is accessible to all from a wide range of internet-connected devices. Offerings should enable and encourage collaboration and exchange between students and educators. User interfaces and functionality should also be optimized for use on mobile phones, in addition to laptop and desktop computers, due to the growing ubiquity of internet-connected mobile devices. Efforts will further be made to consolidate this state-provisioned educational content under a single roof—a one-stop-shop for education— rather than scattered across various sites and locations. This will help improve recognition and usability of learning content and assure trust and accountability for public resources. Finally, government-provided digital learning platforms should, when possible, include functionality to recognize and validate learning.

2b) We commit to provide differentiated educational resources for diverse audiences.
Publicly funded digital destinations for education should have, at a minimum, clear entry points for learners, teachers, and families and other caregivers. Content should be aligned with national curriculum, developed in consultation with educators, regularly accredited, and searchable by learning courses and grade level. Different languages relevant to learners should be supported whenever possible. Platforms should further allow teachers opportunities to collaborate with each other and tailor materials for students according to their professional judgement. Building communities of practice and curating, remixing, and creating digital learning resources should feature prominently in teacher training. As a public resource, digital education platforms must be iteratively developed and improved according to the needs of the diverse stakeholders in education.

2c) We commit to monitor adaptation and application of digital education utilities.
Proxies beyond access to connected technology are needed to measure the intentional adaptation and meaningful application of connected technology for education. Novel forms of data monitoring and qualitative as well as quantitative research and information are needed to show whether and how connectivity access is (or is not) productively used to improve teaching and learning. Publicly provided repositories of learning content targeting learners, teachers and families can provide valuable data about what digital tools and resources are being used for educational purposes, by whom, and to what extent. This information should help guide the development of digital learning content and other resources to better leverage connected technology for education, as well as assess its value vis-à-vis other investments.

Principle 3: Moving education to digital spaces requires pedagogical innovation and change

Digital spaces can foster new and effective pedagogies that expand student knowledge, trigger new thinking, nurture creativity, and foster responsible digital citizenship. At the same time, digital spaces can place rigid limitations on students and teachers that constrain learning and intellectual freedom. Efforts should be made to ensure that the digital transformation of education opens rather than closes learning possibilities and both models and teaches healthy use of connected technologies.

3a) We commit to use digital spaces to advance new paradigms and possibilities for learning.
Much of the digital learning content currently available does not do enough to take advantage of the interactive and multimedia capabilities of computer-mediated mediums. Too much effort is expended trying to replicate models of in-person schooling in digital spaces. Online and virtual environments demand new types of learning content and new pedagogies. Teachers as well as families need to be involved in the development of digitally supported education and receive training to maximize the unique educational affordances of connected technologies, while also understanding the many limitations of these tools. This training should be device and platform agnostic, rather than outsourced to private sector technology corporations that tend to certify teachers only in the use of proprietary tools and services. More innovation is needed to develop and test new digital and hybrid pedagogies that are less reliant on the closed systems of private sector digital providers and the capacities of individual schools. Research will continue to clarify the distinct advantages and disadvantages of physical, virtual and hybrid learning environments. It is necessary to leverage the unique affordances of each one and place them in more harmonious balance to assure a holistic human-centred educational experience.

3b) We commit to use technology to strengthen social and civic dimensions of learning.
While the personalization of education made possible by connected technologies holds potential to perhaps accelerate and improve student learning, it can also distort understandings of education as a public endeavour and a common good. In addition to empowering individuals, connected technology should function to strengthen social and civic goals for learning in online and offline spaces. There are many models for teaching and learning with technology, and not all of them are dependent on students having their own devices or working alone in front of screens. Efforts should also be made to better align digital and non-digital learning so that students and teachers feel they are working towards common and community-agreed educational objectives, regardless of medium. Connectivity is at the core of connected education, and this should mean connections to teachers, to peers, to a school, and to a community, in addition to connections to machine-mediated learning content.

3c) We commit to protect student and educator data.
The ease of data capture, storage, and surveillance in digital spaces must be a primary concern for education. It should help improve teaching and learning rather than merely document and control it. Used appropriately, data can clarify what interventions are more and less effective and guide their future development. Most data should be anonymized by default, particularly data used beyond the level of schools, so it cannot be traced back to individuals. Proper rules and protocols are needed to protect the rights of learners, particularly children. Education is a site of experimentation and identity formation, and students need freedom to take risks and make mistakes in online and offline environments built on trust and good will. An ethic of transparency and 'do no harm' should guide data policies. All stakeholders should be aware of what data is being captured and for what purposes. This disclosure must be easily comprehended and include options to communicate problems and seek recourse. Educational institutions should work to assure individuals own and control their personal data, and, in the case of children, families should be actively involved in decision-making. When possible, learners should be able to 'opt-out' of data capture and still retain full access to educational opportunities.

3d) We commit to promote safe and productive use of the internet through education.
A major reason to use connected technologies in educational contexts is to help students learn how to navigate the internet responsibly. An end goal of education should be to prepare learners to use connected technology in healthy, safe, and productive ways. We will seek to gradually loosen restrictions on the use of connected technology as education advances, including for use during examinations. It is paradoxical to make major investments in connecting learners only to insist that they disconnect whenever this learning is assessed. Efforts should also be made to help students build critical understandings of digital ecosystems and skills to use and create within these ecosystems, while remaining vigilant about their digital footprints and reputations. Blanket bans on the use of connected technologies in educational contexts should be discouraged because they tend to obstruct educational opportunities and inhibit innovation. Finally, we will support more ambitious experimentation and research with controlled and uncontrolled uses of technology in education to better align formal learning with a world in which connectivity permeates so many facets of life.

AFTERWORD

Connected technologies are rapidly altering the 'where', 'when', 'who', 'what', 'how', and 'why' of learning.

This Declaration asserts that the educational changes accompanying the integration of new technology, far from being inevitable or outside our control, can be steered with focused policies, actions, regulations, and incentives.

The principles and commitments put forward here will help ensure that these changes, still in their early phases, advance our highest aims for education and are guided by commitments to human rights, inclusion, equity, environmental sustainability, and social justice. The Declaration underscores our resolve to better centre the most marginalized learners, assure free and high-quality digital learning content, and catalyse pedagogical changes needed to ensure that connected technologies strengthen, rather than subvert, human-centred education that is available to all.

We call on each other and our respective organizations to help operationalize this Declaration, translating its aspirations into actions. Through cooperation and shared ambition, we can help make connected education an on-the-ground reality for learners and teachers everywhere.

Rewired Global Declaration on Connectivity for Education

Education is a human right and public good – and it must remain so in digital as well as in physical spaces. This Declaration puts forward principles and commitments to ensure that connected technologies advance our aspirations for inclusive education based on the principles of justice, equity and respect for human dignity.

4. Gateways to Public Digital Learning: A multi-partner initiative to create and strengthen inclusive digital learning platforms and content[①]

United Nations Transforming Education Summit

TES Leaders Day: Spotlight Sessions (19 September, 2022)

Gateways to Public Digital Learning:
A multi-partner initiative to create and strengthen inclusive digital learning platforms and content

Reaffirming digital learning as a public good

UNESCO and UNICEF are launching a Global Initiative on Public Digital Learning to map, describe and analyze existing public platforms and content; help countries create and strengthen national platforms; identify and share best practices; and establish international norms and standards to guide the development of platforms in ways that advance national and international goals for education.

The time has come for countries as well as the international community to treat digital technology and virtual environments as core to the educational enterprise. They demand the same rigor, care and attention that are paid to the physical infrastructure of learning. Schools and their resources have long been treated as public goods. And rightly so. They benefit everyone and, as such, demand public support, oversight, and governance. The same needs to be done for the digital spaces and infrastructures of learning. The UNESCO-UNICEF Initiative will take concrete actions in close partnership with countries and drawing on the expertise of other organizations, groups, and alliances to close this gap and ensure more universal access to high quality digital learning platforms and content. All learners deserve opportunities to learn through high-quality digital gateways to education and this Initiative will move the world closer to this goal.

Background

Well into the 21st century and 20 years since the start of the Open Education Resources (OER) movement, progress to establish and strengthen public digital learning platforms and content remains deeply uneven. Many countries still do not have publicly sanctioned digital platforms for education and, even when they do, the platforms and the learning content they host are often of very low quality. Progress to build digital spaces dedicated to supporting education, boosted by COVID-19 induced school closures, has lost momentum and, in many places, backtracked. Over one-third of national digital learning platforms built during the pandemic are no longer functional or maintained. Today, despite the growing ubiquity of connected technology, public digital learning platforms and learning resources either do not exist or are difficult to find, difficult to navigate, lack quality and breadth, and are inaccessible to large numbers of learners and teachers.

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Going forward this needs to change. It is imperative that countries and the broader international community get the fast-moving transition of education into digital spaces right. The virtual spaces of education that are increasingly central to teaching and learning must be developed and, if necessary, reengineered to support education as a public good and human right. A movement to assert the importance of freely accessible digital learning platforms and content will accelerate this endeavour.

Universally accessible public digital learning platforms – including websites, tools, and apps – carry enormous benefits. They can deliver rich and engaging content beneficial to learners, teachers, caregivers and other education stakeholders and can complement and enrich school-based education. They can also assure the continuity of learning and expand educational options for learners facing disadvantages due to disability, geography, conflict, poverty, ethnicity, language, gender, and/or other factors. They further carry unique potential to provide learning opportunities for learners outside formal education systems, such as migrants and refugees. Beyond helping learners, public digital platforms can extend assistance to teachers and caregivers and facilitate more active, stimulating, and collaborative ways of teaching and learning, both in and outside of classrooms.

In helping all countries establish and iteratively improve high-quality public platforms, the Gateways to Public Digital Learning Initiative is in line with UN-wide efforts to strengthen the public digital commons, including the UN Secretary General's Roadmap for Digital Cooperation, Our Common Agenda, the Global Rewired Declaration on Connectivity for Education, as well as the commitments made at the Transforming Education Summit.

Three keys to unlock the potential of digital learning

As affirmed during the Transforming Education Summit and in the Call to Action on Assuring and Improving Quality Digital Public Learning for All, there are three 'keys' to digital learning: content, capacity, and connectivity.

Key No 1: Content: High quality, curriculum-relevant digital teaching and learning content must be made available and accessible to all learners, teachers and caregivers through digital learning platforms.

Key No 2: Capacity: Capacity to use digital technology to improve learning must be strengthened to ensure teachers, learners and other education stakeholders have the skills and knowledge needed to leverage digital tools for learning using evidence-based approaches.

Key No 3: Connectivity: Digital connectivity ensures that all schools and individuals have the ability to benefit from the educational advantages that come with good quality internet connections.

The overlooked key of content and strengthening public digital public platforms for learning

Robust national and international efforts, such as Giga and the Global Education Coalition, already exist to advance progress towards connectivity and capacity building, in recognition of their importance to transform education through digital learning. However, all too often, countries as well as the international community, do not fully realize the importance of freely accessible national education platforms populated with high quality digital learning content. This is the overlooked key.

While the Open Educational Resources (OER) movement has called necessary attention to the importance of freely and openly accessible content, what is often missing are platforms which make this content accessible to teachers and learners, in particular the most marginalized. High quality platforms assure there is a 'front door' for public education on the internet – a trusted and reliable 'first port of call' for connected learning, and one that does not rely on advertising, data mining and monthly subscription fees. A global movement to establish and strengthen public digital learning platforms will directly complement wider efforts to expand digital connectivity and capacities for education. It will further help increase demand for connectivity and provide greater incentive to develop digital capacities. In reinforcing the 'content key' of digital learning, it is possible to buttress the other two keys of 'capacity' and 'connectivity'.

Actions to establish public digital learning platforms must not entail a divestment in schooling as an in-person experience conducted in a community of peers and led by skilled teachers. It is rather a process of turning digital environments into hubs and centres that enrich learning in ways that complement, improve, and extend the vital work that happens in brick-and-mortar education institutions.

Harnessing the power of technology for education will ripple through every corner of education and catalyse transformations beyond technology itself. It will lead to changes in teaching and learning by enabling, for example, students to learn fundamental concepts through dynamic multimedia digital content and then apply these concepts practically and collaboratively at school. It will help reinvent assessment and move it away from merely ranking and sorting and towards formative evaluations that can identify and fill knowledge and skills gaps in ways that facilitate educational progression. Most importantly, it can help close, rather than widen, equity gaps in learning opportunities by, for example, ensuring the accessibility of educational content for students with disabilities and bringing world class learning resources to underprivileged children, youth, and adults.

The Gateways to Public Digital Learning Initiative

Objective and proposed actions

The main objective of the Initiative is to establish and technically support an international movement to ensure that every learner, teacher, and family can easily access, find, and use high-quality and curriculum-aligned digital education content to advance their learning.

In most contexts, content should be accessible via a national platform that is overseen, sustained, and improved with public resources. These platforms should be free for all users and complement and support teaching and learning that happens in school. They should also open avenues for self-driven education and lifelong learning.

The Initiative will further seek to help countries recognize and act on national, regional and global possibilities to advance education through digital cooperation and solidarity. The internet allows unprecedented – although currently underutilized – possibilities for sharing, cooperation, and the pooling of resources that can benefit learners, teachers and families within countries and also across them. This Initiative aims to maximize these collaborative actions.

The Initiative is also a natural extension of the Transforming Education Summit Call to Action to Assure and Improve Quality Public Digital Learning. As part of this Call to Action, countries were invited to make two important commitments concerning the 'content key' of digital learning:

- Establish and iteratively improve public digital learning platforms with high quality, curriculum-aligned education resources, ensuring they are free, open, and accessible for all, in line with UNESCO's Recommendation on Open Educational Resources, while also protecting the privacy, safety and data security of users.

- Ensure these platforms empower teachers, learners, and families, support accessibility and sharing of content, and meet the diverse needs of users including learners with disabilities, speakers of minority languages, girls and women, and people on the move.

To complement and facilitate the realization of these two commitments, the Gateways to Public Digital Learning Initiative will advance progress across three components: #1 A Global Gateway; #2 Evidence Generation and Good Practices; #3 Norms and Standards.

Component #1: Global Gateway to Public Digital Learning Platforms (UNESCO and UNICEF led)

Action: Create and maintain a global gateway to existing public digital learning platforms sanctioned or formally recommended by ministries of education or other public authorities. Most of this work will be centred on national platforms but will also include relevant regional platforms. The Global Gateway will provide detailed information about the quality of each platform and monitor indicators established through the analysis of evidence and best practices (Component #2) and building on the norms and standards (Component #3).

Description: The gateway, to be established and maintained by UNESCO and UNICEF, will provide rich descriptions of different public digital learning platforms, including, for example, details about reach, content organization, constituencies served, quality-control processes, governance, funding, planned improvements, and differences to other public digital learning platforms that might be used in a particular country. The gateway will display quantitative and qualitative information about digital learning platforms and content, highlighting indicators and gaps related to accessibility, inclusion, equity, safety, and overall quality. Indicators and targets will be established in consultation with an expert group (see section on Partners), and the gateway will also monitor and map progress in achieving these targets. This information will be presented in a user-friendly format and incorporate a map and various dashboard views. The gateway will be tailored to assist cross-country analysis of emerging trends concerning public digital education platforms. It will also aim to highlight good and innovative practices and facilitate the sharing of country experiences related to the establishment, maintenance, and iterative improvement of public platforms for learning. Finally, the gateway will help establish channels of communication and dialogue with countries about their platforms. This will maximize opportunities for countries to cooperate through knowledge sharing and peer learning.

Component #2. Evidence Generation and Good Practices (UNICEF led)

Action: Create and showcase good practices, research, and evidence about digital education resources and platforms, across different contexts, focusing on equity, scalability, safety, and impact.

Description: Sharing of robust research will support evidence-informed decision making and help ensure the impact of the Initiative. Good practices and case studies, in particular from 'champion countries', will serve to provide inspiration and guidance. Through this component, the Initiative will highlight examples of high-quality platforms built and improved in different contexts across the globe. It will pay special attention to platforms and resources that are reaching and meeting the needs of the most marginalized. The initiative will establish an evidence base of "what works" for digital resources and platforms and develop a searchable database (repository) of case studies and best practices. This will serve to guide country efforts to establish and strengthen public digital learning platforms with the aim of making them safer and more accessible, usable, and equitable for end-users, including by developing guidance on reaching remote and marginalised populations, supporting teacher-centred solutions, and on ensuring accessibility of digital platforms in contexts of limited or no connectivity and on low-cost mobile devices. It will also include guidance and learning resources for national monitoring and evidence generation. The work will be undertaken in collaboration with partners, including EdTech Hub, and help lay foundations for norms and standards (Component #3).

In support of this component, UNESCO will produce occasional case studies, think pieces and foresight work to help shine light on emerging and futures trends. Specific work will unpack, for example, options available to countries to manage digital content approval processes or the implications of technological innovations for digital learning platforms.

Component #3: Norms and Standards (UNESCO led)

<u>Action:</u> Establish international norms and standards to help countries ensure the quality of public digital learning platforms and inform national targets and benchmarks.

<u>Description:</u> Creating and sustaining digital platforms for education involves technical, legal, institutional, and economic challenges that encompass national, regional and global actors. Governments as well as schools will be well served with coherent visions of what public digital learning platforms should entail. This will help clarify steps required to establish and improve platforms from very different starting points and in diverse contexts.

Benchmarks and standards for developing and strengthening public digital platforms for education will draw on an analysis of existing public platforms (Component #1), as well as good practices and the experiences of countries with robust learning platforms already in place (Component #2). The norms and standards work will also look beyond what currently exists to consider what *might* and *should* exist. This Component will examine what functionalities, content and characteristics that are not already in place should be hallmarks of excellent quality public platforms for learning. This will provide a basis to identify 'platforms of excellence' – platforms that meet or exceed rigorous quality standards – a designation that can be indicated on the Global Gateway (Component #1).

UNESCO will work closely with Member States that might wish to propose a formal UNESCO Recommendation concerning digital learning platforms. Such a Recommendation would establish international consensus about the aims and core characteristics public digital learning platforms.

In support of this component, UNICEF will advance work to clarify equity, accessibility and online safety standards in collaboration with relevant partners.

Monitoring

Digital learning does not feature prominently in the Sustainable Development Goals, and the few indicators that exist to track it and assure accountability have major gaps and provide only a blurry sense of the availability and quality of digital learning opportunities. Given the growing importance of digital learning, it is necessary to develop better and clearer indicators and targets that provide a more complete snapshot of how countries and the world are advancing commitments to harness the power of the digital and internet revolution for education.

Goals, targets, commitments, and actions concerning national digital learning platforms will need to be realistic to monitor and at a reasonable cost. The existence of platforms, key indicators concerning quality and equity, and data about the volume and frequency with which platforms are used and by whom are fairly straightforward to measure.

The Gateways to Public Digital Learning Initiative will – across its three components – monitor the development and quality of public platforms and content and track progress towards targets. It will do this by mapping, as a first step, the existence of publicly sanctioned learning platforms and content (component #1). The identification of good practices (component #2) will enlarge possibilities for monitoring the quality of public platforms, as will the development of norms and standards (component #3).

Partners

The global Gateways to Public Digital Learning initiative will draw on the expertise of global, regional, and national partners, many of whom already have significant roles and experiences in the field of digital learning.

Specifically, the global initiative will leverage:

- Partners involved in the Transforming Education Summit Digital Learning Action Track
- Champion countries with experiences in successfully scaling equitable digital learning platforms and initiatives (initially Argentina, Bangladesh, Costa Rica, Egypt, Mongolia, Nigeria, Spain, Switzerland, the UAE, and Uruguay).
- Regional and international institutions active in the area of digital learning.
- The Secretary-General's High-level Panel on Digital Cooperation.
- Existing global initiatives about digital learning and connectivity, including GIGA, with the objective of catalysing action for high-impact, equitable and sustainable change.

The Initiative will mobilize partners to establish international expert groups that will inform and guide the work under each of the three components:

Component 1: **Reference Group** composed of 6-10 international experts to guide work on the global gateway to public digital learning platforms and content.

Component 2: **Evidence Group** composed of 3-4 organisations with expertise in education research and evidence-building.

Component 3: **Advisory Group** composed of a large and diverse group of national and international experts contributing in their individual capacity.

At the regional level, the initiative will seek to help countries come together to act on regional possibilities to advance education through digital collaboration and solidarity, building on existing efforts. Towards this end, regional organizations will be encouraged to collate and disseminate research, evidence, and best practices on digital learning between countries; establish networks of champion countries; and develop and disseminate education resources through regional platforms (for example, across countries that share a common language).

Preliminary List of Partners:

Co-leads: UNESCO and UNICEF

Global Technical Partners: Digital Public Goods Alliance, EdTech Hub, Global Education Monitoring Report, GenU, ITU, Giga, UIS, UNHCR, World Bank

Alignment: Secretary-General's High-level Panel on Digital Cooperation

Champion Countries: Argentina, Bangladesh, Costa Rica, Egypt, Mongolia, Nigeria, Spain, Switzerland, United Arab Emirates, Uruguay

The Initiative will build on the work of organizations and partners involved in digital public resources for education, such as those developing freely accessible reading books (e.g., Global Digital Library, Library For All, Bibliothèques Sans Frontières), open educational resources (e.g., OER Africa, OER Commons, OER Dynamic Coalition), freely accessible digital platforms (e.g., Learning Passport, Global Education Coalition, Digital Public Goods Alliance), co-creation with youth (e.g., Generation Unlimited, Learning to Action), and convening organisations (e.g., mEducation Alliance).

