

창업정책의 문제점과 전략적 방안에 관한 연구 : 중국 대학생 창업을 중심으로

장칭한¹, 경성림^{2*},

¹중국 지린재경대학교 행정관리학과 석사과정, ²한국 호남대학교 경영학부 교수

Research on the Problems and Countermeasures in the Implementation of Entrepreneurship Policy : Focusing on Chinese University Student Entrepreneurship

Qing-Han Zhang¹, Cheng-Lin Qing^{2*}

¹Student, Deptment of Public Administration, Jilin University of Finance and Economics

²Professor, Deptment of Business Administration, Honam University

요약 : 최근 대중 창업과 혁신의 배경 아래, 중국 중앙정부와 지방정부는 창업과 혁신으로 대표 되는 창업정책을 매우 적극적으로 추진하고 있다. 이런 정책들의 시행은 창업을 원하는 대학생들에게 창업 플랫폼과 창업 계기를 마련하지만 정책을 펴는 과정에서도 많은 문제점이 생겼다. 따라서 본 연구는 창업 정책 시행 과정에서 겪는 어려움을 네 가지 각도에서 분석했다. 첫째, (정책 홍보와 설명 부족에 따른 어려움) 둘째, (권세 불명, 직책 교차, 정책 집행, 주체 간의 조화 부재 등의 어려움) 셋째, (창업 정책은 진입장벽을 더 높게 가지고 있음) 넷째, (정책 집행 효과 평가에 관한 어려움)이다. 본 연구는 중국의 대학생 창업 지원정책을 살펴보고 그 난점을 분석한 다음, 그것이 우리에게 주는 시사점을 도출했다.

키워드 : 대학생 창업, 창업 지원 정책, 정책 집행, 창업 컨설팅, 중국 정책

Abstract : In recent years, against the backdrop of "mass entrepreneurship and innovation," the central government, local governments, and ordinary citizens have placed a premium on entrepreneurial innovation activities, resulting in the emergence of a series of entrepreneurial innovation policies. The policy is comprehensive, encompassing all industries, all fields, and all types of people, and thus serves as an excellent guide for current entrepreneurs. Although numerous policies have been implemented, numerous issues have arisen during their implementation. The purpose of this paper is to analyze the difficulties encountered in the implementation of entrepreneurship policies from four perspectives: the difficulties associated with insufficient policy propaganda and interpretation; the difficulties associated with unclear powers and responsibilities, overlapping responsibilities, and a lack of coordination among policy implementation subjects; the difficulties associated with the fact that some entrepreneurial policies have a higher entry threshold; and the difficulties associated with a lack of evaluation of policy implementation effect. And, while this is only a glimpse of the leopard in the tube, it can still contribute to the better implementation of the entrepreneurship policy.

Key Words : College Students' Entrepreneurship, Entrepreneurship policy, Policy implementation, Start-up consulting, Chinese policy

*Corresponding Author : Cheng-Lin Qing(2013129@honam.ac.kr)

Received January 25, 2022

Revised February 28, 2022

Accepted March 24, 2022

Published March 28, 2022

I. Introduction

At the December 2014 Central Economic Conference, it was noted that China's economy is currently in a "new normal," and the development mode should shift away from economies of scale and toward high-quality development. What is considered to be high-quality development? A high-quality development is one in which innovation takes precedence over all other factors, one in which entrepreneurship becomes a common practice, one in which vitality is created and generated. Then, how can the creative kinetic energy of innovation and entrepreneurship be maximized throughout society[1]. On March 10th, 2019, General Secretary Xi Jinping emphasized the following while attending the deliberations of the Fujian delegation at the Third National People's Congress's second session: "We should accelerate reform and opening up, maximize the creative kinetic energy of innovation and entrepreneurship in the entire society, and continuously strengthen our country's influence and competitiveness in light of the world's great changes. We should maintain a problem-solving orientation, liberate our minds, improve the environment for innovation and entrepreneurship by comprehensively deepening reform and opening up, concentrating on resolving outstanding institutional and mechanism issues affecting innovation and entrepreneurship creation, and fostering an enabling social environment for innovation and entrepreneurship creation. It is critical to create favorable conditions for the growth of small and medium-sized businesses and young people, as well as to establish an acceleration mechanism for high-tech enterprises[2].

Entrepreneurship is the foundation of development, the foundation of people's prosperity and the source of vitality. The CPC Central Committee and The State Council attach great importance to employment and entrepreneurship[3].

