

Analysis of Chinese Higher Vocational Education Policy and Social Responsibility*

GuanEn Wang(Sichuan Normal University)**

[요 약]

Higher vocational education in China has already achieved commendable results as a transition from rudimentary development to high-quality development after more than 40 years of development. After reform and opening up, our country's Institute of Higher Vocational Education has transported a large amount of high-quality technical and technical talents to each field. Higher vocational education is an indispensable part of China's education system, and is an important competency for cultivating "high quality", "practical" and "functional" talents, making a huge contribution to the economic and social development. At the same time, the employment stress of workers with relatively low skills, such as peasant workers, domestic veterans, and retired workers, is increasing. Against this background, higher education is essential to guide and support national policies in order to solve the unemployment problem and provide strong human resource guarantees to society. Higher vocational education policy not only highlights the characteristics of the times unique to the development of higher vocational education in China, but also reflects the trajectory of changes in higher vocational education. Not only is it related to the scientific development of higher vocational education, but it also deals with whether higher vocational education can foster high-quality human resources. Therefore, it is meaningful to study the change process of higher vocational education policy.

Key words: Vocational education, policy analysis, social responsibility, vocational education in China

* This thesis was expanded as a poster presentation at the 1st International Conference of the Korean Association for International Education Exchange(2021.1.26~11.27).

** first author: Assistant researcher of the Institute of Global Governance and Regional Country Studies of Sichuan Normal University, full-time researcher of the Korea Research Center, a key regional and national research base of Sichuan Province(1305125020@qq.com)

I . Introduction

General Secretary Xi Jinping once said that “development is the first priority, innovation is the first driving force, and talents are the first resource.” A country’s strength depends on innovation, innovation depends on talents, and the cultivation of talents requires education. Higher vocational education can not only cultivate workers with higher comprehensive quality, but also cultivate technical skills talents, and at the same time promote the sustainable professional development of all workers. As the domestic economic development enters a brand new stage, the demand for high-tech and skilled talents for economic transformation and industrial restructuring and upgrading has soared; at the same time, domestic veterans, migrant workers, and laid-off workers are facing difficulties in finding employment. The problem has become increasingly prominent. As the type of vocational education that is most closely related to economic and social development, higher vocational education, which cultivates high-level technical personnel, must play a more prominent role. Vocational education policy is a guide to standardize the development direction and path of vocational education, and is helpful to the healthy and sustainable development of vocational education. The country has always attached great importance to the development of vocational education, and combined with the specific conditions and characteristics of the development of vocational education, it has issued a series of policies to support and guide the development of vocational education. The introduction of these policies is not only a concrete portrayal of the country’s emphasis on the development of vocational education. It has also become a source of motivation for the development of vocational education. The new China’s vocational education policy has witnessed the development of vocational education. In the process of policy adjustment, a policy evolution history synchronized with vocational education has gradually formed. Vocational education policy fully reflects the characteristics of the times of the development of vocational education in New China, and also confirms the historical evolution and trend of vocational education in one aspect. The 2019 government work report emphasized the need to increase policy preference for higher vocational education and improve the quality of higher vocational colleges; and proposed that the scale of higher vocational education should be expanded to provide society with high-quality talents to alleviate employment pressure. The government work report of the two sessions in 2020 requires higher

vocational colleges to insist on expanding the scale of enrollment, so as to achieve the goal of reducing employment pressure and stabilizing employment. The Ministry of Education has also successively issued the “National Vocational Education Reform Implementation Plan” and the “Information of the Implementation Plan for Enrollment Expansion Projects”, both of which emphasize the need to expand the enrollment scale of higher vocational education, alleviate employment difficulties, and provide the country with all kinds of technical talents that are urgently needed . Second, we must improve the quality of higher vocational education, increase investment in higher vocational education, and develop higher vocational education. These all require the state to give preference from the policy level.

Since the reform and opening up, the policy on higher vocational education formulated by the state has been continuously improved. These policies are an important support for the development of higher vocational education in our country, point out the direction of talent training, and therefore also reflect the main trend of the development of higher vocational education in our country. Under the guidance of a series of scientific policies, higher vocational education provides a large number of high-quality talents for all walks of life, and has made great contributions to the development of social economy. Therefore, the accuracy of policy formulation is a key factor affecting the development direction of higher vocational education.

