

# **An Innovative Research on the Construction of Employment Security System for College Students Based on Holistic Governance**

—Based on a survey of college students in Shanghai

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**Abstract:** In the report of the 19th National Congress of the Communist Party of China, General Secretary Xi Jinping once again emphasized that “employment is the greatest livelihood of the people.” From the perspective of holistic governance theory, this paper explored problems in current employment security system for college students through a questionnaire survey of college students in Shanghai. It is proposed to promote the integration of central-local relations, inter-ministerial relations, and the integration of political-university-society relations, the establishment of a collaborative cooperation mechanism between government, market, society, and colleges and universities. The fragmented issues in employment security system of college students were studied and an innovative research from the perspective of holistic governance has been done, so as to explore the construction of a more effective employment security system for college students.

## **1. Research background**

Regular colleges and universities have expanded their enrollment since 1999. In the two decades to 2019, the total number of college graduates has soared from 840,000 to 8.34 million, an increase of nearly 10 times in 20 years. The employment pressure of college students has also risen sharply. "The employment difficulty for college students" has become the focus of the society.

The employment of college students is not only related to the personal development of college students and the construction of higher education, but also affects the harmonious progress of society and the healthy development of the national economy. Currently, the employment security system for college students in China has serious fragmented problem due to the lack of coordination and cooperation in the process of ensuring the employment of college students.

As a new public management theory, the theory of holistic governance has gradually emerged in Western academia since the 1990s. The theory emphasizes that the needs of citizens are the orientation of governance, information technology is the governance approach, and the institutionalization is the prominent feature. Through institutionalization, the relationship between governance subjects can be clarified, which is conducive to realizing holistic governance goals. Informatization has further promoted the interconnection and information sharing between different governance entities and stakeholders, breaking the dilemma of "information silo".

Therefore, whether in terms of theoretical connotation, important features, or content, the emergence of holistic governance theory undoubtedly provides theoretical support and new research approach to effectively solve the employment of college students, especially for the establishment and improvement of the employment security system for college students.

## **2. Research content**

In this paper, college students in Shanghai were selected as the research sample, and questionnaire surveys are used to explore the influence of employment security system on the employment of college students in terms of national policies, social security, employment promotion, job market, university talent training models, and employment guidance. Through

empirical investigations, shortcomings of the employment security system for college students were deeply explored, so as to put forward feasible suggestions for constructing an efficient employment security system for college students.

### **3. Findings**

#### **3.1 Current Employment Security System for College Students**

At present, China's employment security system for college students is guided by government employment policies, college employment guidance as the core, social organization employment services as the support, and employers' employment needs as resources. In this multi-dimensional framework, all entities guarantee the employment of college students as the goal, influencing and penetrating each other, and playing different roles.

Through empirical investigations, it can be found that the employment security system for college students has deficiencies in employment policy, employment supply and demand, employment services, and employment education.

##### **3.1.1 Employment policy**

###### **3.1.1.1 Relatively backward legal construction**

At present, the legal construction to guarantee the fair employment of graduates in China is still relatively lagging behind, unable to provide strong legal support, and the top-level design needs to be strengthened. In particular, the legal construction related to the protection of the legal rights and interests of graduates, employment discrimination, and employment promotion must be continuously improved.

###### **3.1.1.2 Difficult communication and coordination between policy entities**

When implementing the employment policy, government agencies, social markets, colleges and universities, employers, and college students did not form a synergy among policy entities, and were still in a decentralized and independent state. Different entities had their own interest demands, thereby destroying the integrity and continuity of the central policy. As a result, the employment promotion policies for college students have been strongly introduced but frequently become ineffective.

For example, undergraduate starting-up policy, government subsidies, entrepreneurial park technical support and many other incentive policies are issued by the nation. Whereas, college student entrepreneurs are often restricted by various applicable conditions and cannot make full use of policies because of the differences in the functional settings and institutional functions of the government and entrepreneurial parks.

###### **3.1.1.3 Institutional obstacles to policy implementation**

Institutional obstacles such as household registration issues, file issues, social security issues, and placement issues after the expiration of service have also severely hindered the normal operation of the graduate employment mechanism.

##### **3.1.2 Employment supply and demand**

###### **3.1.2.1 The inconsistency between profession and employment**

Many colleges and universities lack the feature of times and practice in the setting of disciplines and majors, and cannot meet the needs of society in talent training, which ultimately leads to difficulties for graduates in employment.

###### **3.1.2.2 Serious high consumption of talents**

Many employers have problems such as chaotic employment standards and unclear employment conditions, lacking training mechanisms, dynamic output mechanisms, and perfect job promotion mechanisms in terms of specific talent capabilities and motivation mechanisms, resulting in serious

high consumption of outstanding talents.