5. National Consultation for Transforming Education Summit:

Report on the Outcome of the China Consultation[①]

National Consultation for Transforming Education Summit:

Report on the Outcome of the China Consultation

The Ministry of Education of the People's Republic of China (MOE) actively responds to the call for national consultations preparing for Transforming Education Summit (TES). As the national convenor, H.E. Mr. Tian Xuejun, Vice Minister of Education and Chairperson of the Chinese National Commission for UNESCO, chaired the national consultation meeting May 27, 2022. In accordance with the *Transforming Education Summit 2022 Guidelines for National Consultations* provided by the TES secretariat, the consultation meeting invited multiple education stakeholders for participation. The representatives of UNESCO Beijing Office and UNICEF China attended the meeting and delivered speeches. Deputies to the National People's Congress (NPC), members of the National Committee of the Chinese People's Political Consultative Conference (CPPCC), representatives of the All China Women's Federation (ACWF), well-known experts and scholars in the fields of education, economy, science and technology, and international cooperation, representatives of the National Development and Reform Commission (NDRC), the Ministry of Finance (MOF) and other relevant government departments, representatives of local education administrative departments in the eastern, central and western regions, representatives of schools of all types and at all levels, representatives of teachers and students, as well as representatives of social organizations, enterprises and the media, attended the meeting and took the floor respectively. Also, consultation letters have been sent to the Chinese Society of Education (CSE), Chinese Society for Technical and Vocational Education (CSTVE), China Association of Higher Education (CAHE), Chinese Society of Educational Development Strategy (CSEDS) and China Education Association for International Exchange (CEAIE) for their opinions and advices. Focusing on the five Thematic Action Tracks of the Summit, representatives reviewed China's

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efforts and remarkable achievements in promoting post-COVID recovery in education sector, advancing education transformation, ensuring education investment, and revitalizing the implementation of the SDG education goals, and put forward their opinions and suggestions on the future development of global education. The representatives' opinions and suggestions are mainly summarized as follows:

All representatives shared the view that, the Communist Party of China (CPC) and the Chinese government attached great importance to education, earnestly fulfilled the commitment to implementing the 2030 Agenda for Sustainable Development, and considered education to be essential for the country and the Party. Giving top priority to the development of education, the CPC Central Committee established the Leading Group on Education to conduct overall leadership in education development and coordinate the resolution of education issues. Since 2015, China has formulated and implemented *China's Education Modernization 2035* and the 13th and 14th Five-Year Plan for the National Education Development which organically integrate the implementation of the Education 2030 Agenda with the promotion of China's education modernization and poverty alleviation. Efforts have been made to comprehensively deepened education reform and overcome numerous difficulties including the impact of the COVID-19, and significant progress has been made in implementing the Education 2030 Agenda with expected objectives achieved. The gross enrolment ratio in the three-year pre-primary education reached 88.1 percent, a dynamic zero dropout rate has been achieved for free nine-year compulsory education, and a basically balanced development of compulsory education has been realized in all counties. The gross enrolment ratio (GER) in upper secondary education reached 91.4 percent. By 2021, the gross enrolment ratio in higher education has reached 57.8 percent, passing the internationally recognized threshold of popularization of higher education. The general public expenditure on education remained above 4 percent of GDP for 10 consecutive years, the conditions for running schools of all kinds at all levels and the quality of teachers have been improved significantly. A relatively sound system of financial aid for students from families with financial difficulties has been established to ensure that students from families with financial difficulties will not lose education opportunities due to poverty. Gender equality has been basically achieved at all levels and the nine-year compulsory education has been universalized for students with disabilities. Information and communication technology (ICT) has been fully utilized to boost the rapid development of continuing education, and currently efforts are being made to construct a learning society in which everyone can learn wherever and whenever they want. As a developing country with a large population, China's achievements in

education reform and development have made a significant contribution to the global implementation of the Education 2030 Agenda. At the same time, China has found a path and model suited to its national condition to implement the global education development goals, and is willing to exchange and share with other countries through education.

The representatives believed that, undergoing major changes unseen in a century, the world has entered a period of turbulence and transformation, and peace and development are confronted with complex and severe challenges. At the same time, a new round of scientific and technological revolution and industrial transformation have profoundly changed the ways of production, life and education of humankind. Human development is at a critical crossroads, and education must take the initiative to change and act. It is imperative to re-imagine the future of education, define the direction for progress, and accelerate the implementation of Education 2030 Agenda.

I. Ensure a Full Recovery of Education from the Impact of COVID-19

The representatives held that, the COVID-19 pandemic posed major challenges to the development of education. For more than two years, the pandemic has led to the closure of many schools around the world, and has had a huge impact on students' learning and growth. The pandemic has changed the educational ecology, school forms and learning conditions, tested the education governance capabilities of different countries, and motivated the transformation of global education supply system, supply mode and even its concept. As the first country to report COVID-19 cases, China has responded actively to the impact of COVID-19, advanced epidemic control and education reform and development in a coordinated way, ensured to the best extent the teaching and learning quality, and made sustained progress towards the implementation of SDG4. Based on Chinese practices, the representatives believe:

1. We should put life first and give top priority to the life, safety and health of teachers and students. We shall constantly improve school facilities, equipment and measures to respond to the pandemic and other challenges, conduct effective epidemic control with targeted and science-based measures, so as to create a relatively safe environment in schools, minimize the epidemic risk, and spare no effort to maintain teaching order in schools. If a school has to be temporarily closed due to the pandemic, online

teaching must be organized in a timely manner to ensure that every student, including those who need to be quarantined, can continue to study without interruption. Teachers shall be organized to follow up on students' learning, to have a timely knowledge of students' whereabouts and their mental and physical health condition, and to provide necessary psychological counseling in time. When conditions permit, students shall be encouraged to return to school and resume their classes in time. For students who have not returned, their situation shall be closely followed and the persuasion to return shall be started as soon as possible to prevent dropping out of school due to pandemic. After students return to school and resume their classes, the situation of each students' study at home shall be learned thoroughly, in order to master the specific learning situation of each student accurately and formulate teaching plan in a scientific manner. Timely adjust the dates for entrance examinations for upper secondary schools and higher schools, and take necessary measures to ensure all candidates participate in the examinations as scheduled.

2. We should make full use of new technologies to provide students with more equitable and quality education resources. During the pandemic, China launched the largest online education in the history. We have launched the projects to lay broadband cables, set up base stations and provide mobile phones or tablets in remote rural areas, and ensure that all schools are basically equipped with internet infrastructure to satisfy students' needs for online learning. Pre-service training of online teaching for teachers are conducted. Efforts are made to guide local governments to set up technical service teams, 25 emergency measures including teachers online teaching, home-school cooperation, psychological counseling, etc. are issued, and the development of the Resources Kit for Improving Teacher's Online Teaching Competence is completed to support teachers timely adapt to the transition from off-line to online teaching. A hybrid teaching mode that combines classroom and distance learning is adopted to upgrades and integrate online courses into the teaching plan. The objective that the closure of schools does not interrupt teaching and learning has been achieved. Faced with the resurgence of pandemic, we have ensured to the largest extent the continuity of schooling. Over the past two years, China has continued to increase the unified supply of free online educational resources at the national level, and the MOE has set up the public service platform Smart Education of China. The platform brings together high-quality course resources such as MOOCs in basic education, vocational education and higher education, and helps schools to easily switch between online and offline teaching modes, and ensures that the quality of online teaching is substantially equivalent to that of classroom

teaching. Students can quickly adapt to multiple learning methods and their autonomous learning ability significantly improved.

3. We should provide students with all-round support in physical and psychological health. The epidemic prevention capacity of schools should be enhanced, technical guidance for epidemic prevention and control, guidelines for students' study and life, code of conduct for school staff etc. should be issued, and drinking water, environmental sanitation, personal hygiene facilities, and other safety measures should be ensured to meet the epidemic prevention and control requirements. The content of physical education courses and teaching methods should be adjusted to ensure that students' physical fitness, strength and sports skills do not decline. Students' social and emotional competences such as emotional adjustment, sense of self-efficacy and social skills during the pandemic should be attended. The psychological health sections in the national platforms like Smart Education of China and the psychological assistance hotline of universities directly under MOE should be utilized to provide online psychological counseling services and psychological crisis intervention, help students to relieve psychological pressure and mitigate negative emotional reactions. Guidance should be provided to local schools to launch life education and family education, and enhance students' awareness of respecting and valuing life. Home-school coordination should be advocated. China has issued and enacted the *Family Education Promotion Law,* to encourage parents to pay attention to their children's mental health and emotional state, provide strong support for students' learning, and jointly safeguard students' growth during the pandemic.

4. We should provide care and support mainly to the groups most affected by the pandemic. The Chinese government sticked to the principle that the financial aids and support will not be interrupted by the closure of schools. Public education investment is still on the rise. The allowance standard of the Nutrition Improvement Programme for Rural Students in Compulsory Education has been elevated, which benefited 37 million students. In order to cope with the pressure of the pandemic on students with financial difficulties, the interest on state student loans for university graduates with financial difficulties was temporarily waived and the repayment of the loans was allowed to be deferred. The interest-free funds were borne by the state finance, benefiting more than 4 million graduates. The Chinese government actively responds to the downturn in the job market caused by the pandemic and take the employment of college graduates as the top priority of its employment-first policy. For around 10 million college graduates each year, the Chinese government built a smart platform providing 24-hour and 365-day full-time service for student employment,

launched employment capacity building programmes for groups with employment difficulties, carried out targeted support by conducting "one person, one file" and "one person, one strategy", and supported more college graduates in a multi-dimensional manner to enjoy higher-quality and heart-warming employment service.

Next, the Chinese government will further summarize the experiences of online education during the pandemic, so as to promote the improvement of quality of hybrid teaching mode and effectively enhance teachers' information literacy and long-term capabilities. Efforts will be made to learn about students' mental, psychological and physical health, mobilize family and private actors to provide effective support to help students better ease into new ways of learning and life. Support for disadvantaged groups will be strengthened, equal learning opportunities will be guaranteed, and compensatory learning assistance will be provided to help them catch up with progress as soon as possible and overcome the negative impact of the pandemic. China will strengthen exchanges and sharing with other countries, work together to tackle the challenges of the pandemic, and contribute wisdom and strength to accelerate the post-pandemic recovery and the transformation of global education.

II. Identify Major Strategic Changes and Levers to Accelerate Progress Towards Common Educational Goals and Reimagine Education for the 21st Century

The representatives expressed the view that, the Chinese government, upholding that education should embraces modernization, the world, and the future and taking into account of China's national conditions, took the initiative to adapt to the new round of scientific and technological revolution and industrial revolution and seized the opportunities to respond to changes in a scientific manner. In accordance with the overarching goal of building China into a great modern socialist country that is prosperous, democratic, culturally advanced, harmonious and beautiful by the middle of the century, and adhering to the philosophy of innovative, coordinated, green, open, and shared development, the Chinese government issued *China's Education Modernization 2035* in 2018, which enumerates new goals for educational reform and development, including popularizing quality pre-primary education, realizing balanced quality compulsory education, popularizing upper secondary education, and establishing a modern education system of life-long learning for all. The Plan aims to

promote China's education to develop in the direction of higher quality and efficiency, as well as enhanced equity and sustainability, and lay a solid foundation for the common prosperity of all people. It also underlines the need to actively initiate educational reform and innovation, vigorously promote the modernization of education concepts, systems, institutions, contents, methods, and governance, and better satisfy the new demands on education of the people to pursue a better life. The concepts, principles, goals and measures set out in the Plan are of great significance in guiding China to constantly promote education reform and development. In the light of the efforts made in recent years to eliminate poverty through education, respond to the pandemic, and to comprehensively deepen educational reform, the representatives expressed the following important views:

1. We should utilize the levers of laws, policies and standards to ensure the prioritized and balanced development of education. A complete system of educational laws and regulations should be constructed to make it clear that the government gives priority to education in economic and social development planning, prioritize education in financial investment, and prioritize the satisfaction of the needs of education and human resources development in the allocation of public resources. The scope of authority and responsibility of the government in managing education should be clarified, and government administration, school-running, teacher's teaching, social support and participation in education governance should be law-based. **A system of educational plans and policies from central to local governments should be established.** The central government should regularly issue education development plans, special plans and guiding policies, and propose strategic tasks to provide orientation guidance and make deployment for local education development. In accordance with the requirements of national plans and policies, and in the light of the actual conditions and needs of local education development, provinces and municipalities should issue local plans and policy documents, and establish a sound system of plans and policies, ensuring that national education development goals (including SDG4) are translated into action through planning and policy. **A complete system of educational standards should be completed.** National standards, educational standards and standard documents covering all levels and types of education should be formulated and implemented, to promote the equal access to basic public educational services under the guidance of education standards and ensure the education input with the education investment standard. For example, the establishment of a *Four Unifications* system for compulsory education at urban-rural areas in counties (namely unified standards for school construction, unified

standard for teacher staffing, unified benchmarks for public funding per student, and unified standard for allocation of basic equipment) vigorously promoted the integrated and balanced development of compulsory education within counties.

2. We should take the development of curricula and teaching materials as the lever to cultivate the new generation for the future. China endeavors to construct an educational system which comprehensively fosters the all-round development of the students' moral grounding, intellectual ability, physical vigor, aesthetic sensibility, and work skills. Efforts should be made to scientifically design the discipline system, teaching system, and teaching material system, promote the organic integration of moral, intellectual, physical, aesthetic and work skill education, comprehensively elevate the overall competences of students' volitional character, thinking ability, and innovative spirit. Reinforce health education and stick to the education notion of putting health first in particular under the backdrop of routine COVID-19 control. The supporting measures to ensures sanitary conditions in schools should be reinforced, and primary and secondary schools should organize health checkup for students once a year. Student health monitoring should be conducted continuously, and the physical and mental health of students should be improved. The contents and modes of modern vocational education should be constantly updated to closely keep pace with trends in industrial upgrading and technological transformation, so as to enhance students' information technology awareness, computing thinking capability, digital innovation and development ability, and help students to establish correct values and sense of responsibility in the information society. **International understanding education should be enhanced**, to foster students' global awareness and open mindedness, helping students to understand the development process of human civilizations and the dynamics of world development, respect international cultural diversity and differences, attend to global political, economic and security challenges confronted by human societies, understand the connotation and value of a community with a shared future for humankind, and make active contributions to a better future for humanity. Efforts should be made to **educate students with the concept of harmonious coexistence between human and nature**, carry out ecological education in universities, secondary schools and primary schools, strive to raise the awareness of resources and environment among all students, guide the students to start from reducing food waste and sorting domestic waste, advocate green, low-carbon, recyclable and sustainable production and life, teach students to understand the significance of harmonious development between human and nature, and cultivate their ecological awareness from an early age. **The**

curriculum systems of universities, secondary schools and primary schools should be developed in a coordinated approach, and the basic teaching content and requirement for different age groups and disciplines should be properly designed in accordance with the requirements of students' core competences in the 21st century and the principle of gradual and orderly progress with effective transitions. The practicality and interdisciplinarity of curriculum should be strengthen, and interdisciplinary and theme-based learning curriculum with the core of cultivating comprehensive competencies should be developed. **Efforts should be made to better the development of teaching materials**, improve the compiling, revising, examining, selecting and withdrawing mechanism of teaching materials, timely absorbing new knowledge, technology, and method, carefully select the contents valuable for students' lifelong development, widely integrate the contents of the achievements of human civilization and improve the quality of teaching materials. The development of supplementary materials of textbooks should be promoted, to create a new form of teaching materials which can be heard, seen, practiced, and interacted. **Efforts should be made to promote the reform of examination evaluation**, enhance the openness of examination questions, emphasize on testing the ability of independent thinking and the capacity to analyze and solve problems though acquired knowledge, in a bid to scientifically evaluate the comprehensive competencies of students.

3. We should take the construction of the platform of Smart Education of China as the lever to push forward the digital transformation of education. Advancement of digital transformation of education is not only an inevitable choice for education to adapt to the future, but also an important opportunity to implement the Education 2030 Agenda, hence it is an necessary strategic option for us. China is implementing a strategic action to digitalize education in line with the principles of application-oriented, service-prioritized, concise and efficient, and safe operation, to promote the application of ICT in teaching, management, learning, evaluation and other aspects, aiming at the transformation and innovation of organizational form and management model of education, and progressing into educational modernization though education digitalization. One of the key measures is to **build the Smart Education of China, a digital education service platform** covering all levels and types of education where student learning, teacher training and education services, and governance are all applicable. At present, the platform has been officially put into operation, the first phase of which has launched four sub-platforms, namely the smart education platforms for primary and secondary schools, vocational education, higher education, and employment service for university students. It keeps promoting mass

application and constantly enriches functions such as student learning, teacher teaching, school governance, society empowerment, and educational innovation. **Efforts should be made to build future smart campus**, construct a more complete information-based school environment. The comprehensive utilization of the Internet, big data and artificial intelligence and other technologies would contribute to building an integrated intelligent teaching, management and service platform, realizing adjoint collection of data, automatic analysis of information, and optimal allocation of resources, as well as establishing a dual-state campus of physical and virtual combination. **Teaching and learning mode should be innovated through ICT**, and the online and offline hybrid mode of teaching should be explored. Learners in rural and remote areas can share simultaneously the high-quality education resources through the synchronous classroom and the special-delivered classroom. Intelligent learning spaces and innovate digital educational applications should be built, to real time monitor the progress and status of online learning, provide comprehensive and effective intelligent diagnosis, resource and learning counseling services, so as to support personalized learning with high efficiency. We should **empower life-long learning with the new generation of ICT**, to guide the allocation of resources and the innovation of learning methods based on the needs of learners. More accurate online continuing education services for all groups of people should be supplied, especially for migrant workers, transfer workers and the disabled. The construction of colleges for senior citizens should be aligned with the learning needs of the elderly. Through the digital education platform and system, we will break boundaries of learning resources between government, society, industries, enterprises, families and individuals, expand the sharing, coordination and application of educational resources, unclog everyone's channel for academic advancement, career promotion and social mobility.

4. We should take the integration of industry and education as well as science and education as a lever in order to increase quality and adaptability of vocational education and higher education. The education and industrial structure should be optimized in a coordinated manner to promote the connection and integration of talent cultivation with industrial development, which is in line with the needs for technological progress, change in mode of production and social and public services. **We should constantly refine the policy of integrating vocational education with industry**, introduce policy measures, support methods and major projects to promote the integration of vocational education with industry, and support the creation of cities and enterprises with the integration of vocational education and industry. Policy of promoting school-enterprise

cooperation in vocational schools should also be issued to support the deepening of cooperation between schools and enterprises through joint cultivation of talent, cooperative research, joint construction of institutions and sharing of resources. **We should vigorously develop vocational education that echoes the needs of new technologies and industrial changes**, build a number of public practical training platforms, and encourage industries and enterprises to participate in the entire process of talent cultivation. Schools and enterprises should collaborate to develop apprenticeships, set up vocational education groups, and promote the reform of the "diploma + certain vocational skill level certificates" system, so as to effectively enhance the adaptability of vocational education and enable learners of vocational education, especially young people, to acquire the necessary skills for a decent job and life. **We should establish a system of basic disciplines and specialties that closely connect the industrial chain and innovation chain**, earnestly support the construction of application-oriented undergraduate and industry-featured colleges and universities, closely focus on the industrial demand, and strengthen the practical teaching and training of application-oriented talents. The application-oriented integration of science and education should be promoted, and the development of cross-disciplinary and emerging disciplines should be vigorously developed to lead the future direction of knowledge innovation and technological transformation. We should constantly optimize the discipline and specialty construction, guide and support colleges and universities to actively adapt to the needs of economic and social development, enhance new engineering, new medical, new agricultural and new liberal arts disciplines, continue to deepen the innovation and entrepreneurship education in colleges and universities, and improve the innovation and entrepreneurship of college students.

5. We should build a highly professional teaching staff with a sound professional development system for teachers as a lever. The key to implementing the Education 2030 Agenda and promoting education reform lies in teachers. China now confronts the challenges of shortage of excellent teachers, limited professional development prospect and inadequate salary guarantee for teachers. The Chinese government takes the building of the teaching staff as a basic task in education, and has taken a series of measures to promote the building of teachers' capacity and improve the guarantee of their welfare, so as to raise the level of their quality. **We should revitalize teacher education** and establish a teacher education system where normal colleges play the main role and comprehensive universities participate. Professional accreditation of teaching majors shall be advanced, platforms for collaborative innovation in teacher education in high-quality teacher colleges shall be encouraged,

a new model of teacher education shall be explored, and the sharing of high-quality curriculum resources shall be promoted, so that the overall quality of teacher education in China can be improved. **We should organize accurate and effective teacher training for all teachers** and implement national training programmes for primary and secondary school teachers. County-level teacher development institutions, trainers and teaching and researching staff shall be reinforced. The mechanism of self-selection of training programmes and targeted support and assistance mechanism shall be established and refined. The online and offline hybrid research and training model shall be innovated. We should organize teachers' collective discussion, collaborative lesson preparation, with the aim of improving the pedagogic ability, ICT application ability and scientific literacy of primary and secondary school teachers. **We should improve the management and treatment of teachers**, better mechanisms for the flow of outstanding teachers and principals to rural and disadvantaged schools, and intensify support for teachers in rural and poverty-alleviated areas. The regulation that the average salary of compulsory education teachers is no less than that of local civil servants should be strictly enforced, and the economic and social status of teachers will to be ameliorated. **We should improve the evaluation system of teachers,** take teachers' professional ethics as the primary requirement and take meticulously fulfilling the duty of education and teaching as the basic requirement of teacher evaluation, so as to encourage and guide teachers make good delivery of every class and care for every student.

6. We should actively promote the modernization of the educational governance system and capacity. Efforts should be made to continuously improve the education system, planning and policy implementation system, education operation mechanism and monitoring system, better accountability mechanisms, so as to enhance the effectiveness of education governance. We should continuously **improve the scientific level of educational decision-making, to focus on major issues in education, to actively support scientific research in education**, to improve the procedures for formulating educational policy documents, to improve the mechanism for social participation in educational decision-making, and to **carry forward the Whole-Process people's democracy**. We should stick to the goal-oriented, problem-oriented and effect-oriented approach, so as to formulate educational plans and policies in a scientific manner and make educational decisions more scientific and effective. Efforts should be made to **improve educational monitoring systems at all levels and of all sorts**, **refine the educational statistics system, and better the educational information management system.** Educational investment, school-running conditions and quality of education and teaching in local areas as

well as the national education situation and educational outcomes and outputs shall be constantly monitored, so as to keep abreast of the implementation of major education plans and policies in a timely manner, and to provide references for major educational decisions. In order to **construct an efficient and effective educational supervision system**, we should build a hierarchical education supervision mechanism for local governments at all levels with strong supervision and accountability, and urge local governments to perform their educational responsibilities. We should better the policies and standards for school supervision, and establish a working mechanism in which the state makes overall plans to formulate standards and the local government organizes the implementation. Schools shall be supervised to standardize the school-running measures so that they can continuously improve the quality of education.