The research significance of this paper is as follows. In recent years, there have been more and more researches on higher vocational education, and the research results have also been continuously enriched. Through the sorting of existing literature and research results, it is not difficult to see that the academic research on vocational education policies is more concentrated on the micro level, mainly focusing on the talent training model, the construction and training of faculty, the construction of vocational education curriculum system and teaching methods Reform and so on, but the research on higher vocational education policy is still in its infancy. Higher vocational education policy is an important part of higher vocational education research. Discussions on issues related to the changes in new China’s vocational education policy can provide a theoretical basis for the formulation and optimization of my country’s vocational education policy. Since the 18th National Congress of the Communist Party of China, socialism with Chinese characteristics has entered a new era. The Party Central Committee, the State Council and their subordinate departments have promulgated a series of policies and regulations to promote

the development of higher vocational education. The present is an important stage in the development of higher vocational education, so the research on higher vocational education policy is very necessary.

Economic growth is slowing down, employment pressure is increasing, and China is in a critical period of transforming from a large manufacturing country to a strong manufacturing country. The demand for technical and skilled personnel is increasing, and at the same time, the ability and comprehensive quality of technical and skilled personnel are also raised. Higher requirements. From the current point of view, there is still a large gap in China's senior technical talents, which to a certain extent restricts the high-quality development of China's manufacturing industry, and also affects and restricts the high-quality development of China's economy. The reason for the above problems is that there is still a difference between the quality of talent training in vocational colleges and the demand for talents of enterprises, and there is no effective connection between vocational colleges and enterprises in the cultivation and use of talents. With the continuous deepening of China's reform and opening up, the economic and social functions of vocational education have become more and more perfect, and the role of vocational education has become more and more prominent. The development of vocational education has become an important measure to promote the adjustment of China's industrial structure and achieve sustainable economic development. The role and value of vocational education policies have also been highlighted simultaneously, which has attracted more and more attention from all walks of life. In 2019, the "Special Work Implementation Plan for Higher Vocational Enrollment Expansion" proposes to ease the current situation of excessive employment pressure by expanding the enrollment scale of higher vocational education. With the continuous improvement of the degree of industrialization, my country's demand for high-quality technical personnel continues to increase. The important purpose of vocational education is to cultivate specialized technical talents needed by society. Therefore, higher vocational education should expand the scale of enrollment and give full play to the advantages of "quantity" of talents, and at the same time, it should cultivate high-quality technical talents to meet the society's demand for "quality". Here, whether the policy is scientific or not also determines whether higher vocational education can achieve high-quality development and cultivate high-quality talents.

II. Analysis of Changes and Drivers of China's Vocational Education Policy

1. Vocational Education Policy Environment

1) Exploratory development policy under the background of great prosperity

After the end of the 'Cultural Revolution', in China, many businesses are waiting for closure by industry, so the demand for talents with applied technology and skills is particularly urgent. In 1978, the 11th Third Plenary Session of the Party was held to reestablish the policy of development centered on economic construction. Since then, Deng Xiaoping has prioritized the development of education, emphasized the role of education in supporting economic and social development, and made education one of the main tasks of the government. Vocational colleges met the early demands of Korea's economic development because of its short vocational performance and excellent practicality.

In 1982, at the 5th National People's Congress (NPC), the pilot operation of junior vocational colleges and junior colleges with low cost and effective results was emphasized. This conference is a place to lay the foundation for the policy balance period of 'seeking development' of higher vocational education.

2) Explicit development policy under the background of social needs

After 20 years of exploration and development, higher vocational education has achieved a transition to create something from nothing by setting up the framework of higher vocational education at a beginner level. As our country's industrialization continues to deepen, society's demand for human resources with high qualities has increased. At that time, Korea had high aspirations for higher education as elite education. In Korea, the enrollment rate for higher education is only 4% and the number of teachers and students is low at 7 to 1, so there is ample room for educational expansion. In 1999, the state

developed higher vocational education extensively and made it an important means of promoting the popularization of higher education, and the “Action Plan for the Promotion of Education in the 21st Century” identified the important status of higher vocational education as the improvement of science and technology culture, employment and service. The high level of economic development has been promoted, and the State Council has re-emphasized the massive development of higher vocational education by announcing the Higher Vocational Education “Decision to Promote Whole Person Education on Deepening Education Reform”. As a result, the higher vocational education policy was halted, and the overall policy goal was changed from seeking development to explicit development.