In his Government Work Report, Premier Li Keqiang proposed "mass entrepreneurship and innovation" as a new engine for promoting China's development, accelerating regulation, enhancing economic quality, efficiency, and upgrading, and expanding public goods and services[4].

In 2020, on October 15th, During the Week of Mass Entrepreneurship and Innovation, Premier Li Keqiang emphasized the following: "Entrepreneurial innovation is the bedrock and critical component of the country's future success. We should support each venture wholeheartedly and safeguard each innovation[5]. Entrepreneurial activities can serve as a breeding ground for innovation and creation, while also promoting employment and lowering the unemployment rate. They can also serve as a catalyst for long-term stable economic growth. To be sure, entrepreneurship has become a critical component of China's economy's current leap forward development[6]. Entrepreneurship policy has received increasing attention from the top-level national design, and the central government and local governments have issued a series of policies to support and encourage entrepreneurship in order to accelerate the development of a multi-dimensional entrepreneurial support system, stimulate public enthusiasm for entrepreneurship, and guide public entrepreneurial behavior[7]. However, there are still some issues with how these policies are being implemented. What are the current issues? What institutional and institutional impediments are at work here? How can we address the issues raised by these policy lines more effectively? These are the issues that will be discussed in this paper[8].

II. The problems encountered in the implementation of entrepreneurship policy

2.1 Policy propaganda and interpretation are not in place

The media outlets for policy communication are insufficiently rich, the publicity effect is insufficient, and the fragrance of wine is also afraid of the dark alley. At the moment, China's entrepreneurship policy is primarily promoted through official newspapers, official websites, and publicity columns of relevant departments and offices, among other venues. The communication channels are rather limited, which means they cannot inform all audiences interested in starting a business about the entrepreneurship policy or publicize it effectively. Entrepreneurs will collect entrepreneurial policies through a variety of channels only when their entrepreneurial willingness and demand for entrepreneurial policies are extremely strong. It will take a long time for them to comprehend the policies, and what they have learned may be only a sliver of the leopard. According to China Youth Daily reporters' survey data, only 39 cities have established entrepreneurial service websites and marked the contact information for consultation and service windows, and only four cities can conduct business online[9]. As can be seen, traditional publicity channels have fallen short of fully promoting entrepreneurship policies. It falls short of providing entrepreneurs with a comprehensive and systematic understanding of entrepreneurial policy in the simplest, most direct, quickest, and most convenient manner possible.

2.2 The main body of policy implementation has unclear powers and responsibilities, overlapping responsibilities and lack of coordination

Policies to promote and support entrepreneurship are developed and implemented collaboratively by multiple departments. While we can collaborate, it makes it extremely difficult to determine the executive body and the obligations for which the executive body should be accountable, as well as

to clarify the executive body's responsibilities during the process of implementing the next policy, and it prevents policy synergy from forming.

At the moment, the executive departments have overlapping responsibilities in the process of policy implementation, but they are autonomous and lack the necessary communication and coordination[4].

Entrepreneurs are eager to learn whether their entrepreneurial projects can be supported by policies and what types of support policies are available, but many entrepreneurs have no recourse and have no idea which departments to contact for information on consulting policies. Consultation between entrepreneurs in various departments consumes financial, energy, and material resources, which severely dampens entrepreneurs' entrepreneurial enthusiasm, extinguishes the already-ignited star of entrepreneurial enthusiasm, and then renders the entrepreneurial policy "stillborn" before it is implemented.

2.3 Some entrepreneurial policies have higher entry barriers

Entrepreneurs most need the "timely assistance" of a starting a business policy during the initial stages of starting a business, but the entry threshold design of some policies is extremely unreasonable, and the preconditions and additional conditions for receiving policy treatment are unjust. For example, entrepreneurs' educational background, household registration, age, and identity will be restricted, as will the nature of their ownership and registration scale (including subscription scale) of founding enterprises. While these conditions facilitate the formal and proper implementation of policies, they also significantly affect their coverage and may result in policies being shelved.

Based on the national entrepreneurship policy's special funds, the application threshold is higher, the required industries are high-tech-related, and

the high-tech industries themselves require significant capital and technology. For instance, the State Council stipulated in 2009 that "registered unemployed self-employed college graduates may apply for a small secured loan of 50,000 yuan, and those who engage in low-profit projects specified by the local government may receive discount support in accordance with regulations." However, the reality is that many entrepreneurs are unable to take advantage of preferential policies due to their inability to meet bank-imposed mortgage, pledge, and guarantee requirements. When discussing venture loans, a bank account manager expressed the following: "Although the state has implemented a venture loan policy, from a practical standpoint, college students and newly graduated entrepreneurs have a relatively low repayment capacity. If you wish to apply for venture loans and do not have a mortgage, the risk is extremely high. Indeed, certain loan policies designed to promote entrepreneurship are inconsistent with the bank's own business standards. Due to banks' high rate of bad debt, the majority of banks are wary of entrepreneurship loans[3]."