III. Ensure Adequate and Sustainable Public Investment in Education

Educational investment should be regarded as a fundamental and strategic investment in the well-being of the people and in the long-term development of the country. The Chinese government has consistently placed support for education as a priority in public budget, and has formulated a series of policies and regulations to increase financial input in education, which provides a basic investment guarantee and a sustained financial support for the rapid development of education at all levels.

1. Government budgetary spending on education should remain above 4 percent of GDP

China, through laws and national policy documents, has made clear the requirements for education investment of "one no less and two increases" (that is, **to ensure that the government budgetary spending on education will remain above 4 percent of GDP, that the general public budget on education expenditure only increases year by year, and that the national general public budget on education expenditure averaged by the number of students in school only increases year by year**). At the same time, the education investment has been steadily increasing year by year through strengthening the design of policies, standards and systems, achieving a historic leap forward. The degree of financial support for education and the level of education fund have been greatly enhanced, which guaranteed effectively meeting the national needs in promoting

educational modernization and implementing the Education 2030 Agenda. From 2012 to 2020, China's investment in education totaled 35.9 trillion yuan. State budgetary funds for education reached 28.9 trillion yuan with an annual growth rate of 9.7 percent, whose proportion of GDP remained above 4 percent, reaching 4.30 percent, 4.13 percent, 4.11 percent, 4.24 percent, 4.21 percent, 4.11 percent, 4.02 percent, 4.06 percent, 4.23 percent respectively. General public expenditure on education remains at about 15 percent of the total, which is the largest expenditure of public fund. Government budgetary spending on education comprises about 80 percent of the total investment in education, the rest 20 percent come from the social investment, social donations, and so on, which is a positive supplement to the investment in education.

2. The education investment guarantee system which focuses on public investment should be continuously improved

(1) We should adhere to the strategic orientation of giving priority to the development of education. In order to fully implement the strategy of giving priority to education, the Chinese government creatively put forward the principle of "Three priorities", namely giving priority to education in economic and social development planning, to ensure education in financial investment, and to meet the needs of education and human resource development in public resource allocation.

(2) We should establish an educational input system that consists largely of financial allocation and supplemented by other education fund raising channels. The Chinese government has established a national system in the form of legislation, which is based on financial allocation and supplemented by other education fundraising channels, in order to ensure a sustainable and stable source of funding for state-run schools. Since 2012, government budgetary spending on education remained about 80 percent of the total investment in education.

(3) We should clarify the financial duties and expenditure responsibilities of the governments at all levels. education should be perceived as a common financial duty of the central and local governments, with a focus on basic public services such as compulsory education and student subsidies. We should moderately strengthen central financial duty and expenditure responsibilities, enhance the mechanism of hierarchical responsibilities of local governments, implement basic national standards, and accelerate the equalized access to basic public services in the field of education.

(4) We should establish and improve a standard system for allocating

funds to students at all schooling stages. In the light of the different characteristics of education of different types, the actual needs of reform and development and fiscal capacity, China has comprehensively established a system of per student funding covering all stages of education from pre-school education to higher education. We have continuously increased the average allocation of funds to students at all levels of education, and improved the long-term mechanism for the sustained and steady growth of government budgetary spending.

(5) We should continue to adjust and optimize the structure on using education funding. China insists that a rational structure is the greatest benefit. In accordance with the principle of fund using, which is "ensuring the basics, reinforcing the weaknesses, promoting fairness and improving quality", we will further tilt educational funds towards difficult areas and weak links, and use limited funds on what is most needed.

(6) We should strengthen dynamic monitoring of educational financial input and education supervision. A system of monthly, quarterly and annual monitoring of educational expenditures should be established, and a system of statistical report at the national and provincial levels should be implemented to strengthen dynamic monitoring of financial investment in education at the national and local levels. Provincial governments should include the growth requirements of education funds and compulsory education teachers' salaries into the scope of supervision and evaluation of the performance of education responsibilities, supervision should be intensified and governments at all levels should be promoted to implement the responsibility of education investment.

3. The direction of future changes

(1) We should continue to improve the mechanism for ensuring public investment in education. We should give priority to funding education and place more emphasis on stimulating investment through better policies, systems and standards. We should comprehensively establish a system of per student funding for education at all levels and of all kinds and a policy system for providing financial assistance to students from families with financial difficulties, and promote the establishment of a mechanism for dynamic adjustment of educational fees that is commensurate with funding per student and the level of financial assistance.

(2) We should optimize the structure in which education funds are spent. We should optimize the direction of the use of funds, and to promote the transfer of the focus of education funding use structure from scale expansion to quality improvement and structural optimization, the transfer

from infrastructure construction to education and teaching reform and professional teaching staff development, and the transfer of use of funds towards difficult areas, key domains and weak links.

(3) We should continue to improve the mechanism for social investment. While maintaining the intensity of government financial investment, we should implement and improve the preferential tax policies for education and the incentive policies for social donations, so as to attract social investment and donations, and continuously expand the sources of education funds. We will increase investment in human capital for vocational education, deepen integration between industry and vocational education and cooperation between schools and enterprises, and support and standardize the development of privately-run schools.

IV. Expectations on National Education Goals and Benchmarks

In order to accelerate to the achievement of SDG4, the Chinese government, in accordance with national medium-and long-term education planning documents such as *China's Education Modernization 2035* and *The 14th Five-Year Plan for Educational Development (2021-2025)*, established benchmarks for SDG4, and cleared objectives for the development of education at the national level.

To achieve a higher level of educational equity. China will establish and improve the mechanism of balanced allocation of basic public education resources, and gradually narrow the regional, urban-rural, inter-school education gap. We will effectively link the consolidation and expansion of achievements in poverty alleviation through education to urban-rural integration. The student financial assistance system shall be ameliorated and the level of targeted financial assistance raised, to ensure that disadvantaged groups have equal access to basic public education services, such as children of migrant workers, left-behind children and children and juveniles with disabilities.

To further expand access to education for all. China made it clear that by 2025, the gross enrolment ratio for pre-school education will surpass 90 percent, the compulsory education consolidation rate will reach 96 percent, and the gross enrolment ratio for upper secondary education will surpass 92 percent, the gross enrolment ratio in higher education will reach 60 percent. By 2035, the gross enrolment ratio in pre-primary education will

surpass 95 percent, the compulsory education consolidation rate will reach 97 percent and the gross enrolment ratio in upper secondary education will reach 97 percent, and the gross enrolment ratio in higher education will reach 65 percent. By raising the level of education coverage, we will further expand the opportunities for young people to receive more advanced levels of education and acquire survival and development skills, thus injecting vitality into future social development.

To develop higher quality education. We should establish a standard system of resource elements in line with the high-quality development of education and improve the conditions for school-running at all levels and of all sorts of schools. We will improve the mechanism for ensuring inclusive pre-school education, promote the standardization of compulsory education schools, eliminate large-sized classes in general upper secondary education, further the construction of qualified vocational schools, and enhance the guarantee for school-running conditions in higher education institutions. We should actively adapt to the needs of educational reform in the information age, strengthen the co-construction and sharing of digital resources, and consolidate the support of high-quality development of education. China will gradually improve the system of educational quality standards, establish and improve quality standards for the training of educational personnel at all levels, constantly enrich education modes in a scientific manner, strengthen and improve engineering education, increase students' digital literacy, innovation and entrepreneurship, and ecological awareness, and strengthen their ability in sustainable development.

To build a high-quality and professional teaching staff, deepen the reform of the teacher management system and mechanisms, implement professional standards for teachers in kindergartens, primary and secondary schools, and steadily increase the proportion of pre-school teachers receiving professional education. By 2025, "double-qualified" teachers (that means teachers with two certificates in teaching and in another profession) in vocational schools will account for more than half of the total teachers of professional courses. The status and remuneration of teachers shall be improved to ensure that the average salary of compulsory education teachers is no less than the average salary of local civil servants.

V. Strengthen International Cooperation

Education confronts global challenges. China is willing to follow the spirit of building a community with a shared future for humankind, advocate

educational cooperation and exchanges among all stakeholders, and provide international public goods in education within its power. We will work together with the international community to promote an early recovery of global education and march towards the Education 2030 Agenda.

To strengthen cooperation and exchanges on the digital transformation of education. First, actively promote the sharing of online educational resources. China upholds the principle of open science and advocate coordinated innovation among countries, jointly develop high-quality online educational resources, promote the sharing of online high-quality educational resources, and help most needed countries to accelerate the improvement of education quality. Second, promote the collaborative innovation of new technology teaching mode. At the teaching level, we will strengthen international cooperation and exchange, promote innovation in teaching modes, create classrooms of global perspectives, and promote more convenient and in-depth exchanges between students from different cultures and disciplines. Third, strengthen policy coordination. We should enhance the communication and mutual learning among countries on the ethics and safety rules, technology and management in the application of information intelligence technology in education, and jointly explore the approaches of digital co-governance so as to make digital technology better serve the all-round development of humanity.

To strengthen cooperation around empowering the youth. COVID-19 has had a severe impact on economic development, employment and people's lives around the world. New technologies and industrial revolutions are rebuilding job openings. The international community should cooperate to empower all people with new skills, especially the youth. China advocates extensive vocational education cooperation between international organizations and between developing countries. China will implement the China Fund-in-Trust (CFIT) project, continue to build the Luban Workshop, and support the vocational education development of African, Asian and other developing countries. This year, China will also hold the World Conference on the Development of Vocational and Technical Education, establish Globe Vocational Education Alliance and host World Conference on MOOCs and Online Education 2022 to provide new platforms for strengthening cooperation with other countries.

To strengthen cooperation on education for international understanding. We should promote mutual understanding and mutual learning among civilizations and build a community with a shared future

for humankind through educational cooperation and exchanges. We will strengthen communications and exchanges between schools, teachers and students in all countries, reduce unreasonable restrictions, support study abroad, and enhance international cooperation in talent cultivation. The younger generation of all countries would better understand each other through educational cooperation. We should promote a common understanding of the challenges facing the world, strengthen the will and ability to work together to face challenges, and foster the awareness and determination to jointly build the community with a shared future for humankind, and put the goal of achieving global peace and SDGs on a firmer foundation.

To strengthen cooperation on capacity building for implementing the Education 2030 Agenda. The key to the implementation of the agenda lies with member states. The overall enhancement of national capacities in the formulation and implementation of policies and conducting effective monitoring is critical to the achievement of goals. China will draw on the lessons learned from the implementation of Education for All (EFA). International organizations such as UNESCO should play a greater role in promoting cooperation among member states, boosting post-pandemic recovery of education by experience exchange and special technical skills training etc., and vigorously promote capacity-building to achieve the Education 2030 Agenda, so as to lay a solid foundation for implementing the outcomes of the TES, promoting educational reform and achieving the expected goals.

6. National Statement of Commitment to Transform Education^①

Chinese President Xi Jinping pointed out that education is the cornerstone of the progress of human society, and it is of decisive significance in promoting the all-round human development and igniting the creativity of the entire society. The Chinese government always places education as a strategic priority on its development agenda, strives to promote educational equity and improve the quality of education, and endeavors to construct a more equitable, inclusive and quality education for all. The Chinese government will further implement China's Education Modernization 2035 and commit itself to achieving the expected progress in its implementation of Education 2030 Agenda:

Give priority to the development of education. Prioritize education in economic and social development planning and in financial investment, and prioritize **the needs of education and human resources development in the allocation of public resources.** Ensure that the expenditure on education in the general public budget will continue to grow year by year, the expenditure on education in the general public budget averaged by the number of students in school will increases year-on-year, and the government spending on education will generally no less than 4% of GDP. Improve the conditions for running schools of various types and at various levels, build a high-quality professional and innovative teaching staff, and lay a solid foundation for the development of high-quality education.

Develop a more equitable and inclusive quality education. Stick to the non-profit nature of education, steadily enhance the popularization of education at all levels, promote the accessibility of preschool education and its inclusive, safe and high-quality development, facilitate a high-quality, well-balanced and integrated development of compulsory education in both urban and rural areas, and encourage the diversified development of 2 upper-secondary schools. Continuously narrow the gaps of education development between urban and rural areas and between different regions, and protect the equal rights of the disadvantaged groups to education, including children living in cities with their parents who are migrant workers, left-behind children in rural areas, children and youth with disabilities, and students from families with financial difficulties.

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① https://knowledgehub.sdg4education2030.org/system/files/2022-08/China%202022-06-20%20National%20Statement.pdf

Foster a new generation who are adapted to future society. Ensure that education performs its fundamental task of fostering virtue, strengthen the development of curricula and teaching materials, advance the reform of educational assessment, further improve the approaches and methods of cultivating people, and promote the integrated cultivation of moral grounding, intellectual ability, physical vigor, aesthetic sensibility, and work skills. Strengthen the fostering of students' scientific spirit, thinking ability, sense of social responsibility, ecological awareness, digital literacy, as well as innovation and entrepreneurship, so as to promote their all-round development and sustainable development. Establish in the entire society a scientific concept of education, and construct a mechanism of school family-society cooperation in educating students, to create a favorable educational ecology for the healthy development of children and youth.

Construct an education system of lifelong learning for all. Take as the aim to be available to all citizens and satisfy the needs of different groups of the society, accelerate the construction of an equitable and quality basic education system, reinforce the adaptability of the technical and vocational education and higher education, and ramp up their capability to promote economic and societal development. Support the youth to better master the skills required for work, life and sustainable development in the future.

Actively develop diversified continuing education. and build a lifelong learning system more flexible in learning approach, richer in resources, and more convenient to access. Speed up the building of a learning society where everyone can learn whenever and wherever they want. Actively promote the digital transformation of education. Further implement the National Strategic Action for Educational Digitalization, enrich the supply of digital educational resources, build an extensive and open learning environment, and expedite resources sharing among learning platforms of different types and at different levels, to meet the diversified learning needs of different learners. Advance the integration of new technology and education and teaching, explore a new model of talents cultivation, and accelerate the digital transformation of education governance.

Constantly expand international exchanges and cooperation in education. Put into practice a variety of people-to-people exchange programmes and support international exchanges between schools, teachers and students, to deepen people-to-people connectivity between different countries as well as exchanges and mutual learning between civilizations, and contribute to building a community with a shared future for mankind. Construct a globally-geared educational partnership, actively launch international cooperation in education with international

organizations and developing countries, and implement Chinese government scholarship programmes for outstanding students, teachers and scholars from different nations to study and exchange in China. Continue to provide global public goods in education to contribute to the development of global education

相关论文

推开公共数字学习之门：联合国教育变革峰会的主张、隐忧及超越 *

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摘要：教育发展危机加重、全球数字鸿沟日益加剧以及各国数字学习治理能力不一推动了联合国教育变革峰会第四场焦点会议提出了公共数字学习的主张。峰会指出，要更加关注公平、多元及包容，建构"3C"数字学习框架，保障全民公共数字学习质量，强化公共数字学习赋能教育变革。"公共数字学习"的提出含有凸显"为了全球共同利益"理念、形成通往教育公平的新路径以及追求生态化的数字学习治理意愿三重意蕴。然而，知识文化性的消解、治理权力的中心性以及技术的可能异化，引发了推开公共数字学习之门背后的隐忧。优化公共数字学习顶层设计，进行文化适宜性的知识生产、改革公共数字学习体制机制，追求生态化的数字治理、复归教育本原规约技术伦理，促进人性与生活世界的和谐共生是这些隐忧可能的超越路径。

关键词：联合国教育变革峰会；公共数字学习；教育公平；数字化转型

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2022年9月16—19日，联合国教育变革峰会(以下简称"峰会")在美国纽约第77届联合国大会期间举行。此次峰会将教育置于全球政治议程的中心，旨在帮助各国从日益加剧的教育危机中重焕生机，推动实现可持续发展目标4——确保包容和公平的优质教育，促进全民享有终身学习机会。峰会共包括六场焦点会议，分别是"危机教育——为学习者建立变革行动伙伴关系""解决学习危机的全球挑战""变革教育，变革世界：学会可持续共处""教育数字化转型""在教育中和通过教育促进性别平等，并为女童和妇女赋权"以及"教育筹资"[1]。其中第四场焦点会议旨在推开公共数字学习之门，保障和提高全球公民优质公共数字学习和终身学习诉求，从而促进教育可持续发展。本文聚焦第四场会议，围绕公共数字学习的提出背景是什么？有何主张？它的提出意味着什么？其背后又有何种隐忧以及其可能的超越路径是哪些等问题，展开了相应的探讨。

一、推开公共数字学习之门的提出背景

(一)教育发展危机加重

全球气候变暖、日益增长的不平等、生物多样性丧失、毁灭性传染病及病毒等都深刻困扰着人类，使人们深刻认识到当前的全球教育体系未能解决这些令人担忧的挑战，也未能为每个人提供高质量的终身学习，更未能兑现其帮助人们塑造和平、公正和可持续发展的社会的承诺[2]，教育发展面临巨大危机。事实上，教育发展的危机根源早在2019年新冠肺炎疫情大爆发之前就已存在，不安全局势、经济发展不平衡等历史原因使得教育一直处于不公平的状态之中。联合国儿童基金会在2017年的一项统计结果显示，全世界20个国家的学校遭到500次袭击。在这20个国家中，有15个国家的教室成为了军事哨所。成千上万的儿童被招募参战，有时被强迫充当自杀炸弹手，或被迫忍受直接攻击[3]。另一份儿童基金会于2019年6月收集的数据显示，布基纳法索、喀麦隆、乍得、中非、刚果、马里、尼日尔和尼日利亚因不安全因素关闭了9272所学校，是2017年底的三倍[4]。截止到新冠肺炎疫情发生之前全球共有2.59亿儿童没有上学，占世界该年龄段人口的六分之一。有超过7.7亿成年人不会读写，其中三分之二

是女性[5]。2022年7月联合国教科文组织(UNESCO)公开资料表明,在全球新冠肺炎疫情的持续影响中,由于缺乏恢复学习的有效措施,数以亿计的儿童、青年和成年人被剥夺了接受优质教育的权利。这反映了持续存在的不平等现象,而这种情况因新冠肺炎疫情变得更糟[6]。此外,实现可持续发展目标4面临着巨大的教育投资缺口,如仅西非教育方案中所需的2.21亿美元资金缺口为72%[7],UNESCO于2022年6月28—30日在峰会召开前的会晤上发出严重警告:学习危机和预算危机是影响当前世界教育的两大利刃。鉴于这两大危机正悬而未决,借助新技术实现教育变革,通过所有学习者的集体努力共同修复过去的不公正现象,以破解教育的发展危机迫在眉睫。

(二)全球数字鸿沟日益加剧

在新冠肺炎疫情冲击下,全球数字化进程加速推进,而受制于区域、经济、政治、文化、历史、代际、性别、民族、信仰、能力等因素,集卫生危机、经济危机和社会危机为一体的全球复合型危机在某种程度上深化了教育不公平的问题,在此背景下,学生群体之间的数字鸿沟日益加大,其表现在接入沟、使用沟及结果沟三个方面。

接入沟意为拥有数字教育工具的人以及那些未曾拥有者之间存在着鸿沟。收入差距上,高收入国家的互联网使用水平近91%,低收入国家这一数据为22%。城乡差距上,城市地区互联网用户比例是农村地区的2倍[8]。性别差异上,年轻妇女和女孩等一些群体被排斥在学习机会之外[9]。许多国家男孩拥有一部手机的可能性是女孩的1.5倍,男孩的互联网使用频率是女孩的4倍。接入费用差异上,全球互联网可负担性存在显著差异。富裕国家使用的数字数据比贫穷国家平均多35倍,然而最贫穷的人往往要承担最昂贵的移动数据费用,这主要是由于访问成本差异造成的。互联网连接的不平等使得学习者尤其是社会经济地位处于劣势的学习者失去了很多学习机会。截至2022年9月,全球仍有29亿人无法上网,其中90%生活在发展中国家,低收入国家仅有10%的学习者能够上网。超过三分之二的学龄人群(13亿儿童)在家中无法上网,让整个世界连接起来的目标仍然难以实现[10]。

使用沟出现的原因主要表现在以下三个方面:其一是学习者能力的有限性。在世界范围内,缺乏数字技能是使用互联网的最大障碍。三分之一的人缺乏最基本的数字技能,而即使对于那些拥有数字技能的教师来说,也很少能接受到相关培训以改进

他们的教学实践。此外,数字技能方面的性别差距仍然较大。女性知道如何将数字技术用于基本目的的比例比男性低25%[11]。其二是数字教育内容的不可及性。因新冠肺炎疫情导致的大规模停课期间,大量学习者不知道如何获取数字教育资源来继续学业或满足其学习需求。即使他们获得了学习渠道,也可能出现手机无法访问资源、需要付费、学习内容质量得不到保证、广告植入、过度收集和贩卖学生数据等问题。2022年7月,一项对150多种教育产品的审查结果表明,近90%的教育产品在不同程度上侵犯或危害了儿童的权利[12]。其三是缺乏有意义的连接。国际电信联盟将"有意义的连接"定义为允许用户以可承受的成本获得安全、丰富、有效且令人满意的在线体验的连接水平[13]。对很多国家而言,实现普遍连接本已十分艰难,而从基本连接走向有意义的连接则更为奢侈。

接入沟和使用沟共同造成了结果沟。一方面,不同国家间儿童发展水平存在差异,如2020年国际儿童在线安全指数调查结果表明,发达国家儿童的网络风险防范能力、数字技术使用自控力、数字智能等方面能力整体均优于发展中国家[14]。另一方面,同一国家内不同儿童的发展水平也存在着显著差异,如一项对中国豫北乡村小学和上海城区小学儿童所做的研究表明,社会经济地位较高的儿童在知识获取、社会参与和个人发展上显著高于处境不利儿童[15],这一结果在家庭场域中同样具有解释力[16]。