3) Substantialization development policy under the background of higher vocational education recruitment expansion

With the rapid expansion of higher vocational education in the course of decades of external development, the establishment of universities is opaque, the demand for subjects and the market is mismatched, so it is impossible to meet the demand after graduation. There was a problem that it was difficult to select a high-quality hagwon because of the weak inclination towards the school and the low awareness of parents. At the same time, there are voices calling for the substantial development of higher vocational education in Korea. In 2005, the vocational education decision pointed out that there was a need for content development to improve the quality of establishment of vocational colleges, saying that there was an imbalance in vocational education, lack of investment, and the need to improve the quality of establishment. In the same year, the 6th National Vocational Education Workshop pointed out that the development of specialized vocational education in China should be promoted. Higher vocational education policy causes interrupted changes under many environmental factors, and similarly promotes higher vocational education policy toward a balanced period of substantial development.

4) Recruitment Abuse Policy under the Background of Structural Employment Conflict

Higher vocational education has continuously improved the quality of education as the intensity of government support has been gradually strengthened during the period of substantial development for more than a decade. However, as industrialization deepens and industries change, the market has shifted to high-tech manpower, and the low-skilled manpower faces the risk of structural unemployment. As the economic slowdown is serious and international trade frictions intensify, the difficulty in finding employment is exacerbated. Against this background, the expansion of higher vocational education is positioned as an important measure for the economic development of the government. In the two government work reports in March 2019, higher vocational education was used as a strategic measure to relieve job stress by specifying an increase of 1 million won. In May of childhood, six ministries, including the Ministry of Education, announced plans to secure high-quality manpower necessary for national development as a strategy to address the shortage of highly skilled manpower by expanding higher vocational education. This change in policy goals means the suspension and change of higher vocational education policy, and the direction of higher vocational education policy will be determined in the future.

2. Higher Vocational Education Policy Image Change and Feedback Mechanism

Education resumed after the University Scholastic Ability Test in 1977. In 1982, in the “Sixth Five-Year Plan for National Economic and Social Development of the People’s Republic of China“, according to the needs of economic and cultural construction and the school’s own conditions, a plan was announced for trial operation of junior colleges and vocational colleges. Higher vocational education started right away at junior vocational colleges. Accordingly, the pilot operation of higher vocational education, which is the overall goal of the policy to seek the development of higher vocational education, is the focal point of our higher vocational education business and the policy image of this stage. The plan is to establish a short-term vocational college by providing policy guarantees while setting the stage for higher vocational education. These measures prove the effectiveness of higher vocational education and high socioeconomic growth along with adverse effects on the overall goal and policy image of the policy.

In 1988, when new demands for talent were raised in the economic transformation and industrial restructuring, the Ministry of Education included the reform and reform of higher vocational colleges, higher vocational education resources, higher vocational education admission system, and the link between higher education and vocational education. In line with the economic and social demands, the development of education established a positive feedback mechanism for higher vocational education policies, and announced a promotion plan to promote the development of higher vocational education that promotes a negative image by activating higher vocational education. As a result, the high vocational education external ceremony developed into the core of the higher vocational education policy at the time. The 3rd National Education Workshop in 1999 emphasized the need to foster various types of higher vocational partners and expand higher vocational education. In the late 1990s, the state encouraged the major development of higher vocational education and the establishment of a church member system where different types of education intersect. These measures promote the expansion of higher vocational education, and the negative feedback mechanism that promotes the expansion of higher vocational education is strengthened.

At the 6th National Vocational Education Workshop held at the State Council in 2005, Prime Minister Wen announced that he would greatly develop vocational education with Chinese characteristics, which also emerged as a new policy image. During this period, higher vocational education established the basic ideology of 'Developing Chinese-specialized vocational education, and higher vocational education walking the path of substantial development'. Next, the Ministry of Education subdivided the policy goals into stabilizing the recruitment unit and improving the quality of education through an article titled Opinion on the 1115th General High School Installation Work. This positive feedback mechanism reinforced the positive policy image of 'development of vocational education with Chinese characteristics' and 'substantial development'. With the upgrading of the industrial structure, the demand for high-quality technical and functional manpower is increasing day by day. In 2010, the Central and State Council of the Communist Party of China published the 'Guideline for the National Mid- to Long-Term Education Reform and Development Plan (2010-2020)', and the Ministry of Education and related ministries said, 'Focus on quality improvement, create a phase of industrial-school convergence development, and supplement institutional standards. ' has fine-tuned the policy goals towards The policy goal leads to

