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## RESEARCH ON CHINESE AND GLOBAL VOCATIONAL EDUCATION PUBLIC ADMINISTRATION: A COMPARATIVE ANALYSIS AND LITERATURE REVIEW

**Abstract.** The work presents the results of a review of the core literature published in China and other countries of the world over the past 11 years on the public administration in vocational education. **The purpose of the publication** is to identify the differences between the approaches of China and other countries in matters of public administration of vocational education and to understand the general trend of conducting advanced research and making it public. This work contributes to the deepening of scientific research on the development of public administration in the field of vocational education in China. **Methodology.** Methods of analysis and synthesis, graphic, statistical analysis and modeling were applied; the main search was carried out on the core literature published from 2013 to 2023 using the Web of Science database and the China National Knowledge Infrastructure database. **Scientific novelty.** The author figured out, that vocational education governance has been a hot topic in global governance research. The developed countries of Western vocational education have formed mature governance models, and the following are typical: Germany's «Dual System», Switzerland's «Triple System», Australia's TAFE colleges, France's Apprenticeship Training Center model, the United States of America's Cooperative Education, the United Kingdom's «Sandwich» model, Singapore's «Teaching Factory», and the Japan's Industry-Education-Research Cooperation model, and so on. **Conclusions.** It was cleared out that the Western literature focuses on governance practices, where scholars have studied the diversity of policies and cooperation, such as the complex interactions between government and business around economic and social goals, the impact of policy relocation on the formation of collective skills systems in the region etc. Chinese scholars' research on public administration based on the discourse system with Chinese characteristics has become a research hotspot in China during recent years, and the research results are mainly focused on three areas, such as vocational education governance model, university governance and developing governance theory.

**Key words:** China's research on Vocational Education, International research on Vocational Education, vocational education governance, public administration, literature review.

## ДОСЛІДЖЕННЯ КИТАЙСЬКОГО ТА ГЛОБАЛЬНОГО УПРАВЛІННЯ ПРОФЕСІЙНОЮ ОСВІТОЮ: ПОРІВНЯЛЬНИЙ АНАЛІЗ І ОГЛЯД ЛІТЕРАТУРИ

**Анотація.** У роботі представлено результати огляду основної літератури, опублікованої в Китаї та інших країнах світу за останні 11 років щодо управління професійною освітою. **Мета публікації** полягає у визначенні відмінностей між підходами Китаю та інших країн у питаннях державного управління професійною освітою та розумінні загальної тенденції проведення передових досліджень й їх оприлюднення. Ця робота робить внесок у поглиблення наукових досліджень щодо розвитку державного управління професійною освітою в Китаї. **Методологія.** Було застосовано методи аналізу та синтезу, графічний, статистичного аналізу та моделювання; проведено пошук основної літератури, опублікованої з 2013 по 2023 рік, використовуючи ресурси бази даних Web of Science і бази даних Китайської національної інфраструктури знань. **Наукова новизна.** Автор з'ясував, що розвинені країни сформували моделі державного управління розвитком професійної освіти, серед яких: «Подвійна система» Німеччини, «Потрійна система» Швейцарії, коледжі TAFE в Австралії, модель Apprenticeship Training Center у Франції, кооперативна освіта в Сполучених Штатах Америки, модель Великобританії «Сандвіч», сингапурська «Навчальна фабрика», японська модель співпраці промисловості, освіти та досліджень. **Висновки.** Було з'ясовано, що західна література в основному зосереджена на практиках управління, де науковці вивчали різноманітність політики та співпраці, зокрема складну взаємодію між урядом і бізнесом навколо реалізації економічних і соціальних цілей, вплив політики на формування освітньо-професійної системи в регіоні тощо. Дослідження китайських вчених засноване на системі дискурсу з китайською специфікою, і результати дослідження в основному зосереджені на трьох сферах, таких як модель управління професійною освітою, університетське управління та розвиток теорії управління.

**Ключові слова:** дослідження професійної освіти в Китаї, міжнародне дослідження професійної освіти, управління професійною освітою, огляд літератури.