(三)各国数字学习治理能力不一

数字学习治理即国家掌握数字学习规则主导权和影响力的活动。新冠肺炎疫情导致全球对数字科技的依赖性空前加深,各国政府迅速挖掘数字化学习的潜力来应对危机,及时、安全、可靠地获取数据并对其进行有效治理显得尤为重要。从某种意义上来说,新冠肺炎疫情推动了全球数字化转型,然而令人不免感到担忧的是,全球数字治理赤字成为严峻的挑战。基础设施建设不足,数字学习平台和内容不完备、互联网和通信使用费用过高,占生活成本比重较大、学习者数字技能不足,数字化运用程度较低、数据垄断导致数字安全乃至人权等问题日益显现[17]。针对这些问题,各国数字教育治理能力不一,其主要制约因素在于垄断。在基础设施建设方面,垄断带来的宽带安装费用过高是制约互联网普及的重要因素。根据国际电信联盟的数据,2021年,最不发达国家宽带成本费用约占人均国民总收入的14.7%,而全球平均占比仅为5%。非洲为移动宽带服务支付的价格是发达国家支付价格的五倍以上[18]。在效益差异方面,全球数字治理白皮书

指出，一些超大型跨国数字平台主导了全球数据价值链。全球前100大数字平台企业中有41家位于美洲国家，对应的市值占比达到67%，这些平台企业在提供数字服务的同时，也获取了全球数据价值链中的大部分收益[19]。世界经济论坛报告指出，"数字权力的聚集"和"数字化不平等"是全球高发风险[20]。这些因素导致的全球教育数字化需求差异、政策环境差异、战略发展方向和优先议程差异、进程差异和发展阶段差异等，使得全球数字合作和数字治理缺乏有效的统筹协调，这亟需一个强有力的国际组织进行统一协调、共同治理。由此，由联合国牵头提出的"推开公共数字之门"的倡议及后续实施举措无疑为全球公共数字学习治理提供了契机。

二、推开公共数字学习之门的主张

(一)更加关注公平多元及包容

"公平"是峰会的主旋律，峰会主张关注数字公平，强调必须要把最边缘的学习者放在中心，确保所有的人共享优质教育。峰会围绕"公平"、多元及包容可能遇到的障碍提出公共数字学习数字化转型的四个关键问题[21]：一是教育系统的数字化转型。峰会认为将数字工具用于教育行业能助力传统教育的转型，真正的教育变革必定具有可及性、公平性和包容性，教育变革要为所有人提供优质的学习机会。二是缩小数字鸿沟。峰会主张高质量数字工具应该惠及所有人，其中尤其要关注妇女、女童、难民、残疾学生、偏远地区学生等弱势群体，关注边缘群体的特殊需要，呼吁关注全球最后20多亿未接入互联网的人，扩大教育融资，积极促进全球连接的互联互通。三是建设免费、开放、优质的数字教育内容，峰会呼吁全球协力建立公共化数字学习门户，创造更加

包容的数字化学习平台与内容。四是注重数字公民的福祉、隐私和安全。此外，峰会还呼吁关注云端数据安全，创造安全的数字化环境，打造可持续技术，促使全球从中获益。

(二)建构"3C"数字学习框架

峰会分享了系列正在实施或业已完成的项目如Giga项目①、Ceibal计划②、IIEP学习门户网站(Learning Portal)③、"学习护照"项目④等项目经验，通过基于实践、基于证据、基于循证的逻辑理路，提炼、归纳及建构了"3C"数字学习框架，其包括内容(Content)、能力(Capacity)和互联网连接(Connectivity)三大组成部分。具体而言，"内容"指必须通过数字学习平台，向所有学习者、教师及照料者提供与课程相关的优质数字教学和学习内容；"能力"的重点在于提高全民数字学习能力，强调必须加强使用数字技术，促进教师、学习者及其他利益相关者在循证方式基础上习得必备的数字技能和知识，学会利用数字手段进行学习；"互联网连接"指数字化连通服务有助于确保所有学校和个人都能受益于优质互联网连接带来的教育优势[22]。"3C"被称为"用以解锁数字教学和学习潜能的三大密钥"。其中，互联网连接是公共数字学习的物质基础，数字学习内容是公共数字学习的质料，数字学习能力是公共数字学习实施的保障。在实施"3C"的同时需要始终兼顾三个原则(如下页图1所示)，即把最边缘化的学习者放在中心、开发免费且高质量的数字教育平台和内容以及促进教学方式的创新和变革[23]。其中，峰会尤其重点强调了使用形成性评价及项目式学习等循证教学法，以促进教学方式的创新和变革。"3C"一经提出便成为峰会第四场焦点会议的重点，这三个领域的顺利实施成为联合国动员各国做出政治承诺的重要内容。

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① 该项目是由国际电信联盟和儿童基金会合作进行的，致力于将每所学校连接到互联网，目前已经完成50个国家的110万学校的地址绘制，足迹遍及中亚、拉美和加勒比地区及非洲5300个学校，保证了200万名老师和学生上网。详情请参见：https://giga.global/。

② Ceibal项目所属地区为乌拉圭，该计划创建于2007年，其向所有学生和教师分发笔记本电脑和免费互联网，并为师生提供数字技能培训，是一项兼具包容和机会平等的计划。详情请参见：https://transformingeducationsummit.sdg4education2030.org/system/files/2022-07/Digital%20AT4%20dicussion%20paper%20July%202022.pdf。

③ IIEP学习门户网站(Learning Portal)旨在帮助全球决策者制定优质教育计划，以改善学生学习效果。该门户网站包括为什么要学习、改善学习、学习计划及监控学习四大主题，其汇集了1000多项可供搜索的数据库资源，为用户提供免费的、全面的、最新的、与中小学教育阶段学习相关的信息。详情请参见：https://learningportal.iiep.unesco.org/en。

④ 学习护照(Learning Passport)项目是在近30个国家中使用的一个灵活性和适应性都较强的平台，可在线和离线使用，提供本地的、背景化的课程和课程相关的内容，其中一些补充资源全球都可访问。详情请参见：https://news.un.org/zh/story/2021/04/1081652。
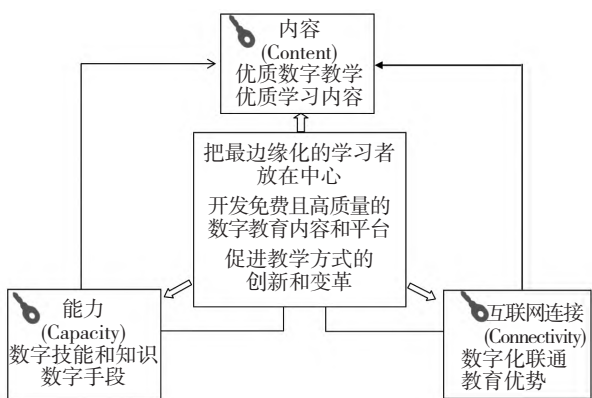
图1 推开公共数字学习之门的三把密钥及三个原则

（三）保障全民公共数字学习质量

"3C"能否顺利施行成为推开公共数字学习之门的关键。为了促进全民公共数字学习质量达到预期的目标，峰会进行了行动呼吁，以动员各国做出政治承诺。在内容方面，呼吁各国政府承诺建立公共数字学习平台，赋予教师、学习者和家庭权力，支持内容的可访问性和共享，并满足用户的多样化需求，提供高质量、情境化及与课程内容一致的教育资源，同时确保免费开放、人人可及；在能力方面，呼吁各国政府关注以下几个议题：一是为教育赋权，实现普及数字扫盲，尤其关注妇女和女孩。二是增强所有教师和相关教育人员的能力，使他们能够利用数字资源的力量来支持学生学习；互联网连接方面，一是要确保每所学校都能连接到互联网，并为教育和终身学习提供更多途径，二是加大利用现有资源如Giga项目开展公共数字化学习的力度。为确保这三个部分有效提高全民公共数字化学习质量，峰会认为政府需加强并做好几个方面的重点保障：一是重塑观念，将数字学习资源作为全球公共产品，同时保证数字学习内容具有公信力。二是加强经济支持，确保公共数字学习的可行性和可支付性，建立全球范围内的互联互通。三是要加强教师运用数字学习工具的能力，以确保全民公共数字学习的质量。

（四）强化公共数字学习赋能教育变革

在2022年6月28—30日UNESCO组织的峰会召开前的会晤上，全球140多名教育部长、政策和商业领袖以及青年活动家达成了一致共识：要强化公共数字学习赋能教育变革，会议还制定了全球教育变革路线图并达成了初步的协议。峰会重申了这一主张：一是强调了公共数字学习对教育变革的重要作用，认为数字革命可以推动教育变革。二是倡导加强多边合作关系，创造更加包容的数字化学习平

台与内容，夯实公共数字学习赋能教育变革的数据底座。峰会主张各国政府、国际组织、私营部门、民间组织、家长、教师等多元主体通过凝心聚力、协同合作共同推行公共数字学习的"3C"框架。三是聚焦关键核心，加速推进数字化转型进程。峰会提议建立公共化数字学习门户，把优质数字教学资源当做全球公共产品，促进数字内容资源的整合、传播及共享，引导资源向薄弱学校、贫困地区、困难群体倾斜，弥合教育数字鸿沟，保障和提高全球公民优质公共数字学习和终身学习诉求。四是关注教师教育数字化，加快教学创新与变革。峰会倡议发挥公共数字学习门户在扩大教师数字化学习机会的重要作用，从资源供给层面增强教师数字化学习内容的多样性、适切性和可选择性；通过数字教育资源与平台的最佳实践案例、研究成果与证据的搜集和分享，促进教师进行基于循证实践的数字化学习；加大教师数字化学习培训，提高教师数字素养与技能，鼓励教师积极进行教学数字化创新，确保数字化有效赋能教师专业发展。五是强化治理能力，全球公共数字学习要完善顶层设计，形成统一的信息网络，加强标准规范体系，加快构建公共数字学习的安全保障体系，加强对数字化内容的安全审查，保护数据安全与学习者隐私，形成公共数字学习赋能教育变革的安全壁垒。

三、"公共数字学习"的提出意味着什么

（一）凸显"为了全球共同利益"理念

峰会第四场焦点会议"教育数字化转型"围绕着三项核心原则展开，分别是"优先考虑最边缘化的人群""扩大对开放、免费和高质量数字教育内容的投资"以及"教育的数字化转型需要教学创新和变革"，这三项核心原则是对《反思教育——向全球共同利益转变》的回应，体现了联合国对公平性、开放性、包容性及共同利益教育转向的追求。所谓共同利益，是指人类在本质上共享并且相互交流的各种善意，它不是个人美德的简单累计，而是一种社会群体的善意。共同利益具有追求人类共同拥有美好生活、承认世界的多样性及强调共同参与以及基于共同利益的基本理念，联合国认为应将教育和知识视为全球共同利益，这意味着知识的创造、控制、习得、认证和运用要向所有人开放[24]。公平优质的信息技术加持，为教育藉由技术这一"代具"，突破并解构传统学校空间的"实在"机制及其框定的教育形式，扩大数字空间及其教育能动性[25]，进而促进教育的"全球共同利益"转向提供了可能。正如峰会达成的愿景声明中所言，"如

果利用得当，数字革命可以成为确保全民优质教育、改变教师教学和学生学习方式的最有力工具之一"[26]。技术可以延展处境不利儿童的教育生存场域及扩大其生命触角，彰显数字时代最大的善意。大卫·休谟(David Hume)指出，没有什么品质比慈善和人道、友谊和感激、自然感情和公共精神，或凡发端于对他人的温柔同情和对我们人类种族的慷慨关怀的东西，更有资格获得人类的一般的善意和赞许[27]。从正义的角度进行考量，联合国"推开公共数字学习之门"的倡议在某种程度上是基于增进人类幸福、为了人类共同利益福祉的转变而提出的，凸显了善的发端。

(二)形成通往教育公平的新路径

以技术促进教育公平是数字时代教育领域的一项重要命题[28]。峰会在处境不利儿童的数字技能提升、数字教育变革领域中女性的潜在可能以及面向共同利益的公共数字学习等方面都提出了前瞻性战略，以确保教育的公平与质量。教育公平与质量间互为视角、相互阐释，其最为根本的目标在于通过公平与质量的相互构建，走向"有质量的教育公平"，为形成新路径打开新局面。其中新路径至少具有三层意味：一是智能路径，二是融合路径，三是终身路径，这三条路径是全球教育公平新的生长点，也是破解全球数字鸿沟、通往教育公平的必由之路。智能路径为机会公平育人质量的提升提供了技术支撑，融合路径特别是线上线下的混融教学为处境不利儿童提供了到达"公平与质量融合"的阶梯，终身路径是理想的教育公平与质量的新尺度，技术为终身路径的实现提供了基本支架。在此意义上，公共数字学习通过赋能教育理念和实践，为破解全球教育公平问题提供了新视野和新可能。

(三)追求生态化的数字学习治理意愿

教育治理即治理主体通过一定的制度安排进行合作互动，共同管理教育公共事务的过程，其典型特征是"共治"，目标是"善治"[29]。"公共数字学习"的提出及实施，必然涉及到公共空间中的数字学习治理，而治理的两大长远目标为生态化和去中心化[30]，若要追求善治必须遵循数字学习治理的教育生态化取向。数字学习治理的生态化取向涉及到数字学习内外部环境、目标和途径的生态化，其重要目标是通过整体、稳定及具有内在一致性的数字学习治理，促进全球公共数字学习能够实现生态化发展。换言之，公共数字学习治理意味着治理主体的认识统一性、治理方式的平衡性、治理路径的多元性及治理模式的可持续性。联合国发布的关于行动轨道四"数字学习和转型"的系列倡议体现了其追求生态化的数字学习治理的决心。为了免除后续渐进式修修补补的数字学习治理，联合国选择在治理前秉承全局观照的数字学习治理观，明确了在数字学习治理方面加大合作、达成共识、共建门户、多元治理的意愿，凸显了公共数字学习治理的生态化取向。

四、公共数字学习之门背后的隐忧

从本体论及价值论层面共同言之，"公共"内蕴着一种开放、共享及平等，也暗含了一种责任、权力与伦理，这就意味着推开公共数字学习之门的行为本身内蕴药理学的双面性。这对于教育的警醒意义在于，面对新事物尤其是数字化持存机制时，需抱持谨慎态度，多维度地进行权衡考量，而不是对其进行无思式的狂热拥抱。

(一)数字学习内容的公共性消解知识的文化性

"公共数字学习"意味着全球学习者共有数字平台、数字资源乃至数字学习方式方法和数字学习评价体系，其中，数字学习内容的公共性在某种程度上会消解知识的文化性。从知识本质角度而言，知识根植于一定的文化境脉中，任何课程知识的生产与运作都有其赖以根植的文化土壤[31]，不同区域生长出来的地方性知识在其所属的文化场域中具有特定的合法性和规约性。从教育本质上而言，教育在本质上是特定的对象在特定的民族文化心理场的活动[32]，脱离了文化基因的教育失去了教育生发的基础，折损了其化育功能，为民族文化濡化及民族精神养成埋下了一定的隐患。从学生发展角度言说，学生生长生活于特定的场域之中，学生成长的原生性文化使得其在以生活场域文化为核心的生活世界中继续建构着教育活动等生命实践网络[33]，这就意味着文化为学生发展奠定了坚实的底色。基于此，来自不同文化场域中的学生身上所携带的文化基因呼唤着文化回应型的数字学习内容，以满足不同文化脉络中的学生发展。而公共数字学习资源则在某种程度上被视为一种带有颇具主流色彩的、强势文化意味的知识，这种知识极有可能与学生的原生性文化产生偏离，无法满足文化回应型教学内容的适宜性设定，由此生产一批"无根"的知识，进而培养出一批无根的人，从而有了滋生文化殖民主义的可能。

(二)治理权力中心性催生"不平等教育"

以汉娜·阿伦特(Hannah Arendt)的"桌子之喻"审视公共数字学习，媒介作为知识生产传播的"桌子"，它不只是平台，而是实质性地参与了特定关系的网络与构型的缔结，其背后隐含着政治

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的、文化的等多重身份的母体。换言之，被选中的网络供应商、门户网站有了主导的数字治理权力，而被选为"公共数字资源"的那部分课程也极有可能演变为"霸权课程"。基于此，公共数字学习治理可能构建出一种新型权力空间。米歇尔·福柯(Michel Foucault)将权力视为一种隐秘的力量关系，它"确立着人们的地位和行为方式、影响着人们的日常生活"[34]，由于各国文化、政治、经济等的不同，特殊的空间形态——网络空间媒介为权力、知识等话语转化成实际权力提供了条件。赫伯特·马尔库塞(Herbert Marcuse)曾深刻地指出，社会控制的现行形式在新的意义上是技术的形式[35]。技术并非价值无涉，其本身带有某种目的性。为此，"如果不确保公共数字学习内容是可信的、足够开放的、适量的资源，公共数字学习可能会变成一股危险的力量，处处体现着不平等"[36]，峰会与会代表的担忧不无道理。在某种程度上来说，新冠肺炎疫情强化了全球数字治理中的深层次问题——数字鸿沟与数字基础设施短板更为突出，可行性和可支付性造成的公平缺口更大。数字空间的大国竞争也愈发激烈，抗击"信息疫情"成为新使命。数字治理可能会面临算法推送黑箱、侵犯学生隐私权及信息滥用等技术伦理风险挑战。基于此，如何规避治理权力中心性催生的教育不平等隐忧显得尤为重要。

(三)技术异化遮蔽了学生的生活世界

本质而言，技术是向人而存，应该与人性统一，然而在技术发展过程中有时技术的工具性会僭越成目的本身，导致技术对人的异化。赫伯特·马尔库塞、贝尔纳·斯蒂格勒(Bernard Stiegler)等人一度发出警示，技术的现代化并不必然促成人性、世界之善好，这深层次折射出技术的药理性的反面。究其根源，技术发展的动力之源之一为资本引擎的驱动。技术本身并不负载于人类的美好道德想象，相反，它忠诚于资本的无限自我增值[37]。而资本的本质就是逐利，这就意味着公共数字学习的公益性可能会部分让渡于包裹着技术外衣的资本性。人们在推开公共数字学习之门的同时可能还会不小心转动了潘多拉魔盒的钥匙，进入另一个异化世界。峰会指出，公共数字学习存在着三个相互关联的严峻挑战：一是获取使数字学习成为可能的设备与互联网连接，二是学生在数字能力方面的巨大鸿沟，三是在利用私营部门能力的同时如何保护好教育者与学习者。这样的担忧不无道理，人性欲求的自利性可能会导致技术的非道德性[38]。数字信息的采集、调配、利用等过程可能无法被合法监管，事实也证明国家间普遍缺乏针对儿童的数据保护法律

框架[39]。此外，还存在着数字学习者被符号化的风险，数字学习者可能被分门别类地变成数字，继而被符码化、打包、输出、接收、清洗乃至篡改，这可能导致数字学习者的生活世界被置换为一个技术世界，而忽略了数字学习者作为鲜活生命个体的生命诉求，蒙蔽了埃德蒙德·古斯塔夫·阿尔布雷希特·胡塞尔(Edmund Gustav Albrecht Husserl)追寻的生活世界"教育关照人的原初生存境域和纯粹生命本真"的启示[40]。

五、公共数字学习隐忧的超越路径

无疑，推开公共数字学习之门兼具机遇与挑战，唯有在承认其合理性和局限性的基础上进行建设性采纳及批判性反思，才能助力全球各国政府实现公共数字学习的价值最大化。

(一)优化公共数字学习顶层设计，进行文化适宜性的知识生产

能否催生源源不竭的内生性驱动力供给数字学习变革以及能否开展更具有公平性、包容性、有效性和可持续性的数字学习变革，取决于公共数字学习的顶层设计。一是要在扩大网络可及性、保证接入的可获得性、公正性及安全性的同时，设置个性化数字平台及个性化板块，以满足不同文化背景学生的差异性需求。二是搭建智库平台优化数字化内容，鼓励国际间智库联合研究，积极探索具有文化回应型的公共数字学习教育资源并确保其因地制宜地被实施。三是启动公共数字学习门户，建立公共数字学习的互通标准，全球统一进行设计、生产和经销文化适宜性的数字化学习资源，确保其以开放的方式存在，并能免费提供给全世界的教师和学生。四是培育文化回应型教师。支持教师成为新的学习方式的促进者和指导者以及应对后疫情时代的教育转型指导者，为教师提供交流平台，加大教师培训力度，使得培训内容聚焦于文化回应型的数字化课程的开发、应用及评估，鼓励教师参与数字化知识生产。五是提高家长的数字素养，确保父母知道如何精准筛选及利用数字化资源并支持儿童个性化发展。

(二)改革公共数字学习体制机制，追求生态化的数字治理

生态化的数字治理以其更加强调全球多元主体之间的联动、教育机构之间的协同配合和教育资源的多维分配，因此得以成为治理全球公共数字学习政治风险的一种可能。在生态化思想引领下，一是需要公共精神，在数字学习场域中实现行动者之间的共同价值追求和意义世界这一"公共精神"的

终极目标，确保没有一个孩子掉队。二是要优化公共数字学习管理机构的设置，分类推进公共数字学习管理体制改革。积极探索设置综合、管理扁平高效、运行机制灵活的新型公共数字学习管理框架结构，采取务实的态度和针对性的措施分类推进。三是提前摸底，按照常住人口规模、儿童数量、人均电脑数、经济规模、地理区位、财政一般预算收入等指标，分层分类精准聚焦，靶向发力，建设基础设施设备，提供个性化服务资源，弥合数字鸿沟。四是建立公共服务多元化参与体制，加强数字协同治理，吸收多主体参与治理体系。培育非营利组织，强化公共服务管理。五是治理过程中遵循多中心性，建立数字化标准，分享教育数据，确保公共数字学习治理过程公开透明。六是在监管及评价方面，立足全球新基建战略构建智慧监测平台，健全全球公共数字学习治理与决策体系，逐步向基于精准数据的智能决策转换。监管数字化学习过程中的教学法、课程、评估、社会关怀及学习活动组织等，确保教育内容必须是可被验证的、有效的。此外还需加大审查力度，并提供反馈，其中政治及公平应当成为技术审查的重点[41]。