qualitative improvement in the development of specialized vocational education in China. Formation of industrial-school convergence structure on a stable scale, standard system improvement, and solid image for the substantial development and development of China's specialized vocational education. A higher vocational education system for In the course of decades of development, tertiary vocational education has provided society with high-qualified human resources necessary for mass economic development and transformation, demonstrating the effectiveness of the macroscopic and microscopic aspects of tertiary vocational education.

In 2019, the National Bilateral Conference was held in Beijing, where the downward pressure on the Korean economy is increasing and the employment situation is getting stricter. In this meeting, the policy image of 'expansion of higher vocational education' was entered into the policy agenda and the 'implementation plan for the special project to expand the employment of high school personnel' was jointly formed by six ministries including the Ministry of Education. Opinion' is published separately and the overall goal of the policy is 'expansion of employment for senior positions'. The 2020 national two-party 'government work report' again stated that it would achieve job stability and expansion in every way by achieving the goal of increasing the number of higher vocational education by 200 this year and next year. In the same year, the Ministry of Education continued the spirit of the 2019 and 2020 two meetings, both in terms of the 'Notice on the Recruitment Expansion of Senior Positions in 2019 and 2020' and the 'Notice on the Recruitment, Training and Management of Veteran Students at Senior Schools' Through the expansion and follow-up work, the policy goals and policy measures with the core of hiring high-ranking positions were realized, and the negative feedback mechanism showed equity, deepening the policy image.

3. Transformation of policy leadership

From 1978 to 1997, policymakers for higher vocational education were mainly concentrated in the State Council and the Ministry of Education. Education policy tends to implement higher vocational education on a trial basis in various forms. The purpose is to develop students' employment skills, improve the higher education system, and satisfy the market's talents. At this stage, the policy is in a state of monopoly policy, which is

concentrated in government departments, and is a balanced period with no significant changes in policy goals.

In 1998, the policy of higher vocational education was changed due to changes in the domestic and overseas economic landscape. Since 1997, there has been a growing demand for children to have higher education and to expand higher education. The government policy plan began to lean in this direction, and the transition to an open policy field was achieved from simple government ministries' participation to government, social capacity, and the private sector (limited participation). At the same time, the negative policy image changes according to changes in the political domain under the reinforcement of the positive feedback mechanism, and the policy goal is changed from exploratory development to explicit development. The author mainly consisted of the State Council and the Ministry of Education, allowing a monopolistic political sphere to be formed.

Although the explicit development of higher vocational education in 2005 achieved some results, there were several problems. The 6th National Vocational Education Workshop was attended by the Ministry of Education, the Ministry of Labor and Social Security, the Ministry of Agriculture, and the National Development and Development Committee. As new actors enter the policy process, the policy domain is transformed from the existing monopolistic policy domain to an open policy domain, and at the same time, there is a change in policy output according to the catalyst of negative policy image and positive feedback mechanism. To develop vocational education and to improve the quality of higher vocational education.” However, the series of policy documents published in 2006 and 2018, such as opinions on the implementation of the modern student system pilot project, are ostensibly an exclusive policy forum created by both the Ministry of State and the Ministry of Education.

In 2019, tertiary vocational education went through more than 10 years of substantial development, and the quality of education has improved remarkably: However, new demands for higher vocational education have been raised due to changes in domestic and foreign circumstances. This is a 'special implementation plan for high rank increase', which was put forward by the Ministry of Education, the Ministry of Finance, the Ministry of Agriculture and Rural Affairs, and the caesarean section, such as the Ministry of Education, Ministry of Finance, Ministry of Agriculture and Rural Affairs, and the Ministry of Veterans' In the process of drafting the plan, the policy area was changed from the existing

monopolistic policy area to the open policy area, and the overall policy objective was changed due to the negative policy image and the promotion of the positive feedback mechanism. changed and the policy of higher vocational education was suspended.