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**Introduction.** Vocational education governance has been a hot topic in global governance research. At the theoretical level, Western scholars have depicted a theoretical overview of the collaborative governance of multiple subjects in vocational education based on the theory of governance in higher education. Braun, D. and Merrien, F. X. (1999) proposed three elements affecting governance based on the «state – market – academic organization» triangular coordination theory. Scholars such as Harry de Boer have designed the concept of «governance equalizer» by combining multidisciplinary perspectives (王思懿, 2018). New approaches to assessing the public administration of vocational education, such as complexity theory, organizational theory, and network theory, have been developed (Gornitzka, Å., Kyvik, S., & Stensaker, B., 2005; Honig, M. I., 2012). At the practical level, the developed countries of Western vocational education have formed mature governance models, and the following are typical: Germany's «Dual System», Switzerland's «Triple System», Australia's TAFE colleges, France's Apprenticeship Training Center model, the United States of America's Cooperative Education, the United Kingdom's «Sandwich» model, Singapore's «Teaching Factory», and the Japan's Industry – Education – Research Cooperation model, and so

on. It is worth mentioning that the «Copenhagen Process» initiated by the European Union has had a positive impact on the formation of the European collective skills system, which provides a practical sample for the globalized governance of vocational education.

China's vocational education started late (章武媚, 2016), in 1980<sup>th</sup>. The localized theory of vocational education public administration is not abundant, and the historical node of establishing a modern vocational education governance system has to be traced back to the early stage of China's reform and development. In 1985, the CPC Central Committee promulgated the Decision on the Reform of the Education System, in which it proposed that «a system of vocational and technical education should be gradually built up from the primary level to the advanced level, with a matching industry and reasonable structure, as well as communicating with general education» (中华人民共和国教育部, 2006), heralding the budding of a modern vocational education governance system in China. In 1996, the Vocational Education Law of the People's Republic of China was enacted, laying a solid foundation for the legal governance of vocational education in accordance with law.

In 2022, new amendments were made to the vocational education regulations, making

it clear that vocational education has the same importance as general education (中华人民共和国教育部, 2020). Over the past 40 years, China's modern vocational education governance system has endeavored to give vocational education the legitimacy of an independent type of education, and has pushed China's vocational education forward from a «level» to a «type» of education. Although China's vocational education has made a breakthrough development, there are still difficulties that need to be solved. It worth to be mentioned that the localized governance theory of vocational education is not rich, the cooperation between schools and enterprises is not close enough, and the skill level of talents does not match, etc. These problems need to be studied by Chinese scholars beyond the theoretical horizon of education into the scope of public management theory to provide a «Chinese solution» for the modernization of vocational education governance.

**Methodology. Data collection.** Selecting «vocational education», «governance» and «modern vocational education governance system» as keywords, we searched the core literature published from 2013 to 2023 using the Web of Science database (later referred to as WOS database) and the China National Knowledge Infrastructure database (later referred to as CNKI database) as data sources, extracted the time of publication, the governance of each article, and extracted the information of each article from the database. Finally, a total of 954 literatures from the WOS database and 1,511 literatures from the CNKI database were included in the analysis and statistics.

**Analysis Methods.** In this study, CiteSpace software was chosen to statistically analyze the CNKI database data and WOS database data respectively, using four analytical indexes: keyword co-occurrence, keyword clustering and keyword emergence. CiteSpace software is mainly used to study the research hotspots and frontiers in a field by analyzing the co-occurrence of high-frequency keywords, emerging terms, and keywords in the literature, and it can also be used to analyze and predict the hotspots, the history of evolution and development, and the research fronts and trends in the discipline (Yang, D. et al., 2023).

Keyword co-occurrence specifically refers to the situation where multiple keywords appear simultaneously in different literatures. In fact, keyword co-occurrence presents the relationship network mapping of high-frequency keywords, and we analyze the centrality of high-frequency keyword mediators to reveal the mutation and

transformation relationship of research hotspots within the topic area. In the keyword co-occurrence graph, the node size represents the frequency of occurrence, and the centrality size indicates the importance and influence of the node in the research. By the node size, combined with the centrality and keyword occurrence frequency, the focus and hotspot in the research field can be known. Keyword clustering is mainly to analyze the correlation between keywords, which summarizes and groups the research fragments so as to effectively reflect the research hotspots and progress status in the field. Keyword emergence mainly detects words or terms that appear with significantly increased frequency in a certain field or topic within a certain period of time, and is used to understand the cutting-edge of research, shifts in research focus, and the latest dynamics of research hotspots, and helps to predict the subsequent development trends in the field.