(三)复归教育本原的技术伦理，促进人性与生活世界的和谐共生

为规避技术在发展过程中的工具性僭越成目的本身，需提防技术对人的异化。一是要复归教育的本原。教育的根本是育人、成人，这是教育高质量发展的根本遵循[42]。教育成人的根本在于主体间的文化构序，这意味着我们不能一味地依赖技术解决教育的一切问题，教育要适时复归人与人之间的真实交往，重建关系信任。回归教育本原，促进人的生命绽放，在技术向善和生命至善的伦理场域中实现人机平衡，达成人机和谐共生的自然状态[43]。二是在儿童和数字化学习之间架起屏障，谨慎对待技术的"恶"，为了避免全景化的数字客体争夺儿童的过多注意力并使其意识轻易被填满，失去主体性精神，教育必须要关照学习者的主体性精神，引入一种进入与退出的审慎的成人代理[44]，一方面在技术上加强监管和防范，另一方面让教师掌握数字化工具，使教师成为学生进行公共数字学习的引导者。三是联通技术与儿童的生活世界，与儿童讨论技术是什么，使儿童明白技术的限度，知道技术有所为也有所不能为。四是促进家—校—社合作，与家长组成协作关系，为家庭提供咨询建议。加强亲子沟通与师生交往，给予儿童更多关爱，减少儿童面对冰冷数据的时间。要清醒地意识到，主体间的精神性、交往性及伦理性永远是教育的本质所在。

六、结语

联合国教育变革峰会从全球共同利益出发，提出推开公共数字学习之门，促进全球学习机会的公平发展的倡议得益于联合国的前瞻部署和积极行动，此谋断将激励并加快新一轮的数字化学习，带动教育现代化的改革步伐。然而，在憧憬擘画全球公共数字学习图景时，也要看到其可能面临的困境。公共数字学习本身是一个复杂的巨系统，需用系统性、复杂性及生态化思维共同审视公共数字学习之门内外的教育景观。目前而言，峰会的倡议十分美好，但峰会上提出的主张在未来应如何推进以及能否落到实处，目前尚不明朗，还有待时间给出答案。

峰会所提出的具体倡议反映了现时代我国教育数字化转型的基本主张，也是我国教育数字化转型的政策方向[45]。党的十九大、二十大报告中均强调了建设数字中国、网络强国、教育强国的战略目标。作为深入推进《国家教育数字化战略行动》、深化教育数字化转型的重要载体，国家智慧教育平台在兼顾内容丰富性、系统性、层次性及文化回应性原则基础上进行了先行探索，在促进区域优质教育资源共享、推动信息技术与教育教学融合、提高课后服务水平和课堂教学水平方面发挥了重要作用[46]，为"人人皆学、处处能学、时时可学"提供了可能。总体而言，我国公共数字在基础设施、信息平台、数字资源、应用探索等方面取得了突破性进展，然而在数字技术与教育的融合、师生数字素养提升、数字化环境兼容和治理等方面，仍然面临相当的挑战。未来可遵循数字学习治理的教育生态化取向，完善公共数字学习的顶层设计，加大数字公平，缩小数字鸿沟，积极关注云端数据安全。此外，需进一步加强教师运用数字学习工具的能力，同时还要自觉运用"奥卡姆剃刀"原理为技术运用"减负"，加大师生交往，关注学生的生活世界，进一步促进公共数字学习的高质量发展。

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Opening the Door of Public Digital Learning: An Analysis of the Proposition, Concerns and Pathways Proposed at the Transforming Education Summit

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Abstract: With the increasing educational crisis and global digital divide and the different governance capacities of digital learning across countries, the United Nations has put forward the idea of public digital learning at its Fourth Focus Meeting at the Transforming Education Summit. The Summit addresses the need to focus more on fairness, diversity and tolerance, to build the "3C" digital learning framework, to ensure the quality of public digital learning for all, and to enhance the transformation of public digital learning. The proposal of "public digital learning" has three implications: first, it highlights "for the common good of the world"; second, it provides a new approach to achieving education equity; and third, it supports the pursuit of the ecological governance of digital learning. However, the disappearance of the cultural attribute of knowledge, the centrality of governance power and the possible alienation of technology have caused several issues concerning public digital learning. The possible solutions include: optimising the top-level design of public digital learning, carrying out culturally appropriate knowledge production, reforming the system and mechanism of public digital learning, pursuing ecological digital governance, reverting to the original technical ethics of education, and promoting the harmonious symbiosis between human nature and lifeworld.

Keywords: United Nations Transforming Education Summit; public digital learning; education equity; digital transformation

Realistic Logic, Application Scenarios and Governance Paths of Digital Transformation of Education in China

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Abstract: The report on the 20th National Congress of the Communist Party of China proposes to promote the digitalization of education and build a society and country of learning where lifelong learning is pursued by all, highlighting the significant value of digital transformation of education for meeting the needs of individualized education, promoting equity in education, exploring the modernization of education structure, achieving high-quality development of education and building a human community with a shared future. In terms of realistic logic, digital transformation of education is the achievement of new infrastructure construction, the construction need of digital China and the implementation path of talent cultivation, but its process is still facing challenges in various aspects such as the creation of digital environment, the enhancement of digital literacy, the development of national standard and the innovation of organizational system. Based on the promotion and application of typical scenarios such as the Smart Education of China platform, immersive learning environment, credit bank, smart library and digital community, efforts should be made to promote the digital transformation of education on a deeper level in the future by governance paths such as balancing educational resources, promoting streamline administration and delegate power, insisting on managing education by law and deepening school-enterprise cooperation, striving to adhere to the public welfare attributes of the digitalization of education while release the vitality of transformation, provide legal protection and accelerate innovative application.

Keywords: digital transformation of education; realistic logic; application scenario; governance path

教育公平、创新与变革

——联合国教育变革峰会主题笔谈

摘 要 刘宝存提到，面对全球性的教育危机，联合国教育变革峰会提出了"数字学习与转型"。我国应当积极参与并将数字教育作为一项公益事业和人权，为可持续发展目标 4 的实现作出中国贡献。徐辉提出，为了实现教育是"卓越的公共福利"这一超越性价值，应当从重视培养儿童，培养适应 21 世纪社会、科技、经济发展的高素质人才，借力数字转型，加大财政投入四个方面推进教育变革。饶从满认为，我国要建设高质量教师教育体系，促进教育公平，需要关注三个课题：第一，不同教师教育机构间教师教育水平的均衡化；第二，不同学段教师培养的平等化；第三，公平取向在教师教育课程与教学中的落实。彭正梅认为，在全球知识经济时代，追求教育公平应当培养学习者的高阶能力。高阶能力的发展与运用需要符合我国的政治导向，这是全球知识社会时代中国行动的关键，也是教育上的一种根本遵照。阚阅提出，为了应对教育危机，联合国教育变革峰会提出了新的教育社会契约。联合国希望通过教育变革峰会推动教育领域的全球治理，加强全球教育体系建设，以重塑全球教育。

关键词 教育变革峰会 联合国 教育公平 教育全球治理 数字化转型

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数字教育应该成为一项公益事业和人权

刘宝存

2022 年 9 月 16—19 日召开的联合国教育变革峰会（UN Transforming Education Summit，以下简称峰会）重申教育是一项基本人权，是个人尊严和赋权的源泉，是推动社会、经济、政治和文化发展的动力。但是，新冠疫情加剧了一直以来的全球性教育危机，严重影响着可持续发展目标 4（确保包容和公平的优质教育，促进全民享有终身学习机会）的实现。[①] 为此，峰会提出教育变革的五大主题行动轨道，其中一个就是"数字学习与转型"，要求实现教育数字化转型，把数字教育作为一项公益事业和人权，促进可持续发展目标 4 的实现。

在峰会为主题行动轨道 4 "数字学习与转型"准备的讨论文件（Discussion Paper）中，重申了联合国教科文组织 2021 年 12 月在重塑教育峰会上发布的《关于教育连通性的重塑教育全球宣言》（*The Global Rewired Declaration on Connectivity for Education*）所倡导的三个核心原则：第一，优先考虑最边缘化的群体；第二，开发免费和高质量的数字教育内容和平台；第三，加快教学创新和变革。[②] 基于以上三个原则，该文件向各国提出三条建议：一是确保每个人都获得互联网连通和数字学习的机会，二是创建和维护优质、免费的公共数字学习内容和平台，三是着力开发通过赋能大规模的循证教学实践而提升学习的技术。[③] 这三个原则和三个建议便成为"数字学习与转型"这个主题行动轨道讨论的基调，也为教育变革峰会最终通过《确保和改进全民高质量公共数字学习》（*Assuring and Improving Quality Digital Public Learning for All*）的行动倡议奠定了基础。

该行动倡议指出："我们必须利用数字革命的力量，确保将优质教育作为一项公益事业和一项人权来提供，并特别关注最边缘化的群体"；"我们必须利用数字技术的优势，推动国家和国际社会对教育和终身学习的诉求"。为此，行动倡议呼吁："我们必须使用三大密钥来解锁数字教学和学习的潜能，使其更加普及，成为全面教育体验的更强支柱。"[④] 行动倡议提出的三大密钥包括：（1）内容（Content）。必须通过数字学习平台，向所有学习者、教师及照料者提供与课程相关的优质数字教学和学习内容。（2）能力（Capacity）。必须加强使用数字技术来提高学习的能力，以确保教师、学习者及其他教育攸关方采用循证方式掌握必备的数字技能和知识，从而利用数字手段进行学习。（3）

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① United Nations. Transforming Education: An Urgent Political Imperative for Our Collective Future[R]. New York: United Nations, 2022.

② UNESCO. The Rewired Global Declaration on Connectivity for Education[R]. New York: United Nations, 2021.

③ United Nations. United Nations Transforming Education Summit Thematic Action Track 4 on "Digital Learning and Transformation", Discussion Paper. (Final Draft-15 July 2022).

④ United Nations. Assuring and Improving Quality Digital Public Learning for All[R]. New York: United Nations, 2022.

连通（Connectivity）。数字化连通服务有助于确保所有学校和个人都能受益于优质互联网连接带来的教育优势。[①] 这三大密钥意味着未来国际社会和世界各国教育数字化转型的发展方向。

为了推动以上三个方面的发展，解锁数字学习潜能，该行动倡议呼吁世界各国制定包含短期目标、中期目标和长期目标的国家战略和预算，并在三个方面作出具体的承诺。在内容方面，该行动倡议各国根据联合国教科文组织《关于开放式教育资源的建议书》，建立并迭代改进公共数字学习平台，提供与课程一致的优质教育资源，并确保所有人都可以免费获取这些资源，同时保护用户的隐私、人身安全及数据安全；确保这些平台可以赋能教师、学习者和家庭，支持内容的可访问性和共享，并满足用户的多样化需求。在能力方面，该行动倡议各国致力于普及数字素养、赋能教育和其他目的，特别是关注妇女和女童的数字素养，从而消除长期存在的数字技能性别鸿沟；致力于培养所有教师和相关教育人员的能力，使他们能够利用数字资源来支持学生学习。在连通方面，该行动倡议各国将每所学校接入互联网，将互联网服务扩展到每一个家庭和个人，以便为教育和终身学习提供更多的途径；采用整体政府的方式，利用联合国儿童基金会和国际电信联盟发起的Giga等现有倡议，来落实确保学校安全、公平、可持续的互联网连通所必需的政策、规定、技术和资金。[②]

教育数字化转型不仅需要世界各国的共同承诺和努力，需要世界各国之间的合作与交流，更需要联合国有关机构的指导和协调。因此，峰会发起"公共数字学习门户倡议"（The Gateways to Public Digital Learning Initiative），责成联合国儿童基金会和联合国教科文组织共同发挥领导作用，创建并维护一个全球公共数字学习平台门户，连通各国教育部或其他公共当局批准或推荐的公共数字学习平台，形成一个全球性公共数字学习资源网络；开展数字教育资源与平台的最佳实践案例、研究成果与证据的搜集和分享，评估不同语境下数字教育资源与平台的公平性、可拓展性、安全性和影响力；制定公共数字学习平台国际规范和标准，为各国保障数字学习平台质量、制定国家目标和基准提供参考。[③]

我国作为联合国安理会常任理事国和一个正在崛起的全球性大国，近年来积极参与全球治理，在联合国教育变革峰会议题设置和倡议提出方面发挥了积极的作用。峰会所提出的数字教育作为一项公益事业和人权以及在内容、能力和连通三个方面的具体倡议反映了我国在当今时代，特别是在新冠疫情时代对教育数字化转型的基本主张，也是我国教育数字化转型的政策方向。作为一个负责任的大国，我国应该充分利用在信息技术、人工智能技术方面的优势，特别是在新冠疫情发生以来积累的数字化学习平台和数字化学习资源建设方面的经验，率先实现在内容、能力和连通方面作出的承诺，赋能各级各类学校的教学

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① United Nations. Assuring and Improving Quality Digital Public Learning for All[R]. New York: United Nations, 2022.

② 同本页 ①。

③ United Nations. Gateways to Public Digital Learning: A Multi-Partner Initiative to Create and Strengthen Inclusive Digital Learning Platforms and Content[R]. New York: United Nations, 2022.

与学习，提升教育公平和教育质量，助力数字经济发展和数字社会建设；同时以人类命运共同体为指导思想，加强与世界各国的合作交流，特别是对发展中国家的技术援助。

教育数字化转型的全球行动既是一个全球共同努力的过程，也是一个世界各国特别是大国竞争和扩大影响力的舞台。在教育数字化转型的全球行动中，我国应该积极参与联合国儿童基金会和联合国教科文组织等国际组织领导下的各项工作，充分发挥政府、学校、研究机构、企业等多个主体在全球公共数字学习平台的门户网站建设、数字教育资源与平台研究、公共数字学习平台质量保障标准制定等方面的作用，分享中国经验、讲好中国故事、提供中国方案，提升中国在全球行动中的影响力和亲和力，为可持续发展目标 4 的实现作出中国的贡献。

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"卓越的公共福利"
——论教育的超越性价值

徐　辉

为了应对全球教育危机，2022 年 9 月 16、17 和 19 日，联合国在纽约总部召开了教育变革峰会，与会者全面、深入地讨论了教育承担的作用、面临的挑战和前进的道路等一系列问题，并达成共识，发表了各国元首、政府首脑签署的《国家承诺声明》（*National Statements of Commitment*）、《教育变革青年宣言》（*Youth Declaration on Transforming Education*）和古特雷斯秘书长《关于教育变革的愿景声明》（*Vision Statement for Transforming Education*）。与会者高度评价了教育在反贫困、化解敌视、减少冲突和排斥、维护可持续发展目标、妇女权利及性别不平等方面的巨大作用，一致赞同教育是"卓越的公共福利"，"为了包容、公正与和平的世界"，我们需要变革教育。

教育的本质属性是什么？教育到底能够承担什么功能？在新的环境和时代面前，我们必须重新认识、重新思考。这是变革教育必须厘清的前提。教育的属性千千万，教育的功能万千条，归根到底是一条，即培养人。离开了培养人，教育的作用无从谈起。因此，变革教育必须从改革"培养人"入手。

首先，教育变革必须重视培养"儿童"这个核心，首要的是为所有儿童提供公平且有质量教育的入学机会，保障全体儿童能够接受教育，为人类未来发展培育良好的"基因"。因此，峰会提出"包容性、变革性教育必须确保所有学习者都能不受阻碍地获得受教育的机会，参与到教育中来，确保他们在学校安全健康，不受暴力和歧视，并得到全面的关怀和服务。教育变革需要显著增加对优质教育的投入，需要为全面的儿童发展和教

育奠定坚实的基础，并且必须以坚定的政治承诺、合理的规划及有力的事实证据为基础。"[1] 今天的儿童是未来世界的主人，培养儿童就是培育我们的未来。正如联合国儿童基金会执行主任凯瑟琳·拉塞尔表示："教育系统的轨迹，究其本质，就是未来发展的轨迹。我们需要扭转当前的趋势，否则将面临一整代人的教育失败。今天的学习水平低下意味着明天的机会更少。"[2]

其次，教育变革必须培养适应 21 世纪社会、科技、经济发展的高素质人才。21 世纪是科技迅猛发展、社会日新月异、经济险象环生的时代，不确定性、不可知性大幅提升，如何适应 21 世纪的发展？怎样才能在 21 世纪立足？这是每个教育工作者必须思考的问题。峰会提出"教育变革意味着为学员赋能，使其具备相关知识、技能、价值观和态度，具有韧性和适应能力，从容应对不确定的未来，同时为人类和地球的福祉和可持续发展作出贡献。为此，必须强调基本读写和计算的基础学习；强调可持续发展方面的教育，包括环境和气候变化教育；强调就业和创业的各项技能。"[3]

再次，教育变革必须借力数字转型。21 世纪是科学技术发展的崭新阶段，在信息与网络技术的推动下，从宏观到微观，从自然到社会的观察、感知、计算、仿真、模拟、传播等活动，产生出大量的数据，形成被称为人工智能和"大数据"（Big Data）的新的科学。科学家通过对广泛的数据进行实时、动态的监测与分析，来解决各种社会和科学问题，而且把数据作为科学研究的对象和工具，基于数据来思考、设计和实施科学研究。数据不仅是科学研究的结果，而且成为科学研究的基础。人们不但关心数据建模、描述、组织、保存、访问、分析、应用和建立科学数据，还关心如何利用泛在网络及其内在的交互性、开放性，利用海量数据的可知识化、可计算化，构造基于数据的、开放协同的研究与创新，由此诞生了数据密集型的知识生产与发现，即"大数据"科学。人工智能和大数据科学对教育的影响是显而易见的，它不仅影响教师的"教"，学生的"学"，而且深刻影响教学环境、教学条件、教学资源和教学方法。特别是在新冠疫情的冲击下，无论是学校教育还是社会教育都面临巨大危机。因此，峰会强调，"新冠疫情增强了数字技术的应用，推动了远程学习方面前所未有的创新。与此同时，数字鸿沟使许多人无法学习，超过三分之二的学龄人群（13 亿儿童）在家中无法上网。这些机会不平等意味着年轻妇女和女孩等一些群体被排斥在学习机会之外。"峰会进而提出，"数字转型需要利用各种技术——这是更大规模的系统性教育变革工作的一部分，使教育更具包容性、公平性、有效性、相关性及可持续性。数字学习方面的投入和行动应遵循联合国教科文组织 2021 年《关于教育连通性的重塑教育全球宣言》（*Rewired Global Declaration on Connectivity for Education*）中概述的三项核心原则：以最边缘化的人群为中心，提供免费和高质量数字教育内容、教学创新和变革。"

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① 联合国. 行动轨道 [EB/OL]. [2022-10-24]. https://www.un.org/zh/transforming-education-summit/action-tracks.

② 联合国. 教育变革峰会：阻止教育危机，否则可能辜负一整代人 [EB/OL]. (2022-09-16)[2022-10-24]. https://news.un.org/zh/story/2022/09/1109521.

③ 同本页 ①。

最后，教育变革必须加大财政投入。培养人的教育活动是太阳底下最光辉的事业，是面向全体民众的公共事业，教育事业是最需要投入也是最值得投入的事业。联合国一贯提倡各国把教育作为优先发展的事项，反复倡议国际组织和各国政府加大教育的财政投入，确保教育事业可持续发展。峰会指出，"教育变革的第一步就是敦促资助者将资源重新投入教育，以缩小资金缺口。之后，各国必须为实现可持续发展目标4而大幅增加可持续筹资，必须公平有效地分配这些资源，并监督资源使用情况。解决教育资金缺口需要在三个关键领域采取政策性行动：（1）调动更多资源，尤其是国内资源；（2）提高分配和支出方面的效率和公平性；（3）改善教育筹资数据。最后，确定哪些领域需要筹资以及如何筹资。"

联合国秘书长古特雷斯深刻认识到教育的公共利益属性和服务全人类的价值，明确指出教育是"卓越的公共福利"。在《关于教育变革的愿景声明》中，古特雷斯特别提出了五个方面的呼吁：第一，确保所有人获得优质教育的权利，尤其是女童和身处危机地区的群体。第二，古特雷斯称教师是"教育系统的命脉"，呼吁关注教师在促进和推动学习方面的作用和技能，而不仅仅是告诉学生答案。第三，提倡学校应成为"安全、健康的空间，对暴力、羞辱或恐吓采取零容忍的态度"。第四，数字革命应使所有学习者受益。为了实现这一目标，他鼓励各国政府与私营部门建立合作伙伴关系，丰富数字学习内容。第五，更多、更有效、更公平的教育投入。[①] 最后，他强调，"教育变革峰会旨在重申我们对教育和终身学习这项卓越的公共福利的集体承诺"，"让我们携手前进，让每个人都能终身学习、成长和实现梦想。让我们确保当代的学习者和子孙后代都能获得他们所需的教育，为所有人创造一个更可持续、更包容、更公正、更和平的世界"。[②]

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公平视角下高水平教师教育体系
建设的重要课题

饶从满

实现全民优质教育不仅是联合国教科文组织大力倡导并推动各国努力实现的全球教育发展目标，也是中国式教育现代化的核心诉求。2020年《中共中央关于制定国民经济和社会发展第十四个五年规划和二〇三五年远景目标的建议》提出"建设高质量教育体系"

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① Transforming Education. An Urgent Political Imperative for Our Collective Future[EB/OL]. (2022-09)[2022-10-24]. https://www.un.org/sites/un2.un.org/files/2022/09/sg_vision_statement_on_transforming_education.pdf.

② 联合国. 教育变革峰会 [EB/OL]. [2022-10-24]. https://www.un.org/zh/transforming-education-summit.