III. History of China's Higher Vocational Education Policy

The interrupted equilibrium theory has a certain interpretive power on the process of change in higher vocational education policy, and its core framework and elements can effectively interpret the interrupted balanced change in higher vocational education policy to some extent.

First, the effectiveness of deciphering the suspension equilibrium theory. The interruption balance theory mainly shows the validity of the interpretation of China's tertiary education policy changes in the following two aspects. One is that the process of changing higher vocational education policies and the core idea of the disconnected equilibrium theory are in line with each other.

Second, all changes in higher vocational education policy can be interpreted as the core concept of the intermittent balance theory. Key concepts in the intermittent equilibrium theory include policy images, policy domains, feedback mechanisms, and issue events.

Third, it is the finiteness of the interpretation of the suspension equilibrium theory. The limitation on the interpretation of the tertiary vocational education policy transformation process of the interruption balance theory is that the institutional basis of the interruption balance theory does not apply to reality in Korea. The theory of intermittent balance is an element that inevitably includes the US political structure and power management mechanism in the framework of the theory built on the US capitalist system, and among them, the motive for policy change is the most obvious. As for Korea's higher vocational education policy, since Korea is a socialist country led by the Communist Party of China and state power belongs to the people, the driving force for policy change is very different from that of Western countries. The factors for policy change in Korea are mainly the changes in the policy environment and the actual needs of society. is to satisfy

The suspension equilibrium theory originated in the United States, and has a high level

of interpretation for policy changes in the West. Looking at the process of changing higher vocational education policies, the suspension equilibrium theory has limitations in its ability to interpret policy change. Therefore, in line with the practical suspension and balance logic of the higher vocational education policy, the high-level education policy in Korea must be adjusted to the changing logic. First, we need to adjust the factors within the framework of the interrupted equilibrium theory. Second, new actors of policy capacity must be regulated. In conclusion, when a higher vocational education policy is established and promulgated in the process of changing Korea's higher vocational education policy, a certain general policy goal is set and the policy continuity is maintained and the balance is often reached. However, the policy balance period will not last forever, and the policy direction is changing due to the policy environment and issues, the policy image change due to the shift in attention, and the influence of positive feedback.

IV. Changes in higher vocational education policy and social responsibility

As a result of analyzing the change process of higher vocational education policy in China in conjunction with the suspension balance theory, it was found that there is room for improvement in the change process of higher vocational education policy in China.

First, it is to realize the fairness of education by clarifying the status of higher vocational education.

Higher vocational education is stipulated in the law as an important component of higher education in Korea, but higher vocational education is developing into three dimensions of modern vocational education: professional vocational education, undergraduate vocational education, and graduate vocational education (professional degree graduate education). . Higher vocational education in Korea has already formed a relatively complete system that encompasses four classes: junior college, undergraduate, master's, and doctorate. However, there were deviations in actual work. In recent years, students and senior colleges alike have been eager to enter the university. This is because general education is more important than vocational education due to the influence of conventional wisdom. First, the

state should raise the selection method and standards for higher vocational education in terms of talent selection. Next, educational resources and policies should be combined so that the Institute of Higher Vocational Education can receive the same treatment as general universities. In fact, the number of professional technical manpower who can establish and produce higher vocational education is no less than that of general high school graduates.

Second, policy initiation must be based on reality, and decision-making must be made scientifically.

There is a saying Confucius in China ‘If you are not there, you will not do it’. Policy simulations must not match the changes in reality. First of all, policy makers build an information feedback system starting from the domestic and foreign environment to immediately discover the deficiencies of existing policies, and whether to make new demands for higher vocational education by discovering the political, economic, and social environment faced by educational policies, policy makers based on that foundation have to raise an issue. Second, policy makers should be able to collect sufficient information, scientifically predict the trajectory and performance of policy implementation, and establish scientifically feasible policies based on realistic foundations such as teacher competency, quality of education, and establishment conditions for the development of higher vocational education.

Third, it is necessary to realize the democratization of policy-making through the participation of multiple actors in policy-making. The participation of multiple subjects in social governance is conducive to the different effects of multiple subjects and the formation of synergy. First, we must clarify the leadership role of the government’s education department. The second is to clearly participate in the decision-making of other subjects. This is related to the ability of various government departments, universities and other social entities related to higher vocational education policies to feedback their current conditions and needs. Only when the subjects feedback their own status quo, the problems they face, and the actual needs, can they formulate education policies in a reasonable manner. Finally, create policy conditions for multiple entities to participate in decision-making. Through organizational and legal system construction measures, vocational colleges, school-enterprise cooperation enterprises and social think tanks are incorporated into open decision-making organizations.