**Results Analysis and Discussion. Keyword co-occurrence and cluster analysis.** Through the keyword co-occurrence network, it can be found that the research subfields of vocational education governance in China are very abundant (Fig. 1), distributed among education governance, curriculum system construction and rural vocational education, involving several hotspots such as higher vocational colleges and universities, industry-teaching fusion, school-enterprise cooperation, governance system, governance capacity, and governance structure. After clustering the keywords, 12 categories were obtained (Fig. 2), with the heat from highest to lowest being vocational education, governance system, higher vocational colleges and universities, pathway, industry-education fusion, school-enterprise cooperation, governance, rural revitalization, system construction, system, industrial structure, public rationality, and fusion education. With the location distribution and spatial density of the keywords in the co-occurrence network, we found that the research perspectives on the public administration of vocational education in China are mostly from the vocational colleges of higher vocational education, and closely linked in the fields of industry-teaching integration and university governance; unfortunately, the literature on vocational education as regarded as a public good, especially vocational education as a type of education, is relatively sparse in density, and the relationship between the results is not close enough.

On the contrary, the structure of the keyword co-occurrence network in English literature tends to be close to a symmetric structure (Fig. 1), with the central term close to the center of the network,



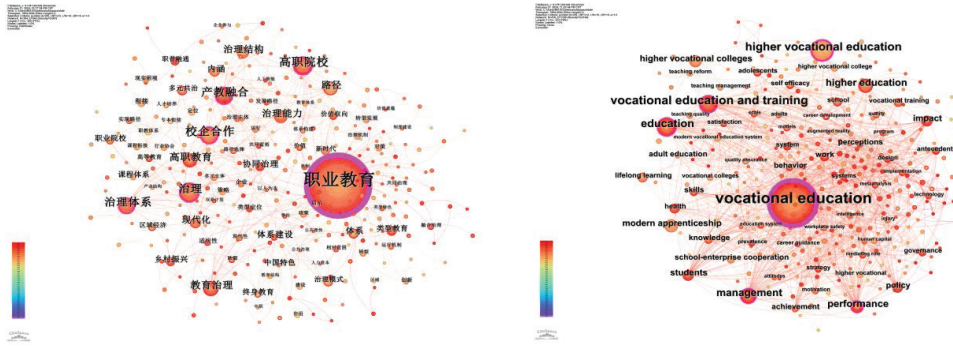


Fig. 1. Keyword co-occurrence map between Chinese and English literature

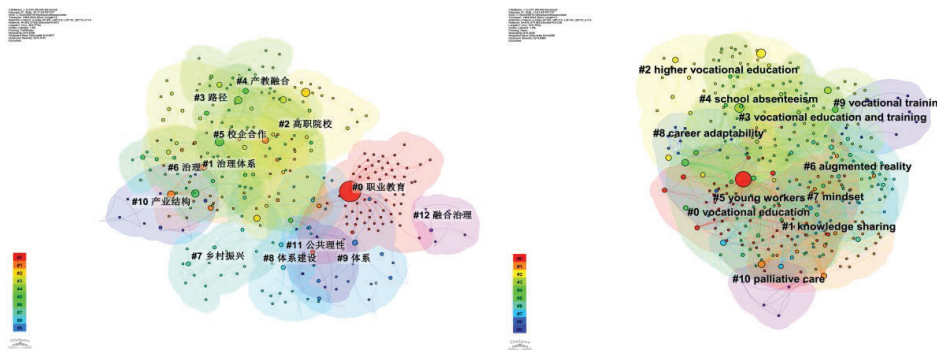


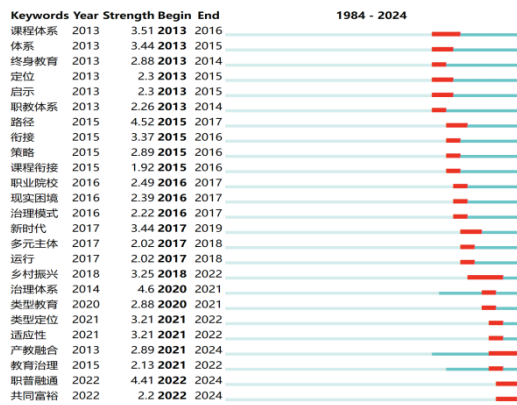
Fig. 2. Keyword clustering diagram of Chinese and English literature