2.4 Lack of evaluation on the effect of policy implementation

Policy evaluation, as a critical link in the policy process, is able to assess not only the policy's intrinsic value, but also the actual effect of policy formulation and implementation through comprehensive investigation and analysis of the various links in the policy process. Numerous documents on China's entrepreneurship policies have been published in recent years. According to the author's access to websites such as the State Council and local government official websites, there are over 2,000 documents on entrepreneurship policies, but evaluation of the policies' implementation effect is slightly behind,

and evaluation of the third sector is also uncommon.

III. The main countermeasures to solve the problems in China's policy implementation

3.1 Expand the channels of communication and strengthen the dissemination and interpretation of entrepreneurial policies

The premise of enforcing entrepreneurial policies is to make them known to entrepreneurs. Only by increasing the breadth of the policy's publicity, the coverage of the policy's publicity, and the audience's awareness, is it possible for entrepreneurs to become actively and intuitively familiar with the policy, and for potential entrepreneurs to "passively" understand the policy, so that the entrepreneurial policy can be easily found and implemented.

Utilize the internet and government affairs to further publicize and interpret the entrepreneurship policy: First, broaden the policy's publicity channels, while maintaining and expanding on existing channels such as official newspapers, official websites, television broadcasts, and publicity columns of relevant departments and service agencies, among others; Second, make use of emerging Internet media to stay current with trends and user habits, such as developing a dedicated mobile application, short video platform, and WeChat official account to reserve a dedicated interface for entrepreneurship policy inquiry, consultation, and feedback, thereby providing entrepreneurs with channel support for more quickly, conveniently, and easily understanding entrepreneurship policies. Multimedia collaborate to disseminate policy documents to entrepreneurs on a timely basis, to interpret the spirit of policies, to provide policy advice and to solicit policy opinions. Efforts should be made to establish a "two-way

interaction" between policies and entrepreneurs, so that policies can be tailored to local conditions, time, and people, and entrepreneurial policies can better serve the public interest. Thirdly, we should invest heavily in special publicity and conduct face-to-face policy education and outreach to college students, migrant workers, and the unemployed, in order to prevent disadvantaged groups from "starting a business without a door"[10]. The fourth objective is to interpret entrepreneurial policy in a way that the general public enjoys seeing and hearing.

This includes the context for the introduction, the decision-making process, the formulation basis, and specific terms, so that entrepreneurs understand why and why not. This enables entrepreneurs to gain an understanding of policies without having to run around and ask questions[11].

3.2 Establish specialized policy enforcement agencies

At the moment, the majority of entrepreneurial policies are being implemented in collaboration with the National Development and Reform Commission, the Ministry of Human Resources and Social Security, the Ministry of Finance, the Ministry of Taxation, the Ministry of Agriculture, and other departments, and various entrepreneurial policies are being distributed via various official websites. While they can be checked, they are time and labor intensive. These entrepreneurial policies are dispersed throughout the city, much like the ruins of Canghai, and a rope is urgently needed to connect them in series, making them more accessible to entrepreneurs. To begin, it is proposed that the State Council take the lead in establishing a ministry charged with the formulation, implementation, supervision, and post-evaluation of the entrepreneurship policy, in order to avoid the phenomenon of long-term

government. Second, local governments should do an excellent job restructuring departmental functions to facilitate the effective implementation of entrepreneurial policies, establishing a unified entrepreneurial policy platform, providing entrepreneurs with "one-stop" services, and providing entrepreneurs with all-round and consistent support in technology, capital, talent, and knowledge for various entrepreneurial phases. We will strengthen openness and sharing of public service resources for business startups and innovation, draw on the strengths of local markets and big data resources, integrate and utilize innovation resources at home and abroad, and establish a mechanism for business startups and innovation cooperation between online and offline, and between the government and the market[12].