Fourth, avoid the absence of policy and increase policy enforcement power. First of all, it is to clarify the subject of each ministry. In the future, it is necessary to scientifically decompose the policy and rationalize the subdivided policy into local governments and higher vocational colleges so that the division of work does not overlap vaguely. Lastly, in order for the higher vocational education policy to operate smoothly, a scientific policy enforcement feedback and evaluation mechanism is needed.

Fifth, enrich and improve the channels for the public to put forward opinions and suggestions, and promote the improvement of policies. Improve the transparency of policy implementation, enrich the channels for public supervision and suggestions, extensively listen to the opinions and suggestions of the public, build a diversified platform, open up communication channels, so that the government can collect opinions and suggestions on vocational education from all parties through multiple channels, and continue to modify and improve the policy, and then formulate a more scientific and democratic policy system for the development of vocational education, enhance the scientificity and democratization of the vocational education policy, and make the policy meet the needs of the development of higher vocational education and social development to the greatest extent.

참 고 문 헌

- Hood C. The tools of government in the information age[M]. The Oxford handbook of public policy. 2006.
- Christopher Pollitt. Managerialism and the Public Service:The Anglo American Experience. [M]. Basic Blackwell,1990
- 牛征著. 职业教育经济学研究 [M]. 天津:天津教育出版社,2002.
- 乔云霞,李峻. 我国高等职业教育发展七十年的回顾与政策建议[J]. 职教发展研究,2019(3):8-15.
- 宋琴婷. 间断-均衡视角下我国社会组织政策变迁研究 [D]. 华中师范大学,2014.
- 时丽颖等. 德国职业教育发展动力分析[J]. 承德石油高等专科学校学报,2014
- 潘懋元,朱乐平. 高等职业教育政策变迁逻辑:历史制度主义视角[J]. 教育研究,2019,40(3):117-125.
- 曲铁华,王瑞君. 40年来我国高等职业教育政策演进历程与特点[J]. 沈阳师范大学学报:社会科学版,2019,43(4):96-105.
- 刘慧. “新常态”下政府与市场关系的探究[J]. 时代报告,2016(16):104-104.
- 罗喜娜. 我国职业教育内涵嬗变的价值探索[J]. 当代职业教育,2018(4):59-63.
- 杜秋霞. 经济新常态下职业教育产教融合机制研究[J]. 职业,2021(11):32-33.
- 欧阳恩剑. 现代职业教育体系下我国高职人才培养目标定位的理性思考与现实选择[J]. 职业技术教育,2015(19):24-27.
- 罗琦,陈桃珍. 内涵式发展语境下职业教育评价的新思考[J]. 江苏高教,2019(5):49-53.
- 赵新华. 建党百年我国高等职业教育培养目标的变迁历程与未来特征[J]. 教育与职业,2021,(16):21-27.

게재신청일: 2021. 12. 06.

게재확정일: 2021. 12. 20.

【Abstract】

중국의 고등직업교육 정책과 사회적 책임 분석

GuanEn Wang(Sichuan Normal University)

한국의 고등직업교육은 40년의 발전 끝에 기초적인 발전에서 질적인 발전으로의 전환으로 이미 칭찬할 만한 성과를 거두었다. 중국의 고등직업교육원은 개혁개방을 거쳐 많은 양의 양질의 기술 인재들을 각 분야로 이송하였다. 고등직업교육은 중국 교육제도의 필수불가결한 부분으로서 “고품질”, “실용” 및 “기능성” 인재를 양성하는 중요한 능력으로 경제 및 사회 발전에 큰 기여를 한다. 이와 함께 소작농, 가사도우미, 퇴직근로자 등 상대적으로 기능이 낮은 근로자의 고용스트레스가 증가하고 있다. 이러한 배경에서 고등 교육은 실업 문제를 해결하고 강력한 인적 자원을 사회에 제공하기 위해 국가 정책을 안내하고 지원하는 데 필수적이다.

주제어 중국의 직업교육, 정책분석, 사회적 책임, 직업교육