and the related subfields are more evenly distributed on the outside of the co-occurrence network, which includes higher vocational education, lifelong education, modern apprenticeship, management, performance, policy, governance, impact, and higher education, respectively. In addition the density of the co-occurrence network is concentrated on research actions such as cognition, implementation, design, meta-analysis, behavior, and response. After clustering the keywords, 12 categories were found (Fig. 2), and the hotness, in descending order, was vocational education, governance system, higher vocational colleges and universities, pathway, industry-teaching fusion, school-enterprise cooperation, governance, rural revitalization, system construction, system, industrial structure, public rationality, and fusion education. Taking into account the position distribution and spatial density of the keywords in the co-occurrence network, the typology can be summarized into the following two logical main lines, one is to enhance the vocational adaptability of vocational skills in vocational education, and the other is to realize the knowledge dissemination and sharing of knowledge in vocational education through information technology among young workers.

**Keyword emergence analysis.** The keyword emergence analysis showed that the research

focus of the English core literature can be divided into two phases, using 2019 as the dividing line (Fig. 3). Before 2019, research hotspots were mostly related to education management, such as school-enterprise cooperation, modern apprenticeship system, vocational colleges and universities, teaching reforms, and teaching quality, etc. After 2019, the focus of research is closer to the study of public governance itself, with emergence of keywords such as governance, impact, policy, and system. And the research hotspots of Chinese core literature can be divided into three phases (Fig. 3). The first phase is 2013-2014, the popular theme of this phase is the feasibility study of China's transplanting the governance model of developed countries in vocational education. The second phase is 2015-2017, the popular theme of this phase is the strategy study for cracking the dilemma of China's public administration of vocational education. The third phase is from 2018 to the present, the theme returns to the macro-governance level, and high-frequency keywords such as type education, vocational and universal integration, and adaptability reflect that top-level design research has become a new dynamic after vocational education enters the era of type education.

Top 25 Keywords with the Strongest Citation Bursts



Top 25 Keywords with the Strongest Citation Bursts

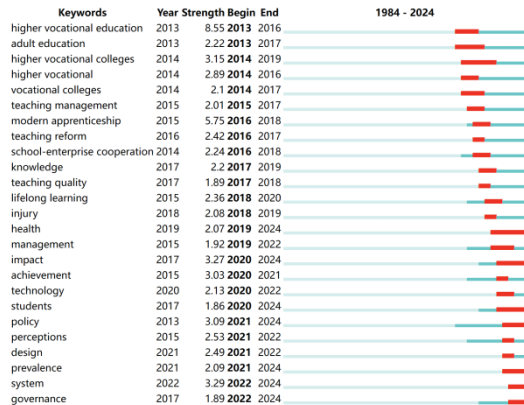


Fig. 3. Keyword emergence in Chinese literature and English core literature

**Discussion.** The Western literature focuses on governance practices, where scholars have studied the diversity of policies and cooperation, such as the complex interactions between government and business around economic and social goals, the impact of policy relocation on the formation of collective skills systems in the region, the decentralized and collaborative participation of social partners in the governance of collective skills systems, and the diversity of organizational features of governance in apprenticeship countries, among others. These studies have taken typical VET model countries or regions as case studies, proposed new theoretical frameworks for comparative studies, and produced a wealth of research findings. The main focus is on the following aspects.

Firstly, the characteristics of the governance types and governance partnerships in apprenticeship countries. The English literature tends to assess the coordinating position and mediating function of key actors such as the federal government, industry associations, training institutions, employers, etc. in the governance network, and to summarize the characteristics of governance of vocational education in various countries (Emmenegger, P., & Seitzl, L., 2020). For example, there are scholars who focus on the vocational education and training in its entirety, identifying the organizational elements of the global VET system from three dimensions: macro (social stratification), meso (standardization), and micro (hands-on teaching), summarizing four types of governance, including state-led, corporate-led, state-corporate co-led, and individual-led (Pilz, M., 2016).