### **3.1.3 Employment services**

#### **3.1.3.1 Imperfect employment information platform**

At present, the informatization level of employment services for college students in China is generally lower than that of developed countries. Governments, colleges and universities, and enterprises lack a resource sharing platform when publishing information, and there is difficulty in information communication and data conversion.

#### **3.1.3.2 Narrow scope of information exchange and low integration**

There is a big gap in employment information services between colleges and universities, and there are problems such as low frequency of communication, narrow fields, and limited content. There is no complete information exchange and sharing mechanism between colleges and universities, resulting in information segmentation, isolation, and closure.

### **3.1.4 Employment education**

#### **3.1.4.1 Superficial career development education**

In recent years, although Chinese colleges and universities pay more and more attention to employment guidance for students, they still have not established the important position of career development education. Many colleges and universities do not have such professional courses, but they offer relevant lectures from time to time, and the coverage is relatively insufficient. Although some colleges and universities offer relevant courses, they do not have full-time teachers, but part-time instructors or student workers. They lack practical experience in career environment and development, causing that teaching is theoretical. Professional education or even personalized guidance for career development is impossible. In the end, it deviates from the original intention and theme of the teaching design of career development education, and finally becomes superficial.

#### **3.1.4.2 Lack of fostering of employment view**

Most college students, especially freshmen or graduate freshmen, do not have a deep understanding of the current employment situation. During the study, they did not spend time on improving their knowledge and practical ability; many college students did not have a clear career plan during their studies.

## **3.2 Analysis on the Causes of Problems in the Employment Security System for College Students**

### **3.2.1 Fragmented central-local relations: governance levels to be integrated**

The lagging legal construction and many institutional obstacles are mainly due to the fragmented central-local relations. In other words, the central and local governments have inconsistent value pursuits or goal orientations in the employment security system for college students. The central government often needs to take into account the interests of all parties and indeed affect the whole. The promulgation of many laws and regulations requires a long period of demonstration and experimentation, and local governments will inevitably run into problems in their specific implementation. The governance levels between the central and local governments urgently need to be integrated.

### **3.2.2 Fragmented inter-ministerial relations: governance functions to be integrated**

The unclear division of labor, low policy implementation efficiency, narrow scope of information exchange, and low integration of policy implementation agencies are caused by insufficient inter-ministerial relations and insufficient coordination, that is, the fragmented inter-ministerial relations. Due to the complexity of employment issues, an employment policy often involves multiple government departments in the actual implementation process, such as education administration, finance, and human resources. So it is required to attach importance to the

integration of inter-ministerial governance functions.

### **3.2.3 Fragmented political-university-society relations: public and private sectors to be integrated**

Difficulty in communication and collaboration between policy entities, imperfect employment information platforms, lack of fostering of employment view, inconsistency between profession and employment, high consumption of talents by employers, and superficial career development education mainly occur to the government, society and colleges and universities. The government and colleges and universities lack the necessary exchanges and cooperation in the employment security system for college students, the participation of social forces is insufficient, the integration is not strong, and the relationship between government, society and university is fragmented.

### **3.3 Paths to construct employment security system for college students**

According to the above analysis, the employment security system for college students in China can be constructed and improved from several aspects.

#### **3.3.1 Integrate Central-Local Relations: Focusing on the Centripetal Force of Policy Design**

The relations between the central and local governments urgently needs to be integrated. At the national level, the top-level design shall be performed well and the regulation of local employment policy implementation activities should be strengthened to ensure that employment policy implementation activities can continuously meet the needs of citizens. One of the main contents of holistic governance is to emphasize the central government's macro-coordination and coordination role. From the perspective of vertical control, planning, and execution, or from the perspective of promoting cross-departmental cooperation, a strong central government has been considered as an important prerequisite for promoting effective cooperation between the public sector.<sup>[1]</sup>

At local levels, it is necessary to put people first, ensure that it is consistent with the goals of the central employment policy implementation, and improve the centripetal force of policy implementation; improve the employment market for graduates through the continuous establishment and improvement of relevant laws and regulations; further improve the information consultation and service mechanism, and earnestly implement and implement various preferential policies.

#### **3.3.2 Integrate inter-ministerial relations: improve the coordinated policy implementation**

Under the premise of clear responsibilities, government departments should work together to further strengthen information communication, further coordinate their respective responsibilities, and build a long-term mechanism for improving the fragmented inter-ministerial relations.

#### **3.3.3 Integrate political-university-society relations: strengthen service guarantee cohesion**

It is necessary to establish an employment service management system for college students with social participation, build a comprehensive, efficient and smooth information network platform, cooperate to build a training base, and comprehensively carry out innovation and entrepreneurship education, improve the fragmented political-university-society relations, and promote the effective integration, so as to enhance the cohesion of the political-university-society services to ensure the employment of college students, under the premise of a win-win situation for the tripartite, achieve full employment for college students, and stabilize the employment security system for college students.

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