的任务，所追求的就是要为全民提供公平且有质量的教育。高质量教师体系建设自然离不开高质量教师教育体系的支撑，正因如此，2022年教育部等八部门联合下发的《新时代基础教育强师计划》（以下简称"强师计划"）就提出要构建开放、协同、联动的高水平教师教育体系。

通过教师教育改革提升教育质量，是20世纪80年代以来全球教育改革的核心目标。通过教师教育促进教育公平，自世纪之交以来受到国际社会越来越广泛的关注。这是因为教育不平等和社会不公平问题在全球许多国家以不同形式和不同程度存在，甚至在一些国家有愈演愈烈之势。即使在儿童几乎可以普遍接受教育的高收入国家，贫富差距也在扩大。[①]教育被认为是矛盾体，既加剧了社会日益严重的不平等，也同样被视为促进公平的手段。在此过程中，教师既被当作教育不平等的主要来源，也被视为教育不公平问题的解决方案。教师既然是促进教育公平不可或缺的重要主体，教师教育自然也必须为其提供应有的支持。

对于教师教育促进教育公平的作用，我国早在进入21世纪不久就基于和谐社会建设的需要，给予了高度的重视。国家通过免费（公费）师范生教育、农村特岗教师计划和"国培计划"等举措，以"增量"保质和"存量"提质双管齐下的方式，着力提升农村和薄弱地区教师队伍质量，以促进基础教育的均衡发展。毫无疑问，这些举措取得了成效。但是要实现教师教育促进教育公平作用的最大化，仅仅有这些举措还是不够的。因为教师教育能否促进教育公平（Equity through Teacher Education），在很大程度上有赖于教师教育内部的公平（Equity in Teacher Education）。就我国基础教育教师队伍建设的需要和教师教育的现状而言，要建设高水平教师教育体系，实现教师教育促进教育公平的作用最大化，需要直面以下三个课题：

第一，不同教师教育机构间办学水平的均衡化。20世纪90年代中期以来教师教育的开放化虽然使我国教师教育机构的数量增加，使基础教育教师队伍的来源多样化，但也带来了教师教育机构的资质和水平参差不齐的局面。多样化的教师教育机构所培养的教师或许能够在数量上满足基础教育的需求，但是却可能因为质量的参差不齐而再生产教育的不平等。针对这一问题，今年颁布的"强师计划"和"师范教育协同提质计划"已经给予了高度关注，并着力解决。但是要解决这一问题，一方面需要在继续完善师范专业认证制度和体系（如所有类型和层次教师培养的全覆盖）的基础上，充分发挥其在教师教育质量保障和提高中的应有作用，另一方面要给予教师教育机构的协同提质以稳定持续的政策与财政支持。

第二，不同学段教师的培养，特别是小学与中学教师培养之间的平等化。新中国成立以后相当长一段时间里，我国对不同学段教师的学历要求是不同的，也因此形成了三级师范教育体系。1986年开始实施的中小学教师职称制度对于小学和中学教师也有着差异化

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① Burke P J, Whitty G. Equity Issues in Teaching and Teacher Education[J]. Peabody Journal of Education, 2018, 93(03): 272-284.

的规定，1993 年颁布的《教师法》更以法律的形式明确了对不同学段教师的差异化学历要求。尽管世纪之交以来伴随高等教育的扩张，旧的三级师范教育体系逐渐被两级乃至新三级教师教育体系所取代，不同学段教师需要接受不同学历层次的教师培养这一印象已经在教育领域乃至社会中形成。针对不同学段的教师施以不同学历层次的教师培养，这是几乎所有国家都曾经历的。然而，综观教师教育发展的国际趋势，可以发现不同学段教师的培养，特别是小学与中学教师的培养在学历层次上逐渐趋同。之所以发生这种转变，一个很重要的原因在于：对不同学段的教师提供不同学历层次的培养会造成学段越低的教师素质要求越低的印象，影响小学教师的地位，因而不利于吸引优秀生源选择师范专业和吸引优秀人才当小学教师，最终会影响基础教育之"基础性"使命的达成。在基础教育阶段，学段越低，其"基础"地位越明显；学段越低，对教师的"教育素养"要求越高。教育素养的培育不等于教育教学技能的简单训练，如同学科素养的提升需要足够的学习时间一样，教育素养的养成也需要相应的时间保障。事实上，我国 2013 年实行的中小学教师职称制度改革将原来独立的中学教师职务系列与小学教师职务系列统一并入新设置的中小学教师职称（职务）系列，已经开始了解决问题的制度设计。2021 年 11 月 29 日发布的《中华人民共和国教师法（修订草案）（征求意见稿）》中也对中小学教师的学历采取了统一化的要求。相信新《教师法》的颁布会加速这一问题的解决。接下来教师教育机构特别是承担小学教师培养任务的机构，在数量和层次上都将面临扩张提升的重要任务。

第三，公平取向在教师教育课程与教学中的落实。公平通常被简化为确保所有人都有机会接受教育，以发挥个人潜力。因此经常出现的情况是，公平问题被视为课程和教学之外的事情。[1] 谭和巴顿（Tan & Barton）在讨论科学教育中的公平问题时，曾经区分了两种不同的教育公平观或立场：一是"公平即平等"的立场；二是"社会历史"视角的公平观。前者假设学校因素特别是教师是教育不公平的主要来源，认为只要为来自贫困和非支配群体的儿童提供平等（即相同）获得好教师、知识、课程和其他资源的机会，就会带来公平；后者则从社会历史的角度来看待不公平，认为教育不公平的根源在于更大的、长期的和系统性的社会不公平。[2]"公平即平等"的立场体现了分配公平的公平观。然而正如佛莱泽（Frazer）所指出的那样，公平不只是涉及"再分配"的维度，还包括"认可"（Recognition）和"代表"（Representation）的方面，[3] 这一分析也同样适用于教师教育的公平。教师教育要发挥促进教育公平和社会公正的作用，需要完成两个方面的任务：一方面要为处于不利地位的个体或群体提供"平等"的师资，另一方面还要培养教师，使其能够辨识教育和社会中存在的不公平及其背后的复杂原因，并具有批判和挑战教育不公平

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① Burke P J, Whitty G. Equity Issues in Teaching and Teacher Education[J]. Peabody Journal of Education, 2018, 93(03): 272-284.

② Tan, E., Barton, A. C.. Empowering Science and Mathematics Education in Urban Schools[M]. Chicago: University of Chicago Press, 2012: 19-50.

③ Fraser, N.. Social Justice in the Age of Identity Politics: Redistribution, Recognition and Participation[M]// Fraser, N., Honneth, A. (Eds.). Redistribution or Recognition? A Political-Philosophical Exchange. London, England: Verso, 2003: 7–109.

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及社会不公正的勇气和能力。[①] 在一定意义上可以说，免费（公费）师范生教育、农村特岗教师计划和"国培计划"，乃至"强师计划"和"协同提质计划"，主要指向的是第一个任务，至于第二个任务则是今后需要着重解决的重点课题。如果说第一个任务的完成需要政府的大力支持，那么第二个任务的完成则需要教师教育机构承担主要责任。教师教育机构只有将公平取向贯穿到教师教育的课程和教学等各个方面，并最终转化为教师的公平意识和能力，第二个任务方有望实现。

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高质量发展需要培养高阶能力

彭正梅

（一）全球知识社会要求发展人的高阶能力

在教育变革峰会上，联合国秘书长古特雷斯强调，全球教育深陷危机，教育变革刻不容缓。他呼吁世界各方团结起来，共同行动，推进教育变革，让每个人都能公平地终身学习，创造一个可持续、包容、公正、和平的世界。

在我看来，这个寻求教育公平的峰会，并未深入指出在全球知识经济时代教育公平应该是培养高阶能力的公平。忽视这一点，同样也将导致一场教育危机。这里略作论证，并提出回应。

在 20 世纪末，经济合作与发展组织（Organization for Economic Co-operation and Development，OECD）发表了《以知识为基础的经济》的研究报告，标志着全球化时代的人类社会逐渐走向了全球知识时代，并且越发地展现出以下一些趋势和特征：

在国际经济领域，尽管近年来全球化遇到了重大阻力，比如贸易摩擦和争端频发、地方保护主义加剧，但全球劳动力市场日益一体化的趋势仍然不可阻挡，高端制造业和知识密集型产业日益并将继续成为传统西方发达国家与新兴经济体角逐和竞争的主要领域。在这种背景下，知识、技术与理念创新将成为推动经济发展的主要动力。

在政治领域，地缘政治格局在发生剧变，政治不确定性在持续加剧，西方体制下不断加深的党派偏见阻碍了有效的政治协商与谈判。互联网中的虚假新闻、根据用户偏好的推送以及阵营对抗，将造成"信息茧房"，对领导者和公民的理性决策、有效沟通以及多元的包容性造成潜在风险，会削弱其独立思考能力和判断力，引发重大局势误判。

在环境领域，应对气候变暖的挑战和可持续发展成为全球共识。环境问题所造成的风险可能累积、传播并最终产生灾难性的后果。例如，气候变化可能威胁到世界某些地区

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① Cochran-Smith M, Ell F, Grudnoff L, Haigh M, Hill M, Ludlow L. Initial Teacher Education: What Does It Take to Put Equity at the Center?[J]. Teaching and Teacher Education, 2016(57): 67-78.

的粮食和资源安全，这反过来可能提高贫穷和冲突发生的概率。当今世界已经联结成为一个巨大的、互相影响的生态系统，应对这些全球性议题需要全球合作、技术创新以及公民责任。

在技术领域，自动化与人工智能技术将广泛地应用在很多常规的、线性的工作中，从而导致很多传统职业的消亡。这意味着未来很多职业的性质将发生改变，人们将更多地参与那些需要原创性、判断力和社会交往能力的工作。人类不仅要承担新的责任，而且要从这种革命性的技术中创造出新的价值。

毫无疑问，上述趋势和特征将对身处这一时代的所有个体都产生深刻的影响与挑战，并且蕴含发展高阶能力的三种逻辑：一是竞争逻辑，个体在就业市场上面临全球竞争，各国在贸易、技术、军事和人才等诸多方面也面临激烈的竞争，发展高阶能力是从竞争中脱颖而出、赢得竞争优势的重要战略；二是应对共同挑战的逻辑，类似于气候变化的全球性挑战需要所有国家和个体达成共识和开展合作，解决这些全球性议题也需要审慎且创造性的方案；三是追求自我完善的逻辑，技术使人类从重复劳动中解放出来，个体有更多的机会追求幸福、终身学习和自我实现的价值。

基于这样的全球知识社会情势及其内在逻辑，我们需要转变当前成型于工业革命时代并聚焦于读写算的低阶能力的教育系统；为了构建一个更和平的、可持续发展的社会，为了让更多的人成就自己的事业和抱负，为了更充分地发挥每一个人的潜能，我们的教育体系也应该转向培养学习者的高阶能力，使他们学会思考，谨慎地行动，主动反思和适应世界的变化，提升我们社会的整体竞争力。

我国提出的以加快构建新发展格局为目标的高质量发展战略，内在地要求我们发展国民的高阶能力。二十大提出的教育强国、科技强国、人才强国，根本上也是发展国民高阶能力的强国。

（二）高阶能力发展需要政治导向

高阶能力是指应对复杂情境、解决结构不良问题或者任务所需具备的心理特征，低阶能力通常只涉及常规和机械地理解和运用知识的能力。相较之下，高阶能力强调对知识进行深度分析和转换、灵活地将其运用到不同的问题情境中的能力，包括高阶思维能力和高阶社会情感能力，其中高阶思维能力通常包括以下三个方面：

批判性思维：涉及合乎逻辑地进行推理、评估证据，有理有据地进行论证以得到解决问题的合理方案，以及采取多重视角，对特定假设、惯例和公认理论进行质疑等方面内容。

创造性思维：产生新颖（原创性、预料之外的）且合适（有用的、灵活的）的想法或作品的能力。一些学者将创造力过程分成模仿、改动、组合、转化、原创五个阶段。

元认知或者学会学习：即对思考过程的思考，涉及对自己目前的位置、未来的目标、潜在的行动和策略以及结果的自我反思。元认知也涉及对低阶思维过程的监控，这可以通过默会知识的语言化来实现。

对于高阶情感能力，当前国际社会主要强调的是包括合作与沟通能力的社会情感能

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力。OECD 对高阶情感能力的定义建立在大五人格心理学之上，其中包括亲和性
（Agreeableness）、外向性（Extraversion）、尽责性（Conscientiousness）、经验开放性
（Openness to Experience）以及情绪稳定性（Emotional Stability）。

这里可以把高阶能力界定为 4C 能力，即交流（沟通）能力（Communication）、合作
能力（Collaboration）、创新能力（Creativity）以及批判思维与问题解决能力（Critical
Thinking and Problem Solving）。这四种能力是一种跨领域、多维度的高阶能力。

我国对于高阶能力的界定主要体现在中国学生发展素养的界定上。以"全面发展的
人"为核心素养，分为文化基础、自主发展、社会参与三个方面，综合表现为人文底蕴、
科学精神、学会学习、健康生活、责任担当、实践创新六大素养。

我国通常把高阶能力称作核心素养，但对核心素养的界定存在两个不足：第一，主要
指向"全面发展的人"，指向学生，而不是指向全体劳动者和公民；第二，缺少对政治素
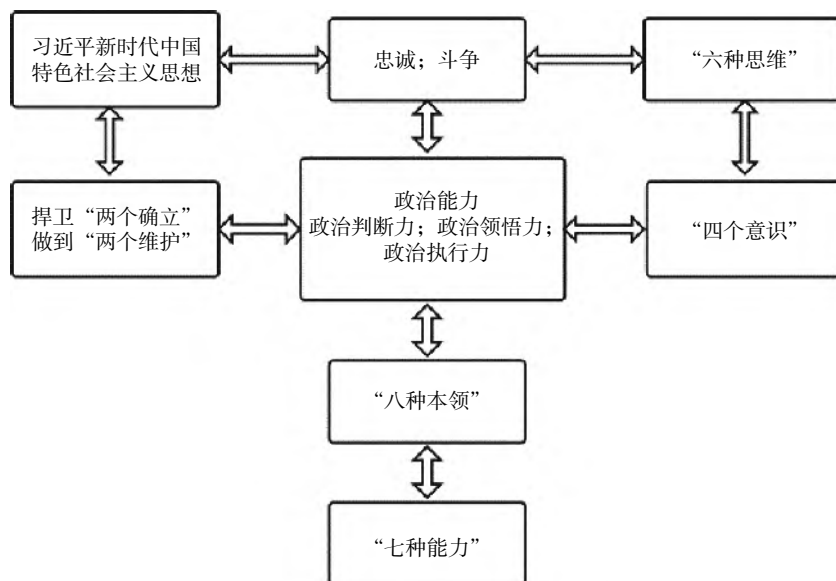养与政治能力的关注与强调。对此，我们可以从习近平总书记的相关论述中梳理出一个指
向成人世界的高阶能力框架（见图 1）。

图 1　新时代高阶能力模式

图 1 中"两个维护"是指，坚决维护习近平总书记党中央的核心、全党的核心地位，
坚决维护党中央权威和集中统一领导；"两个确立"是指，确立习近平同志党中央的核
心、全党的核心地位，确立习近平新时代中国特色社会主义思想的指导地位；"四个意
识"是指政治意识、大局意识、核心意识、看齐意识；"六种思维"是指战略思维、历史
思维、辩证思维、创新思维、法治思维、底线思维；"七种能力"是指政治能力、调查研
究能力、科学决策能力、改革攻坚能力、应急处突能力、群众工作能力、抓落实能力；

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"八种本领"是指增强学习本领、政治领导本领、改革创新本领、科学发展本领、依法执政本领、群众工作本领、狠抓落实本领、驾驭风险本领。

新时代高阶能力模式的特点在于，第一，把高阶能力发展归拢到政治能力之下，指明了高阶能力发展的政治服务方向问题；第二，把高阶能力发展聚焦到广大党员、干部及领导身上，提出了面对真问题、解决真问题的关键和抓手。

从这个模式可以看出，在本质上，我们今天所倡导斗争意识和斗争本领是进行"聪明的斗争"（运用高阶能力的斗争）的意识和能力，是解决我们伟大使命和伟大工程中所遇到的真问题的胆识和本领，全球知识社会时代中国行动的关键，也是教育上的一种根本遵照。

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以新的社会契约推进全球教育治理

阚　阅

2020 年 9 月，在联合国成立 75 周年之际，各国领导人在联合国大会高级别会议上，一致表示要通过重振全球行动赢得所期待的未来，并提请联合国秘书长古特雷斯（António Guterres）提出推进"我们的共同议程"的建议。一年之后，古特雷斯发表题为《我们的共同议程》（*Our Common Agenda*）的报告对此作出回应。作为《我们的共同议程》的一项关键倡议，教育变革峰会既是对未来共同挑战的一种解决方案，也是后续未来峰会（Summit of the Future）和世界发展峰会（World Social Summit）的一个铺垫。

为应对当前和未来的各种挑战，也为促进更多行动者更有效处理日益复杂和相互关联的全球性问题，联合国提出以全面对待人权的方针为基础的新的社会契约。社会契约这一术语起源于希腊哲学，通常被定义为一种管理个人和机构之间为了社会利益而形成关系和交换的协议。社会契约发端于次国家和国家层面，其确切架构无疑由每个社会来决定。然而，任何社会契约也都具有一个全球性的维度。在过去 20 年里，民间社会、工商界和国际组织普遍认识到，需要将 20 世纪占主导地位的社会契约升级为能够应对 21 世纪挑战的社会契约。特别是在新冠肺炎疫情引发的人类、社会和经济危机中，国际社会进一步认识到，应该团结起来创建新的社会契约。《我们的共同议程》明确指出，现在是更新政府与其人民之间以及社会内部契约的时候了，以便重建信任并接受对人权的全面展望。人们需要看到反映在日常生活中的结果。它应包括更新的治理安排，以提供更好的公共产品，并迎来一个人人享有教育、技能、体面工作的新时代。[①] 特别是对于《纪念联合国成立

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① United Nations. Our Common Agenda – Report of the Secretary-General[R]. New York: United Nations, 2021: 4-22.

75 周年宣言》中提出的 12 项承诺，联合国秘书处均提出了相应的建议，其中在第一项承诺"不让任何一个人掉队"（Leave No One Behind）中就重点强调了以人权为基础的新的社会契约，以及在此基础上加强教育、终身学习和体面工作。古特雷斯在教育变革愿景声明中也专门强调了联合国教科文组织"教育的未来"（Futures of Education）国际委员会提出的新的教育社会契约对于反思教育危机的意义和价值。而新的教育社会契约基于的原则同样是人的基本权利在教育中的体现，即确保终身受优质教育的权利。①

教育变革峰会所倡导的新的社会契约至少可以从以下三个方面去理解：一是对话磋商。达成新的社会契约最有效方法就是对话和磋商，即使是争议和分歧背后也有共同的立场。因此，这是重建信任最可靠的方法。在此次峰会的准备过程中，有关国家政府、民间社会和其他合作伙伴举行了 115 次国家层面的磋商，就最紧迫的要求收集了集体建议。②同时，此次峰会发布的《教育变革青年宣言》（*Youth Declaration on Transforming Education*）也是历时数月的磋商过程的结晶，反映了 170 多个国家近 50 万名青年的贡献。③二是所有利益相关者的合作。要想形成合理、有效和可执行的社会契约，所有利益相关者都需要做出妥协，从而形成合作共识。教育变革峰会强调只有通过动员全球性行动才能实现全球性目标。④因此，教育变革需要各级有远见的政治领导人、家长、学生、教师和广大公众的集体承诺和行动，而且学生、家长、教师、工会、雇主、学术界和民间社会必须承担各自的任务——以开放的态度面对变革。⑤三是加强问责。作为新的社会契约，教育变革峰会推动的不仅是政治承诺，而且更重要的是实现承诺。此次峰会明确提出由可持续发展目标 4（SDG 4）高级别指导委员会和联合国教科文组织负责协调后续进程，特别是确定加强教育变革和教育资助的政治问责的方法，以及采取全球教育会议和国家层面 SDG 4 基准制定等监测安排。

新的社会契约和全球公共物品的实现还需要"新的全球协议"（New Global Deal），这种"协议"事实上就是在教育领域的全球治理。可以说，此次教育变革峰会是联合国秘书处涉入和推动全球教育治理的又一次重要尝试。之所以说又一次，是因为至少在 10 年前的 2012 年，时任联合国秘书长潘基文（Ban Ki-Moon）就发起了"教育第一"全球倡议行动（Global Education First Initiative）。该倡议旨在提高教育的政治地位，加强实现高质量教育的全球运动，并通过持续的宣传努力获得充足和额外的资金。实践表明，这一具有

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① United Nations. Transforming Education: An Urgent Political Imperative for Our Collective Future - Vision Statement of the Secretary-General on Transforming Education[Z]. New York: United Nations, 2022: 2.

② United Nations. Over 130 Countries Heed Call to Reboot Education Systems, Offering New Hope to World's Children for a Better Future[EB/OL]. [2022-09-19]. https://www.un.org/en/transforming-education-summit/tes-summit-closing-press-release.

③ United Nations Transforming Education Summit 2022. Youth Declaration on Transforming Education[Z]. 2022: 1.

④ United Nations. Secretary-General's Opening Remarks at the Transforming Education Summit[EB/OL]. [2022-09-19]. https://www.un.org/sg/en/content/sg/statement/2022-09-19/secretary-generals-opening-remarks-the-transforming-education-summit-bilingual-delivered-follows-scroll-down-for-all-english-and-all-french-versions.

⑤ United Nations. Transforming Education: An Urgent Political Imperative for Our Collective Future-Vision Statement of the Secretary-General on Transforming Education[Z]. New York: United Nations, 2022: 7.