Secondly, the issue of policy transfer, such as policy relocation and policy expansion, is an important part of the research theme of vocational education governance. The results of the study show that the German, Swiss, and Austrian models are the dominant models of VET that have been

emphasized by the largest number of scholars. The findings also point to the possibility of failure of VET policy transfer due to unforeseen framework conditions such as economic development, education system, labor market structure, socio-cultural background, and socio-political structure (Li, J., & Pilz, M., 2023).

Finally, in the field of theory, Stakeholder theory, organizational theory, collaborative governance theory, collective action theory, neo-institutionalism theory, polycentric governance theory, and human resource theory are the dominant theories in global public administration research.

Chinese scholars' research on governance based on the discourse system with Chinese characteristics has become a research hotspot in China during recent years, and the research results are mainly focused on three areas, such as vocational education governance model, university governance and developing governance theory.

Firstly, vocational education governance model belongs to the macro-level research, which mainly studies the concept, characteristics and tools for modernizing the governance system of modern vocational education with Chinese characteristics. Existing research results point out that the concept of «modernization of China's vocational education governance system» epitomizes the transformation of a «managerial government» into a rule of law, service-oriented «The Promising Government» (肖凤翔&邓小华, 2018).

Secondly, university governance research in China has been more fruitful in terms of internal governance. The theme of the current stage is synergy and logic (王红梅, 2022), which focuses on the synergistic governance of university public affairs by relevant stakeholders and the logical change of university governance. Some studies have pointed out that the logic of university

governance in the new era has changed from «academia-state» to «academia-state-market» (唐世纲, 2020).

Finally, at the theoretical level, there are also many Chinese scholars who have conducted research using mainstream theories such as stakeholder theory and human capital theory (池春阳, 2021; 邵坚钢, 2017; 谢德新, 2018). However, in the context of Chinese characteristics, the study found that more scholars try to use new theoretical perspectives to conduct research. For example, there are studies based on the community theory, symbiosis theory to explore the model of school-enterprise cooperation in vocational education as well as industry-teaching integration of the community (赵晓芳, 2021; 马廷奇, 2020; 赵运兵&贾旻, 2023). But unfortunately, the theory of «localization» is still not well developed.

Conclusion. There is a certain synchronization between China and other countries in the study of public administration of vocational education, but they also have different research biases and concerns. These differences reflect the similarities and differences between countries in terms of their level of economic development, industrial structure, education system and cultural traditions. Most of the governance paths in Europe and other countries belong to «empirical governance», and China adopted models such as the German «dual system» and the British «modern apprenticeship system» at the beginning of the reform and development period. But judging from the implementation and subsequent reform orientation, the Chinese government has realized that the «imported products» are not suitable for China's political system, demographic geography, history and culture. This issue has also been reflected upon by academics (余秀琴, 2009; 刘晓玲&庄西真, 2016), who have argued that the development of vocational education in China needs to shift from «transplantation and imitation» to «improvement and innovation», and develop a set of «localized» governance models.

Of course China's late start in vocational education is also an important influence, the keyword co-occurrence network diagram shows that the network structure of the English core literature is more comprehensive and rational than that of the Chinese core literature, and the density comparison implies that the international research is more in-depth. Secondly our findings show that in terms of research methodology the English core literature prefers governance empirical research and empirical research, while the Chinese core literature focuses on qualitative research and lacks

quantitative research on policy impact and policy performance.

In the future, as the European Vocational Education Area becomes further mature, the benchmarking and efficiency of the EU's open collaborative governance that guides the evolution of gaming policies into goal-convergence policies will attract the attention of global governance researchers. The «One Body, Two Wings» strategy promulgated by China's Ministry of Education in December 2022 has also initiated a new round of reforms in vocational education. China's reform focuses more on the integration of regional governance and the materialization of governance bodies, while the EU's typical case of promoting the construction of the European Vocational Education Area will provide the best reference for Chinese scholars.

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