Provide one-stop entrepreneurial services, from project recommendation to opening guidance to financing services, enterprise development and exchange activities, including one-to-one consulting, theoretical training, observation and practical training and docking services for entrepreneurial enterprises as the main content of entrepreneurial training camp activities; Display and exchange activities, project promotion meeting, entrepreneurship competition, entrepreneurship guidance, entrepreneurship salon, entrepreneurship forum, and selection of entrepreneurial typical figures, etc., and give subsidies to boost the growth and expansion of entrepreneurial enterprises[13]. While guiding entrepreneurial activities, the government also needs to strengthen the cultivation of policy learning ability and entrepreneurial consciousness of entrepreneurs[14].

3.3 Eliminate discrimination, lower the threshold" and provide policy inclusiveness

Premier Li Keqiang stated at the Davos Forum in the summer of 2014 that it is necessary to eliminate all institutional and institutional

impediments to development, so that anyone willing to start a business has the space to do so, so that the blood of innovation can flow freely throughout Chinese society, and the spirit of independent development can become a common practice[15]. To begin, establish a unified and equitable policy space and eliminate irrational restrictions. If the threshold is set too high, some first-time entrepreneurs' entrepreneurial journeys may be abruptly "aborted." Unreasonable thresholds dissuade entrepreneurs from reaping the benefits of entrepreneurial policies. Certain irrational restrictions, such as age, education, identity, family background, type of enterprise ownership, and enterprise size, should be gradually eliminated to allow entrepreneurial policies to be more inclusive and truly benefit the entire population. Second, risk prevention and control should not be abandoned due to choking, and entrepreneurs' "qualifications" should be examined more thoroughly and rationally. Guarantee institutions can be established to assume risks and ensure entrepreneurs' access to policies.

3.4 Establish a scientific evaluation mechanism for entrepreneurial policy

Entrepreneurial policy entails numerous interconnections and numerous policy target groups. Only through scientific evaluation can we determine whether a policy has accomplished its stated objective and thus whether it should be continued, adjusted, or suspended. To begin, evaluations of entrepreneurship policies should place a premium on their effectiveness, and the effectiveness of policy implementation should be assessed across multiple dimensions, levels, and fields. This includes the degree to which the entrepreneurship policy achieves its predetermined objectives, the unintended consequences of the policy, and a classified assessment of the long-term, short-term, incidental, and potential effects of the

entrepreneurship policy on various groups, times, regions, and projects[16].

The second objective is to establish a mechanism for government-led and third-sector policy evaluation. Third-party evaluation, as a necessary and effective external check and balance mechanism, compensates for the shortcomings of traditional government self-evaluation. It not only enhanced the system for evaluating government performance, but also significantly enhanced the objectivity and functionality of government performance evaluation results. Additionally, it played a critical role in enhancing the government's image, increasing its capacity, and promoting the development of a service-oriented government[9]. Thirdly, it must adhere to the two principles of justice and efficiency. At the moment, in the context of "mass entrepreneurship and innovation," it is critical to ensure that people with varying educational backgrounds, identities, and ages can benefit from the policy dividend and that the entrepreneurship policy can be shared by the broadest possible segments of the population.

IV. Conclusion

By broadening the publicity channels for policies and policies on entrepreneurship, the voice of policies will be heard by more entrepreneurs. Don't let good entrepreneurship policies sit on the shelf. Make them accessible to entrepreneurs. With the combination of traditional means and new media, change the way of publicity, specific groups of specific methods, take the first step of steady entrepreneurship policy. The establishment of specialized implementation agencies can make the implementation of entrepreneurship policy more clear, and there will be no more political out of many doors, multiple leaders, chaotic implementation of the phenomenon. The implementation of entrepreneurship policies should

be tailored to local conditions and different cases. Under the premise of fully understanding the spirit of the central government, local governments should tailor policies suitable for local conditions and entrepreneurs. We will appropriately lower the entry threshold of policies, and no longer set up artificial barriers to support entrepreneurs. Through the establishment of a scientific entrepreneurial evaluation system, the implementation effect of policies can be reflected, so that the policy can have a "sound", which also provides a basis for the next policy adjustment.