历史意义的倡议激发了一场将教育置于社会、政治和发展议程核心位置的全球运动。

教育变革峰会在很大程度上试图再次掀起这样一场全球运动。2020 年 9 月，各国领导人在《纪念联合国成立 75 周年宣言》明确提出，"在我们更好地重建一个更加平等、更具适应力、更可持续的世界时，多边主义不是一种选项，而是一种必要。联合国必须处于我们各项工作的中心……我们将与合作伙伴携手努力，加强协调和全球治理，构建今世后代的共同未来"。① 这为《我们的共同议程》及其后的教育变革峰会奠定了基调。因此，古特雷斯指出，本着这种精神召开首脑峰会，就我们的未来应该是什么样子，以及我们今天能做些什么来确保未来达成新的全球共识。② 古特雷斯的特别顾问莱昂纳多·加尼尔（Leonardo Garnier）更明确地指出，这不是一次技术性的峰会，而是一次政治性峰会。它的目标是激发社会和政治承诺，促进必要的变革。而且峰会本身也不是目的，而是一个转折点：它将点燃一场教育变革运动，这场运动超越了"一切照旧"，超越了"做得更快或更好"，超越了"仅仅从疫情中恢复"。③

在当前复杂多变的国际局势中，教育变革峰会被赋予了很多特殊的使命和意义。教育变革峰会试图在各种全球挑战、武装冲突和教育危机形成的悲观氛围下，通过构建新的社会契约，使国际社会不仅不能放弃加强全球教育体系的责任，而且也不能放弃重新思考和设想全球教育体系的道德义务，从而加强社会各界对教育发展的关注。同时，此次峰会也再次显示出联合国秘书处与国家、非国家和政府间组织一样是全球教育治理的重要行为体。联合国在 21 世纪的持续相关性和整体有效性经常受到质疑，特别是在参与全球教育政策和合作方面。④ 但是，此次教育变革峰会在某种程度上正在扭转这种状况。正如有媒体评论的，虽然人们很容易批评联合国系统没有能力有效应对这些多方面的挑战，但我们不得不赞扬古特雷斯秘书长在其全球蓝图《我们的共同议程》中所体现的远见卓识。这是一个大胆的声明，包含了多个建议，包括重塑全球教育的雄心勃勃的目标。⑤

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（责任编辑：季丽云）

① United Nations, General Assembly. Declaration on the Commemoration of the Seventy-Fifth Anniversary of the United Nations[Z]. A/RES/75/1. New York: United Nations, 2020: 2-5.

② United Nations. Our Common Agenda – Report of the Secretary-General[R]. New York: United Nations, 2021:3-5.

③ Leonardo Garnier. Keynote Address: The Transforming Education Summit: A Turning Point for Education[EB/OL]. [2022-07-26]. https://www.un.org/en/transforming-education-summit/transforming-education-summit-keynote-address.

④ Phillip W. Jones. The United Nations and Education[M]. Abingdon: RoutledgeFalmer, 2005: 1.

⑤ Simone Galimberti. UN Education Summit: An Opportunity to Create Bottom-up Global Governance[N]. The Manila Times, 2022-08-17.

Education Equity, Innovation and Transformation

—— Records of Symposium of UN Transforming Education Summit

LIU Baocun, XU Hui, RAO Congman, PENG Zhengmei, KAN Yue

Abstract: Baocun LIU mentioned that in the face of the global education crisis, Transforming Education Summit proposed "Digital Learning and Transformation". China should actively participate in and regard digital education as a public welfare and human rights, and make contribution to the realization of Sustainable Development Goals 4. Hui XU proposed that, in order to realize the transcendental value that education is an "outstanding public welfare", we should promote education reform from four aspects: paying attention to training "children", training high-quality talents to adapt to the social, scientific and economic development of the 21st century, leveraging digital transformation, and increasing financial investment. Congman RAO believed that, to build a high-quality teacher education system and to promote education equity ,China needs to face three issues: the equalization of teacher education levels among different teacher education institutions, the equal training of teachers in different school stages, the implementation of equity orientation in teacher education curriculum and teaching. Zhengmei PENG believed that in the era of global knowledge-based economy, to fulfill the pursuit of educational equity, we should pay attention to high order abilities of learners. The development and application of high order abilities need to align with political orientation, which is the key to China's action in the era of global knowledge-based society and a fundamental reflection in education. Yue KAN stated that in order to cope with the education crisis, Transforming Education Summit proposed a new social contract for education. The United Nations hopes to promote global governance in the field of education and to strengthen the construction of the global education system through Transforming Education Summit, so as to reshape global education.

Key words: Transforming Education Summit, UN, education equity, global education governance, digital transformation

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共同承诺与集体行动：
变革教育实现可持续发展
——写在联合国教育变革峰会召开之际

卞　翠　宋　佳　张民选

[摘　要]　当前，全球正在经历新型冠状病毒肺炎疫情延宕、气候环境恶化、地区冲突加剧、全球经济下行、贫富差距加大等多重交织的危机。而全球教育发展正处于危机之中，导致2030年教育可持续发展目标的如期实现正面临重大挑战。为此，联合国前所未有地将教育提升到事关人类共同未来的全球政治优先地位，发出教育变革势在必行的号召，在第77届联合国大会期间召开教育变革峰会。教育变革峰会呼吁各国政府和国际社会，通过五大主题的变革，推动教育作为全球共同利益的实现。这五大主题是：建设包容、公平、安全和健康的学校，反思教育目的和内容、赋权学习者学习面向未来可持续发展的技能，加强教师队伍建设、发挥教师作为知识生产者的作用，利用数字革命、推进数字学习与教育转型，创新教育筹资办法、保障教育经费投入与公平有效使用。峰会强调，教育变革需要各国政府坚定不移的共同承诺和国际社会迅速有效的集体行动。唯有如此，我们才能共塑教育的未来和人类的未来。

[关键词]　教育变革；可持续发展；学校；教师；数字化
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作为联合国第77届大会期间的重大政治活动，教育变革峰会（Transforming Education Summit）于2022年9月19日召开，此前还开展了动员日、解决方案日和领袖日等系列活动。峰会再次强调，"教育是一项人权，是和平、宽容、其他人权和可持续发展的基础；全球教育发展正处于严重交织的危机之中，需要立即进行教育系统变革，以拯救一整代人的未来"[1]。峰会以《联合国秘书长的教育变革愿景声明》和各国政府《国家承诺声明》的方式，呼吁各国继续加强教育投资、团结协作、迅速行动，努力实现"教育可持续发展目标"①，共塑人类未来。

联合国大会期间以教育为主题召开世界

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① "教育可持续发展目标"是2015年联合国发展大会提出的17项"可持续发展目标"的第四项目标（即SDG4）。同年，联合国教科文组织通过《2030教育：仁川宣言暨行动框架》，细化了"教育可持续发展目标"的内容，并希望在2030年实现。因此，也被称为"2030年教育可持续发展目标"。

领袖峰会,将教育发展提升到全球政治优先议题的高度,在联合国大会史上实属罕见,尤其是在联合国教育、科学及文化组织(以下简称"联合国教科文组织")成立之后。联合国秘书长古特雷斯(Guterres,A.)在峰会愿景声明中明确指出,变革教育是事关我们共同未来的紧迫政治行动。[2]秘书长希望以联合国大会召开之机,将各国元首、政府领袖、教育部长、教育专家、相关团体和青年代表等集聚一堂,展开强有力的政治动员,探讨《一起重新构想我们的未来:为教育打造新的社会契约》[3]提出的教育倡议、打造新的社会契约、促进各国政府做出承诺,以国际社会的集体行动变革教育、推进教育可持续发展,共塑教育与人类共同的未来。

一、变革教育:当务之急的政治行动

重叠交错的危机是教育目前的处境。不可持续发展的经济模式加剧了气候灾难、环境恶化和地球资源的过度利用,短视过度的消费模式与贪婪的个人主义、高度竞争与同情心缺失,加剧了利益冲突、民主倒退、暴力事件频发,颠覆性的信息数字技术对生产生活的影响,导致人类面临前途攸关的重大选择。[4]而突发的新型冠状病毒肺炎疫情(以下简称"新冠疫情")更突显了人类社会的脆弱性、关联性以及未来的不确定性,同时,教育的脆弱性也展露无遗。正如古特雷斯所强调的,教育可赋能,也可分化。[5]教育必须克服自身危机,才能充分发挥其推动力,而唯有国际社会共同关注、信守契约、集体行动,才能实现这一目标。

(一)教育作为一项基本人权仍未实现

1948年,联合国发布的《世界人权宣言》宣告,人人都有受教育的权利。[6]1990年,《世界全民教育宣言:满足基本需要》提出,每个人都应能获益于旨在满足其基本学习需要的受教育机会。[7]2000年,《达喀尔行动纲领

——全民教育:实现我们的集体承诺》指出,教育是一项基本的人权,是可持续发展和各国内部以及各国之间和平与稳定的关键。[8]2015年,《2030教育:仁川宣言暨行动框架》提出,要确保包容性和公平的优质教育,促进全民终身享有学习机会。教育是发展的主要驱动力,对实现其他可持续发展目标至关重要。[9]

七十多年间,以联合国教科文组织为首的国际组织为实现教育是一项基本人权做出了不懈的努力。然而,新冠疫情的全球爆发给教育发展按下了暂停键,甚至倒退键,将世界各国教育系统置于史无前例的危机之中。新冠疫情的蔓延不仅使教育可持续发展目标难以实现,而且破坏了数十年世界全民教育发展所取得的成果。目前,全球约有2.58亿适龄人口没有上学,占全球学龄儿童和青少年总人数的17%[10];至少有1.75亿儿童,即近一半的学龄前儿童未在学前教育系统注册[11]。2022年,被迫流离失所的人数就达到了创纪录的1亿人,其中一半以上是本应在校受教育的儿童和青年。[12]

(二)教育如何赋能遭受质疑

教育是个人尊严与权利之源。1972年的《学会生存:教育世界的今天和明天》就提出,人类"必须从环境中不断地学习那些自然和本能所没有赋予他的生存技术",教育既要复原历史、文化与传统,又要不断革新、具有预见性。[13]然而,现实所呈现的是,当今的教育系统已无法满足社会发展的要求。面对全球错综复杂、相互交织的政治问题、经济衰退、气候变化与公共卫生危机、人工智能与大数据技术的飞速发展,教育无法为青年人提供时代所需的知识、经验、技能和价值观。一方面,全球陷入学习危机。55%的小学和初中学龄儿童和青少年阅读能力没有达到最低水平,数学未达到最低水平占比60%[14],多达70%的贫困国家10岁儿童不能阅读基础文本,全球至今仍有超过7亿的成年文盲[15]。

另一方面,青年失业率不断攀升。2019—2020年间,全球青年就业人口减少了3400万。2020年,全球尼特(NEET)青年①跃升至15年来的最高水平。有2.82亿年轻人处于这种境况,他们错过了个人发展的关键阶段,致使他们可能在未来劳动力市场上处于严重的不利地位。[16]

（三）教育作为全球共同利益该如何实现

2015年,联合国教科文组织发布《反思教育:向"全球共同利益"的理念转变?》,反思教育的宗旨与学习的组织。报告指出,教育是一项公共事业,需要各国政府的经费投入与保障;教育更应该被视为一项全球共同利益,成为一项唯有国际社会共同参与方能实现的事业。[17]而《一起重新构想我们的未来:为教育打造新的社会契约》则进一步指出,教育的共同价值是构建新的社会契约的基础,须人人履责、人人参与。然而,新冠疫情给世界经济发展带来重创,各国政府对教育的投入普遍缩减。此外,新冠疫情催生的国家与地区内部、国家与地区之间的数字鸿沟,严重影响了教育的恢复与重建。《全球教育监测报告2021/2022》显示,在全球范围内,只有三分之一的儿童和六分之一最贫困儿童能上网。[18]在对六个撒哈拉以南非洲国家的调查中,移动学习应用程序是最不常见的远程学习方法。尼日利亚仅有不超过17%的儿童、埃塞俄比亚有12%的儿童使用了这种方式,布基纳法索、马拉维、马里和乌干达几乎没有儿童使用这种方式。

联合国教科文组织"教育的未来"国际委员会指出,如果没有各个层面的团结与合作,即从教室和学校的环境到国家、区域和全球各个层面的广泛承诺与政策框架,人们提出的雄心勃勃的愿景(包括"教育作为全球共同利益"在内)就难以实现。[19]

（四）教育如何从新冠疫情中恢复重建

2020年初,突如其来的新冠疫情席卷全球。仅在2020年新冠疫情高峰期,全球各地"学校关闭"此起彼伏、6 300名教师失去工作或深受其害,16亿学习者受到影响,2.67亿儿童因为学校关闭不再上学而"吃不上学校营养午餐",数百万儿童特别是大量女童可能因此永远无法返回校园。[20]

新冠疫情不仅造成"危机中的危机",而且将产生深远的影响。联合国儿童基金会大声疾呼:谨防新冠疫情令儿童成为"失去的一代"![21]世界银行预警,全球处于"学习贫困"的儿童将因新冠疫情从52%增加到63%,而失学又将使"这一代学生有可能永远难以充分发挥自身能力和收入潜力",将使这一代人面临"终身收入减少约10万亿美元的风险,这个数字几乎相当于全球GDP的10%"![22]

人们希望借助互联网技术去缓解学校关闭、学生失学的危机。但是在发展中国家,特别是非洲撒哈拉沙漠以南地区,三分之一的国家无法为学生提供远程教育和任何帮助,不计其数的中小学缺电无网,也没有电子学习资源和内容,仅有11%的学生拥有家用电脑、18%的学生家中接入了互联网,学生学习被迫中断。知识鸿沟尚未填补,新冠疫情又在发达国家与欠发国家之间,在富有人群与贫困、边缘人群间造成了新的数字鸿沟。

新冠疫情至今仍在继续,各国经济衰退、财政继续恶化。三分之二的国家教育财政投入普遍减缩,而首当其冲的受害者又是最不发达国家和最为贫困和脆弱的人群。数据显示,在一些国家制定的新冠疫情后振兴计划中,对教育的投入占比还不足1%,低水平和中低水平发展中国家的情况更是令人担忧。[23]2021年,教育部门发起的人道主义募捐仅获得所需资金的22%,远低于其他部

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① 尼特(Not in Employment, Education or Training, NEET)青年,是指一些不升学、不就业、不进修或参加就业辅导,终日无所事事的青年族群。

门。在全球人道主义资金中只有2.9%用于教育,也远低于联合国4%的目标。[24]为此,由联合国教科文组织和法国发起的《巴黎宣言》再次呼吁,各国应该为新冠疫情后的教育重建复兴,为人类的共同利益而兑现经费投入和国际援助的承诺。[25]

二、教育变革:基本主张与重大行动

峰会强调,教育亟须变革(transformation)而非仅作改革(reform)。峰会注意到,全球的诸多教育改革并未达到目的。原因之一是,改革通常是在较为稳定的环境下,在教育局部范围内或对部分要素进行调整。变革则意味着打破环境现状,转变教育观念,对教育制度和重大政策进行否定、扬弃和转型。[26]当下,全球的教育发展唯有在关键领域采取影响深远、迅速果断和循证有效的行动,方能打破现状、扭转当前教育发展停滞不前、甚至倒退的局面。"干预"是此次峰会发言中出现的高频率关键词,是从集体承诺到目标实现的关键手段。峰会指出,必须加大政府对教育的干预,对教育变革进展进行跟踪、监测、评估与问责。实践证明,政府对教育的松散治理与自由放任无法实现教育目的,更无法实现"2030年教育可持续发展目标"。教育的系统变革亟待从勾画愿景转向落实行动,必须在学校、学习、教师、数字化、教育财政五大关键领域转型,强化各方的团结协同,加强国际合作,持续推动教育变革,真正惠及每个人、全人类和地球家园。

(一)学校:包容、公平、安全、健康的场所

当前教育正处于十字路口,高贫困率、不安全和性别不平等仍然阻碍着数百万人的学习,新冠疫情、欺凌暴力、武装冲突、难民迁徙等对学校正常运行造成严重威胁。学习危

机仍在加深,财富不平等加剧了教育不公平和整个社会对穷人的排斥。贫困学生、原住民、女童、残障儿童等因素相互交织,更加剧了教育的排斥性。作为教育生态系统的核心组成部分,学校应被重新构想,以推动世界变得更加公正公平。[27]学校必须转型,服务学习者的需求,确保学习者权利得到满足。

1. 优先确保学校的包容与公平

联合国教育可持续发展目标提出,要确保人人享受公平优质的教育。2015年的《2030教育:仁川宣言暨行动框架》指出:"教育中的包容和公平是变革性教育议程的基石,因此,必须承诺解决各种形式的排斥和边缘化,以及在机会、参与和学习成果方面的不平等。"2019年的《卡利宣言》①进一步对包容作了定义,包容作为一种变革过程,应确保所有儿童、青年和成人充分参与并获得高质量的学习机会,尊重和重视多样性,消除教育中一切形式的歧视和通过教育消除歧视。[28]尽管包容性一直是联合国系统倡导的教育核心价值,但包容性目标远未实现。低收入国家仍有四分之一的青年和超过五分之二的妇女不识字,全球十分之一的儿童依然没有进入小学。[29]要使世界各地的教育系统实现公平和包容,首先需要在国家立法规划和政策框架中关注包容,消除排斥和隔离儿童的体制性障碍。同时,要促进多样性的包容文化,向教育系统和学校中可能被排斥的人提供有针对性的支持。学校可以通过教育大数据识别可能被排斥的儿童,在基础设施与教学资源材料方面特别照顾特殊儿童,加强学校在监测和报告包容与公平方面的能力建设。[30]性别平等是学校包容性的重要体现,但教育领域的性别不平等现象依然存在。教育系统必须更加积极地致力于消除性别障碍、污名和歧视,释放学习者多样性的潜力,以实现公

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① 2019年,联合国教育、科学及文化组织在哥伦比亚卡利举办"教育包容与公平国际论坛",重申教育包容的重要性与实现路径。

正、平等和包容的社会。

2. 消除学校安全风险

"学校是应该受到保护的教育场所，因为它们支持包容、平等，以及个人和集体的福祉。"[31]学校在成为包容协作的学习环境的同时，必须是没有暴力和欺凌的安全空间。确保学习者安全是促进学习、推动和平与可持续发展的优先事项。未来学校应提高预防和应对紧急情况的能力，寻求有效的预防方法和应对举措。学校安全不仅包括外部环境，还涉及校内环境安全。各国政府应转变歧视性和助长或纵容暴力的社会规范，促进性别平等与包容。坚决反对并预防校内暴力与欺凌，加快政策制定和立法，禁止体罚，确保学校对所有学生都是安全的。此外，建设安全学校需要加强针对性投资，除了物理环境中的校园安全，还应特别重视网络信息对校园安全的影响，充分利用教育大数据，识别、监测和评估校园安全的风险因素，并做出有效预防和及时干预。

3. 学生健康与营养应成为学校教育的组成部分

实现学生健康与营养是政府和非政府组织寻求教育系统变革、促进性别平等、追求健康福祉的重要方法。加强教育、卫生和食品的有机联系，投资学习者的健康营养，有助于推动实现至少十项可持续发展目标。这就要求学校办学方略不应仅关注学生的智力发展和学业成绩，还应将学生健康和营养视为重要的价值追求，以保护和促进学生的身体健康和社会情感发展。峰会强调应采取行动，为所有国家的所有儿童提供学校保健和营养保障，制定包容性的多部门政策，认识到学生健康应是学校教育的核心任务之一。在课程设置方面，确保从小开展高质量、以技能为基础的健康教育课程。针对当前学校内营养师和健康咨询师的不足，未来学校应加强健康营养师资的培养培训。[32]对于最贫穷国家的留守儿童以及处于危机状态下国家的儿童而

言，国际合作与援助尤为重要。

（二）学习：为未来社会变革做准备

随着全球人才竞争加剧，各国教育不约而同呈现绩效主义倾向，强调学习为了个人成功、国家竞争与经济发展的价值，"教育体系正在向人们灌输错误的思想"[33]。"以人为本"的教育理念受到侵蚀，教育目的的人文性在政治性和经济性面前有所削弱。在此背景下，峰会提出要重新反思教育目的，重申"学会生存"是最深层次的教育目的。[34]"学会生存"是联合国教科文组织一贯的教育主张，在1972年的《学会生存：教育世界的今天和明天》首次提出[35]；1996年发布的《教育——财富蕴藏其中》再次提出"学会生存"[36]；此次峰会强调"学会生存"是教育的根本目的，并赋予其新的时代内涵与更高期待。教育的目的最终应摒弃功利性追求，回归到人与人类的生存问题，这需要通过学校课程以及思维方式的转变、演进与发展。[37]

1. 可持续发展教育应纳入主流教育

气候变化、生物多样性大规模丧失、自然灾害、流行病、极端贫困和不平等、信息和数字技术变革、意识形态冲突和国内国际暴力加剧已成为人类面临的生存威胁。然而，教育在应对这些挑战和剧变时却缺乏准备，约有一半的国家未将"气候变化"纳入国家课程，社会的急剧变化导致工作市场的供求匹配变得困难。[38]由于新冠疫情和其他全球危机，可持续发展目标取得来之不易的成就面临着倒退。[39]因此，必须反思当下的教育体系和学生正式和非正式的学习是否充分融入了可持续发展的内容。[40]要想实现17项可持续发展目标，保护地球的永续发展和人类长久的代际生存，必须把可持续发展教育纳入主流教育体系，把气候变化教育作为所有教育层级学习者的核心课程。各国还应将可持续发展教育纳入国家政策、学校课程、学习环境、教师培训、青年赋权和地方行动，建设绿色学校并开展绿色教学。此外，应在地方、

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国家、区域、全球层面建立和加强可持续发展教育网络，使可持续发展教育成为国际教育交流合作的重要领域和话语。

2. 掌握应变未来的知识技能

教育的深层目的在于学会生存，过上有意义的生活并充分享受美好生活，这需要个人具备应对未来所需的知识、技能、价值观以及可持续生活的能力，将个体作为变革的推动者，应对数字经济和绿色经济的双重转变。[41]首先，重视基础学习与基本技能，这是实现高阶学习、思维和技能获得的重要前提。各国需要确保所有学习者在十岁前都获得基本技能，包括阅读理解能力、基础数学运算能力和适当的社会情感能力。数字技能、可持续发展的可迁移能力以及创业技能也应被纳入学习目标、课程和方案。为实现人人掌握基本技能，教育系统需要采用多种学习方式，如数字学习、解决问题、团队合作、社会情感能力培养，并从早期儿童教育中的艺术和游戏开始重视。其次，增加人们在整个生命过程中创造灵活学习途径的投资，以促进包含青年、妇女和老年人在内的所有公民在未来绿色和数字社会中提高和更新技能。在全球青年就业紧张的情形下，各国应鼓励创业技能发展，包括自主创业和社会创业，充分发挥青年作为教育变革推动者的作用。[42]正如峰会发表的《青年宣言》所陈述："我们不是在等待教育变革的邀请，而是走在最前列的变革推动者。"[43]

3. 全社会作为学习资源

此次峰会特别提出了要构建全社会参与的学习路径。[44]即学校、家庭、社区、社会等都应成为学习者学习的"学校"，服务全民终身学习，建立一种新的教育社会契约，以建立共同目标并使个人和社区能够共同繁荣。[45]因此，必须从全面学习和终身学习的角度看待学习，强调生态、社会和情感、跨文化、跨学科和代际学习，以促进全球互信和团结。充分挖掘当地知识、文化与教育资源，将社区与社会变成学校。终身学习模式应更好地适应农村、民族和移民社区，这有助于缩小教育和学习差距，使来自这些社区的学习者有机会参加促进其个人和职业发展的学习。在成人学习上，通过家庭内代际学习和个性社会化学习，可以赋予每个人在不同阶段都可以享受美好生活的知识、情感与技能。最后，社会作为学习资源意味着要扩大教育工作者的范围，应重视在非正规教育或其他知识系统工作的教师，将其视为专业人士，并在充分支持他们福祉的情况下保证专业发展。系统变革需要新的社会契约，社会契约意味着全民参与并实现共同福祉。[46]峰会借用了一句古老的西方谚语"养一个孩子需要一整个村庄"（It takes a village to raise a child）来强调社会系统对人的成长提供支撑的重要性，只有社会系统的各方主体参与行动，才能实现全民教育、终身学习和人的全面发展。

（三）教师：知识生产者与意义建构者

教育转型更多取决于能大量招聘充足且专业的合格教师，但当前教师队伍建设面临四大挑战，分别是教师资源短缺、教师专业发展需求难以满足、教师地位低和工作条件差、教师领导力和创新能力不足。"在新的教育社会契约中，教师必须处于中心地位，其职业也必须被重新评估与构想为一项激发新知识、实现教育和社会变革的集体事业。"[47]教师不仅是教育变革的对象，更是教育变革的主体，教师应改变自身，积极推动教育变革。[48]峰会强调，教师应该从现有"知识的提供者、传授者"转变为"知识生产者、促进者和引导者，成为世界意义的建构者"。[49]建构主义强调，知识具有主观性、开放性、建构性，是个人对意义的符号赋予。[50]知识生产者和意义建构者赋予教师主动性和创新性，突出了当今世界和未来社会的不确定性对教师知识结构与创新的需求，唯有教师主动投入、创新知识、参与决策，教育转型和可持续发展才能实现。

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1. 发展职业教育和终身教育教师

教育变革要求学习者成为终身学习者，掌握应变未来社会的技能，但当前许多国家的技术变革步伐导致劳动力市场日益不匹配，缩小这些差距的重要举措是加大对职业教育和终身学习的师资支持。各国应重视加强职业教育教师培养培训，提供更多资金，让行业参与教师培训，更为重要的是，应努力提高职业教育的社会地位，扭转职业教育理论地位很高但实际不受尊重的困境。终身学习是教育可持续发展目标的重要指向，但在世界各国的教师队伍建设优先事项中，主要集中在正规教育体系内的教师培养培训，而实现"全面贯穿人终生的、持续的学习过程"终身学习却面临缺乏师资的窘境。[51]因此，教师不应仅限于学校内正规教师，社会上各行各业可以对学习者终身学习有积极影响的，都应该被作为教师或教育者加以重视，并纳入教师专业发展体系。职业教育和终身学习是培养学习者面向未来生活工作技能和可持续发展的重要领域，其教师培养与培训亟须引起重视。只有所有环境中各级各类的教育人员都得到专业化的培训与支持，才有可能加快实现可持续发展目标，改变教育进程。

2. 变革教师专业发展范式

教师作为知识生产者，会不断建构并扩展知识体系，促进教育政策与实践改革。从培训内容来看，教师专业知识获得应充分面对当今及未来社会发展所需的关键技能与素养，加强教师在可持续发展教育、社交和情感技能、性别平等、全球公民等方面的职前职后专业学习。对于职前教师培养来说，不仅要确保严格的学科知识掌握，还要确保掌握教学法和教学所需的社会文化素养。在在职培训方式方面，必须突破现有课程导向和被动的培训方式，让教师变被动为主动、从垂直和单向培训到协作学习，突出教师在专业发展中的自主性和创新性。教学作为一种协作性的专业，应充分发挥教师专业学习社群与同

行对专业发展的促进作用，鼓励教师交流和分享他们的创新、自我反思实践、教学实验结果以及他们的专业需求，以提高教师生涯目标感和职业归属感，进而赋予教师变革教育的更大动能。此外，有必要扩大教师管理课程的能动性和自主权，让教师有充分自主权，调整优化教学内容与方法，回应每个学习者不同的背景，释放学习潜力。最后，在职业发展方面，应赋予教师领导力以激发创新。教师的创新能力是建立弹性教育系统的关键之一。因此，需要提升教师领导力以促进教学创新和学校变革。政府、教师教育机构和学校应协同合作，以促进自下而上和自上而下全系统的教育创新。

3. 扩展教师背景多样性

教师队伍的多样性对于创造公正公平的教育未来十分重要，多元丰富的世界需要多样化的教师队伍赋予意义。研究发现，与学生具有同文化、同语言、同种族、同成长背景的教师，可以更好促进学生身心发展，增进对本土知识的理解，更好发展学生社会情感技能，实现文化回应式教学。[52]但现实是，学校里与学生人口结构背景相同的教师群体不成比例。多样化的教师队伍有利于创造尊重差异和多样性并满足所有学习者需求的安全空间。教师队伍多元性不足直接影响包容的学校环境建设，也会进一步影响学生社会情感发展。[53]当前，教师队伍多元性不足主要体现在性别、种族方面。从性别平等方面而言，学校领导职位中女性占比较小，在一些特定学科，如科学—技术—工程—数学（Science-Technology-Engineering-Mathematics，以下简称STEM）和职业技术培训中女性教师占比少，而中小学尤其是学前教育阶段的男教师过少。从种族分布来看，教师的种族比例与学生不符，土著和少数族裔教师不足，对于代表性不足的学生群体身心发展具有潜在负面效应。因此，峰会建议应给予女性担任STEM、职业技术培训和领导职位的机会，选

拔男性进入学前教育领域,重视与学生同源背景的本土教师培养,通过教师队伍多样性促进学校的包容性和多元的文化发展模式。

（四）数字化学习:教育变革转型的杠杆

技术作为教育变革的催化剂,可以促进实现社会公正和尊重人权的包容性教育,如所有学习者获得高质量与课程一致的学习内容的机会,为教师提供高质量的专业发展机会、工具和资源,扩大终身学习的范围。与此同时,数字技术在实践中也存在不少挑战,如过度关注硬件供给而非教学实践,连通性不足加深了教育不公平,数字化教学方法培训不足等。[54]数字学习的投资和实践应遵循联合国教科文组织发布的《全球教育互联互通宣言》概述的三个核心原则,即惠及最边缘的学习者,开发免费、高质量的数字教育内容和平台,促进教学方法创新和变革,[55]并根据《一起重新构想我们的未来:为教育打造新的社会契约》提出的愿景进行教育转型。遵守这些原则有助于确保数字学习投资加速实现《2030年可持续发展议程》的教育承诺,并为加强各级教育的深层次转型奠定基础。峰会强调,全球数字化学习目标的实现须从加强基础设施建设、丰富数字学习资源、提升数字化能力建设开展行动,教育数字化应作为全球公共产品加强国际间合作,迈向共同的目标、承诺、规范与标准。

1. 确保全民可及数字化学习

要使数字学习真正实现教育机会的均等化和转变,需要让学习者、教师和家庭能够随时随地获得教育,降低教育数字化资源的成本。据估算,全球当前有 29 亿人处于无法上网状态,其中 96% 生活在低收入和中等收入经济体,大约 3.69 亿年轻人无法受惠于互联网所带来的信息、机会和选择。[56]未来的紧迫任务是实现在学校和家庭中普遍可用的互联网连接。数字化应超越学校界限发挥作用,促进非正式学习机会,帮助失学青年找到重返正规教育或获得工作的途径。普及化的

数字学习平台将有助于促进正规教育和非正规或非正式学习,同时还可以在它们之间建立联系,为加强终身学习系统奠定基础。教育数字化转型面临的首要挑战是基础设施建设,即数字技术在学校、社区、家庭、社会的连接性与可及性。因此,数字化教育资源必须关照边缘化学习者,尤其是难民和流动儿童、残疾学生、女童和妇女、偏远社区和其他被边缘化的学生,提供高质量教育和扩大终身学习系统的选择范围。在迈向 2030 年的过程中,需要采取更大胆的措施使数字技术成为促进教育公平的杠杆,而非加剧不平等的工具,这需要加倍努力确保数字学习举措和实施战略从一开始就面向最弱势群体。

2. 数字赋能教育教学变革

数字化学习是为儿童、青年和成人在数字时代的生活和工作做好准备的关键一步,利用技术的合理教学方法培养学习者成为进入数字化社会的未来公民所需的数字素养和软技能。为确保教育数字化转型、培养新的有效教育方法,需要在教师培训中整合技术教学法,开发数字化和混合教学法,打破私营部门数字供应商的技术垄断,并尽量避免过度审查和监控限制信息自由。数字化赋能教学实践创新主要体现在母语教学、教师指导、形成性评估、结构化教学法和教师自评反思等方面,技术可以帮助简化和扩大这些教学实践。数字化背景下的教育教学方法变革对师生数字素养与能力提出了更高期待,一定程度上,相关利益者数字能力已成为制约教育数字化转型的关键因素,尤其是教师的数字能力建设与提升必须作为国家教师教育与职后培训的核心内容。对数字学习的任何投资都应辅以对教师在职培训和支持的投资。数字平台、工具和资源还应响应教师的具体需求,支持他们在课堂上的工作,从总体上减轻教师的繁重工作,而非带来额外负担。

3. 建设全球数字化学习资源平台

此次峰会提出建设"公共数字学习门

户"的全球倡议,将数字学习资源作为全球公共产品,意味着数字化学习将进一步打破国家间知识独立、自我保护与隔离封锁的局面,使不同文化背景的知识通过数字化平台实现国际共享。[57]创建和管理数字平台及高质量学习内容为跨国合作提供了良好机会,虽然定制各国和地区独特需求的困难较大,但通过分享和协调可以节省大量费用。此次峰会提供了两个建议,一是开发高质量的内容,二是开发易于访问和使用的平台。高质量的数字化内容意味着为与课程内容一致、不依赖于特定平台或硬件环境、在校内外都可以免费或可负担、适用性广、包含主要学习科目和所有年级水平,提供包括残疾人在内的差异化资源、反映性别文化和语言的多样性等。全球数字化公共服务教育平台将按需为各教育主体提供终身学习服务,精准贯彻终身教育理念,为偏远贫困地区开通访问权限,制定相应匹配的循证数据库和资料库以供各个国家和地区查阅,实时维护更新系统,打造更安全崭新的数字化教育平台。最后,制定国际标准与规范是公共数字化学习的保障。教育数字化转型需要加强国内国际数字化治理体系建设,实现标准引领、多方参与、监测问责的数字化教育治理格局。

三、集体行动:以教育塑造未来

与 2015 年联合国世界发展大会提出的"2030 年教育可持续发展目标"不同,也与联合国教科文组织在 1972 年的《学会生存:教育世界的今天和明天》和 1996 年的《教育——财富蕴涵其中》中描绘的美好愿景不同,本次峰会虽以"教育变革"为主题,却既未刻意设立教育发展新目标,也未重新勾画教育未来新美景,而是直面重叠交错、攸关未来的世界危机,向各国领袖、教育部长、青年朋友、国际社会发出振聋发聩的呼吁:信守承诺、团结协作、集体行动! 显然,无论是兑现"教育可持续发展目标",还是建构"新的社会契约",抑或"共塑我们共同的未来",都离不开各国政府坚持不懈的干预与投资,离不开国际社会为教育变革采取的集体行动。

峰会期间,以联合国为首的国际组织、各国政府、非政府行为体、青年代表还通过共商共建、协作创新,为峰会所聚焦的五大行动主题提出了新方法、新举措,为各国变革教育提供了可操作的行动指南。

（一）以政府干预,保障教育经费投入

《2030 教育:仁川宣言暨行动框架》指出,要实现"2030 教育可持续发展愿景",就必须大幅度、有针对性地增加教育投资。各国应依据国情,遵循国际与区域基准,划拨一定比例的国民生产总值或政府公共开支投资教育。[58]2021 年,《巴黎宣言》再次敦促各国政府兑现承诺。首先,至少将 4%～6% 的国内生产总值和政府公共开支的 15%～20% 分配给教育;其次,将新冠疫情后国家经济恢复激励计划中的适当份额用于教育,尤其是针对性地资助边缘学生的入学（再入学）、提升社会情感福祉、发展就业技能;再次,增加国际教育援助经费总量、提升援助经费使用效率,包括富裕捐助国对发展中国家的"官方发展援助"（Official Development Assistance,以下简称 ODA）资金应达到国民收入的 0.7%,还要提高教育援助在 ODA 总额中的占比。

此次峰会强调,改变把教育视为消费支出的固有观念,教育经费并非单纯消费,而是国家投资。教育投资不仅有收益而且可长效持续。为落实教育投资承诺,峰会设立了全球首个国际教育融资机制（International Financing Facility for Education,IFFEd）,将从 2023 年起为教育发展项目首批提供 20 亿美元,并计划在 2030 年前为教育和培训释放额外的 100 亿美元资金。[59]其次,提出《教育投资行动呼吁》再次敦促世界各国和所有合作伙伴采取具体的国内和国际行动。具体行动包括三方面:注入更多投资扫除经费短缺障

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碍,保护教育预算免受新冠疫情和全球经济危机的影响;力求教育投资更公平,各国务必将一定比例的经费拨给40%和20%的最低收入家庭、农村或偏远地区的人群、残疾儿童或特别弱势群体,将性别平等也纳入公共教育支出监测,投资青年和成年人的技能培训和终身学习机会;提高投资效率,减少漏损、加强规划、预算、实施与评估一体化机制建设,促进教育投资的长期综合政策和筹资战略。[60]

此外,国际社会应支持、补充和鼓励各国在教育投资方面的努力。兑现国际教育援助承诺,大力发展国际金融机构和银行等非政府行为体的教育融资机制与能力,支持各类创新金融机制,保障国际社会对危境教育的投入。实施国际税收制度改革,修订国际金融和债务架构、寻找纾解资金困境的新方案和新机制,把教育投资的长期回报视为一个整体。

在国际行动倡议下,一些国家在教育变革承诺中已作出回应。例如,日本在国家承诺中提出,将会继续扩大教育资助体系,依据学生家庭的经济状况灵活提供教育资助,建立一个灵活还款的学生贷款体系,保证更多的人有机会接受更高水平的教育。[61]此外,日本政府承诺,到2025年,将提供价值超过15亿美元的教育资助支持发展中国家的教育。德国政府则指出,截至2022年,联邦政府已通过增值税收份额等方式,出资10亿欧用于支持儿童给保育和学校教育。[62]

(二)以跨界合作、推动教育数字化转型

数字技术应用是构建终身学习社会,确保教育成为一项公益事业和基本权利的重要手段。新冠疫情为数字技术应用带来了新的契机,推动了远程学习的创新,然而数字和教育鸿沟依然严峻,如何实现教育系统的数字化转型,数字化转型的连通性和包容性,开发免费、开放、优质的数字教育内容,实现数字公民、福祉、隐私和安全等是关键问题。

由联合国儿童基金会(United Nations International Children's Emergency Fund,UNICEF)与联合国教科文组织共同发起的"公共数字学习之门"倡议[63],提出要创建全球公共数字学习平台的门户网站,生产、分析并展示关于数字教育资源与平台的最佳实践案例、研究及证据,制定公共数字学习平台的国际规范和标准,帮助各国实现平台质量保障,并为各国建立自己的平台目标与基准提供参考。

一些国家的具体实践也已成为最佳案例共享。例如,葡萄牙自2014年开始推广使用的"美好葡国(AfGP)"公众号。[64]这一应用旨在提升学生的教育参与度,通过搭建一个在线平台,帮助师生使用具有创造和包容价值的数字工具,促进课堂教学活动的开展。印度尼西亚所推出的"被解放的教学"[65],通过设立不同模块,为教师开展自主学习提供服务。目前,已有超过230万用户和14万多所学校在使用。有超过10万教师通过该平台上传自己创建的教学视频与资源,形成庞大的数字教学社群。此外,由印度尼西亚政府搭建的"在线学校报告平台"[66],为学校校长和教师提供了详细的、基于国家系统评估的学校表现报告,为学校开展不同层次与维度的校际比较提供参考。

此外,一些跨领域、多主体协作的案例也为教育数字化转型提供可借鉴经验。例如,由联合国教科文组织负责协调的"技术赋能开放学校"项目[67],为12个国家提供资金和技术支持,规划和试验技术赋能的学校教育模式。由"教育高于一切"组织所创建的"数字学校计划",通过一种混合自学模式,为失学儿童和青年提供了第二次受教育机会,使他们能够不受时间和地点的限制、利用技术和灵活的学习模式进行学习。[68]

(三)以青年为主体、合力推进变革

青年在此次峰会中扮演核心的角色,由青年领导与组织的"动员日活动"是此次峰会

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的首秀,各利益相关方都充分参与其中。峰会通过《青年宣言》[69]向政策制定者和决策者传达青年关于教育变革的集体建议以及青年应对教育变革行动肩负的责任。该宣言是全球170多个国家约50万年轻人广泛磋商后的成果,展示了青年对教育变革的共同愿望。《青年宣言》指出,教育变革势在必行,青年应以合作伙伴身份为实现教育变革目标而奋斗,而不仅仅是被动的受益者。青年处于变革的最前沿,应积极参与政策制定、实施和评估等整个过程,各国政府、社会、国际组织、联合国及教育体系中的关键决策者应为青年参与提供支持。

在本届大会期间,联合国还专门发布"联合国大会女性领袖平台"倡议,围绕"女性领导人如何为应对挑战进行变革提出解决方案"展开深入探讨。[70]与会者指出,在联合国193个会员国中,仅有28名女性国家元首或政府首脑。女性在全球部长中仅占21%,在国家议会中仅占26%,在地方政府选举中仅占34%。按照目前的进展速度,要到2062年才能实现两性在议会中的平等代表权,实现性别平等可能还需300年。此外,全球范围内,女性在STEM领域的参与度严重不足。2019年,女性仅占全球科研人员的29.3%;在东亚和环太平洋地区,这一比例仅为23.9%。科研领域的女性领导人更少,这一领域的性别鸿沟将女性置于日益边缘的风险之中。而女性在政治、经济、社会、科研等领域的发展取决于教育权利的保障。重申通过教育促进性别平等、为女童和妇女赋权,是教育变革行动最根本的任务之一。

此次峰会上,已有128个成员国发布《国家承诺声明》,在减轻新冠疫情对教育的影响、应对学习危机、加强教师队伍建设、数字化转型和增加教育经费等方面,做出具体行动的承诺。中国政府在峰会召开之前,就开展了包括教育部、国家发展和改革委员会、财政部、人力资源和社会保障部等政府部门,教育专家、校长教师、青年学生在内的"国家层面磋商",教育部长还参与了亚太地区教育部长磋商会议、中国专家参加了各行动领域的专题会议。中国的《国家承诺声明》重申,中国政府一贯将教育作为优先发展战略,要发展更加公平包容的优质教育,培养适应未来社会的新一代,构建保障全民终身学习的教育体系,积极推进教育数字化转型,进一步扩大国际教育交流与合作,继续为全球提供教育公共产品,为全球教育的可持续发展贡献中国力量。在落实峰会声明的"2030教育高级别指导委员会"会议上,教育部怀进鹏部长进一步指出,要把峰会承诺转化为行动,要以数字化为杠杆撬动教育整体变革,要激发各方积极性,汇聚教育变革合力。[71]此外,中国将采取更多措施,支持非洲和小岛屿国家教育,特别是女童和妇女教育。

正如联合国秘书长古特雷斯所言,教育变革峰会是一次集体努力。[72]峰会利用联合国这一至高的全球平台,直面人类发展与地球共存的危机、成功地唤起了国际社会对教育危机的深刻认识,激发了各国政府为推进教育可持续发展作出承诺,吸引了广大校长教师、青年学生和社会各界参与教育变革的关注与热情。然而,教育可持续发展目标的实现和人类共同未来的共塑,不仅仅需要一场盛大的宣誓,而更有赖于国际社会真诚坚定的团结协作,有赖于每个国家、每个人基于共识、坚持不懈的集体行动。

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Joint Commitment and Collective Action:
Transforming Education for Sustainable Development
——Focusing on the UN Transforming Education Summit

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Abstract: The world is currently experiencing intersecting crises, including the COVID−19 pandemic, climate deterioration, increased regional conflicts, global economic downturn, and the widened poverty gap. The development of education across the globe is beset by the crises, and this constitutes a serious challenge people face when achieving the sustainable development goals as scheduled in 2030. Therefore, the United Nations（UN）unprecedentedly upgraded education to a global political priority for a shared future for mankind, called for the imperative transformation of education, and held the Transforming Education Summit during the 77th UN General Conference. The Summit appealed to governments of all countries and the international community to promote a global common good in education through five themes: To build inclusive, fair, safe and healthy schools; to rethink the purposes and contents of education and empower learners to learn skills for sustainable development; to strengthen the teaching force and play the role of teachers as knowledge producers; to harness the digital revolution and advance digital learning and transformation in education; and to innovate new approaches for education finance, insure public education investment and spend more equitably and efficiently. The Summit emphasized that education transformation needed unwavering joint commitment of the governments of all countries and quick and collective actions of the international community. Only in this way can we mold the common future of both education and human beings.

Key words: education transformation; sustainable development; school; teacher; digitalization

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