REFERENCES

- [1] H. H. Li, M. C. Ji & J. H. Sun. (2020). Analysis of the Context of Entrepreneurship Policy for College students in China. *Heilongjiang Higher Education Research*, 38(10), 97-101.
DOI : 10.19903/j.cnki.cn23-1074/g.2020.10.018.
- [2] Commentator of Guangming Daily. (2019). *To drive reform and opening up*. 03(11), 001.
DOI :10.28273/n.cnki.ngmrb..002086.
- [3] L. M. Wang (2022). Implementing entrepreneurship Policy to Promote harmony of people's Livelihood. *Fushun Daily*, (008), 01-06.
DOI :10.28235/n.cnki.nfsrb.2022.000046.
- [4] K. Q. Li. (2015). Government Work Report. *People's Daily*, 03(17), 001.
DOI :10.28655/n.cnki.nrmrb.2015.003950.
- [5] J. J. Zeng & Y. L. Wen. (2021). The impact of government entrepreneurship policy on urban entrepreneurship and its mechanism: A quasi-natural experiment based on national entrepreneurial city. *Economic management*, 43(04), 55-70.
DOI :10.19616/j.cnki.bmj.2021.04.004.
- [6] C. Y. Xiao. (2021). Research on the impact of entrepreneurial policy and entrepreneurial ability on women's entrepreneurial performance. *Modern Commerce and Industry*, 42(12), 78-79.
DOI :10.19311/j.cnki.1672-3198.2021.12.038.
- [7] X. J. Gao & C. Y. Peng (2019). The internal structure and policy tools of Entrepreneurship policy in China: An analysis based on the Policy text of central government and Ministries from 2013 to 2018. *Journal of Qingdao University of Science and Technology*, 35(01), 12-16-34.
DOI : 10.16800/j.cnki.jqustss.2019.01.003.
- [8] C. Li, X. B. Yang, Z. Z. Li & J. N. Zhao. (2020). Analysis and Trend of Entrepreneurship Policy in China. *Macroeconomic Research*, (10), 114-125.
DOI :10.16304/j.cnki.11-3952/f.2020.10.010.
- [9] L. Wang. (2016). Why do entrepreneurs think the policy is a bit far away?. *China Youth Daily*, November 24. http://zqb.cyol.com/html/2016-11/24/nw.D110000zgqnb_20161124_5-01.htm
- [10] Y. C. Huang, C. M. Chen, J. H. Xu & X. Y. Huang. (2019). The influence mechanism of entrepreneurial policy and entrepreneurial model matching on entrepreneurial performance. *Research in Science of Science*, 37(09), 1632-1641.
DOI :10.16192/j.cnki.1003-2053.2019.09.012.
- [11] Y. X. Zhou. (2020). Research on the behavioral Choice mechanism of entrepreneurial policy of entrepreneurs. *Scientific Research Management*, 41(09), 142-150.
DOI :10.19571/j.cnki.1000-2995.2020.09.014.
- [12] F. F. Yu & Y. Shi. (2020). The impact of Internet entrepreneurship policy on Internet integration of new ventures. *Scientific research*, 38(03), 476-487.
DOI :10.16192/j.cnki.1003-2053.2020.03.019.
- [13] J. Guo. (2020). Research on the impact of entrepreneurial policy support on the growth of entrepreneurial firms. (04), 174-176.
DOI :10.13768/j.cnki.cn11-3793/f.2022.0217.

- [14] D. C. Sha & X. H. Hu. (2022). Policy-driven entrepreneurial ecosystem: Conceptual connotation and Theoretical characteristics. *Innovative Science and Technology*, 22(02), 11-19. DOI :10.19345/j.cxkj.1671-0037.2022.2.002.
- [15] Y. Y. Cao. (2015). Under the new economy, "mass entrepreneurship" ushered in the transition period. *Wen Wei Po*, 02-26. http://caijing.chinadaily.com.cn/2015-02/26/content_19656082.htm
- [16] Y. X. Zhou. (2022). Model construction and evaluation of entrepreneurial policy effect of new venture firms: supply-demand matching and perceived value perspective. *Scientific research management*, 43(02), 18-26. DOI :10.19571/j.cnki.1000-2995.2022.02.003.

장칭한(Qing-Han Zhang)

[Member]



- 2015년 9월: 중국 지린재경대학교 마케팅(경영학사)
- 2020년 9월~ 현재: 중국 지린재경대학교 공공관리(행정관리 석사과정)
- 관심분야: 창업, 창업정책, 정책연구

· E-Mail : 129359180@QQ.com

경성림(Cheng-Lin Qing)

[정회원]



- 2007년 7월: 중국 강서사범대학교 전자상거래(경영학사)
- 2010년 2월: 전남대학교 지역개발학과(도시·지역개발학석사)
- 2014년 2월: 전남대학교 지역개발학과(도시·지역개발학박사)
- 2013년 10월 ~ 현재: 호남대학교 경영학부 조교수

· 관심분야 : E-비즈니스 창업, 창업정책, 컨설팅정책
· E-Mail : 2013129@honam.ac.kr