

Research on the Characteristics, Problems and Governance Strategies of the Integration of Industry and Education in Luban Workshop

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Abstract: The integration of production and education is the core construction principle of Luban Workshop, and it is also an important concept to realize teaching with output, production and education together, and build a batch of high-level international vocational colleges. It is necessary to train local technical talents urgently needed by Chinese enterprises through high access to colleges, high level of enterprises and high quality integration, serving international production capacity cooperation and Chinese enterprises going global. At present, it is faced with the problems of rigid local policies, low integration of production and education, and loose organizational structure. Under the premise of "bringing in" and "going out", this study relies on "Luban Workshop" to train technical talents and build a community of human destiny. This study comprehensively uses the multiple governance logic of state, market and cooperation for analysis, strengthens the top-level planning and design, and improves the guarantee incentive mechanism. This study consolidates the platform service function and improves the production and education construction ability. This study gives play to the main role of enterprises, builds advantageous cooperative brands, and provides demonstration and guidance for China's vocational education to go out.

1. Introduction

The industry-education integration is the fundamental principle of Luban Workshop for determining its functions, and the best approach for vocational colleges to share China's prominent technical civilization, workmanship and achievements of vocational education with countries participating in the Belt & Road initiative. At the Third Belt and Road Forum for International Cooperation dated October 2023, the idea of promoting Sino-foreign cooperation in vocational education through Luban Workshop is proposed by China, etc., as one of the eight major steps under high-quality Belt & Road cooperation, and fostering essential skilled talents for international capacity cooperation, in a bid to elevate the status of China and partnering countries in the global value chain[1]. In June 2024, Huai Jinpeng, Minister of Education, proposed in Inner Mongolia to further deepen the industry-education integration in vocational education, and ingeniously advance

the development of “high-standard schooling and high-quality industry-education integration”[2]. Not limited to assembly of infrastructure and faculty, the vision entails an equation of educational philosophy, management system and international horizon. So, for Luban Workshop, specially designed to spur vocational education into “going global”, what are its characteristics of industry-education integration? What are existing problems in college-enterprise cooperation? What’s the logic of governance? The analysis of the above questions will be the key to achieving industry-education integration, more to the point, “vocational education serves where industry goes”.

2. Characteristics of Industry-Education Integration in Luban Workshop

Luban Workshop is a concrete move of high-standard vocational colleges to earnestly implement the *Opinions of Promoting High-quality Development of Modern Vocational Education*[3] issued by the General Offices of the CPC Central Committee and the State Council in October 2021. It aims to improve standards for development of Luban Workshop and to enrich schooling. In this sense, the significance of Luban Workshop lies in setting a paradigm and enhancing core schooling competence. Its industry-education integration is characterized as follows.

2.1. High threshold for access of colleges

Luban Workshop is a carrier of industry-education integration, putting together development ideas, teaching models, resource outputs and faculty development in vocational education[4]. As a systematic attempt of “going global” of vocational education, it is a move of innovation taken by highly internationalized vocational colleges which enter international arena leveraging their own features and strengths, and “high threshold” confronts all project organizations. A whole package of documents adopted by the Alliance for Development of Luban Workshop upon deliberation in November 2020, e.g., *Regulations on the Development of Luban Workshop or Criteria for Certification of Luban Workshop Projects (Trial)*, demonstrate “high threshold”, a trait that puts high quality first, namely, preferably exporting highly internationalized premium programs, courses and universal technical equipment to partnering countries, so as to ensure educational quality of Luban Workshop[5]. Since 2016, Luban Workshop has been expanding worldwide, with more than three workshops developed on an annual basis. There are now 33 Luban Workshop across 29 countries worldwide, engaging over 22,000 people in vocational training and benefiting thousands of Chinese and foreign enterprises and colleges.

Information on the project implementation suggests high access requirements for partnering colleges, mostly in provincial capitals or economically developed regions. In terms of cooperation program, educational and teaching activities have been carried out in Asia, Europe and Africa, which fall into around 50 programs of 14 categories, such as railway transport, mechanical and electrical engineering, intelligent manufacturing and new energy vehicle. It fully reflects the resilience and initiative of Luban Workshop in cultivating talents for international capacity cooperation and stimulating economic development of partnering countries or regions. Additionally, relevant countries carry out project-based management of Luban Workshops, at a period of three years. Upon expiry of project period, only those that meet quality assurance conditions are allowed to renew project period. Besides, organizations that apply for Luban Workshop are put under the principle of “project development prior to project approval”. It indicates high standards for access and high requirements for development quality.

2.2. Engagement of high-level enterprises

Objectively speaking, corresponding to high access of colleges in the Luban Workshop is engagement of high-level enterprises. Only in this way can we achieve win-win cooperation in the industry-education integration. High-level enterprises that have a hand in the development of Luban Workshop can better serve international capacity cooperation, and establish a localized technical talent ecosystem with a good knowledge of traditional Chinese culture, thus promoting new quality productive forces in the international capacity cooperation market. In terms of particulars of cooperation in the Luban Workshop, jobs are provided by trade or company, and some foreign colleges, such as Phra Nakhon Si Ayutthaya Technical College in Thailand, Chichester College in the UK, Polytechnic Institute of Setubal in Portugal, Ain Shams University in Egypt, and FDRE Technical and Vocational Training Institute, are chosen to align with legions of prominent enterprises, including CCECC, Huawei, Haier, Yalong, CNBM, TH, Jiteng, Zoomlion, etc., alongside matchmaking of China-Thailand High-speed Railway Project, China-Lancang-Mekong Cooperation, China-Pakistan Economic Corridor, BRICS Investment Project, Addis Ababa-Djibouti Railway Operation and other major international cooperation projects[6]. Such collaborative efforts are a testament to the broad space for international cooperation in vocational education, and complementation and mutual reinforcement of high threshold for access of colleges and engagement of high-level enterprises.

Take Guangzhou Railway Polytechnic (hereinafter referred to as GRP) as example. By exploiting the geographical advantage - located in the “Guangdong-Hong Kong-Macao Greater Bay Area”, and professional advantage - national high-standard railway power supply technology, GRP carries out the Luban Workshop Development Program and designates it as a task of “development of high-standard vocational colleges”. Relying on the Project of the 10th of Ramadan Railway in Egypt, a monumental China-Egypt international cooperation project, GRP, in collaboration with local railway constructor - AVIC-INTL Project Engineering Company, built the “Egypt Tianyou College”, and explored railway talent training models of “industry-education integration and integration of education and training”, thus enabling and promoting “Chinese+vocational skills” in two ways. Therefore, the industry-education integration in the Luban Workshop is not only a solution to engagement of enterprises in “going global”, but also a matter of elevating the level of partnering enterprises. Objectively, high access requirements for colleges indicate cooperation with leading or top-notch enterprises that “go global” under the logic of market screening mechanism.

2.3. High-quality integration

Luban Workshop, which has strict eligibility of colleges and level of enterprises, provides a resource-rich platform for implementation. *The Future of Jobs Report 2023*, published by the World Economic Forum (WEF), indicates the urgency of cultivating 10 skills^①, such as AI and big data, upon workers and roughly 69 million new jobs to be created in 2023-2027. AI, machine learning, sustainable development and other sectors are gaining momentum, and unskilled occupations see the greatest growth, with talent demand up by 35% or above. Green transformation, ESG standardization and localized supply chain are now becoming a core driver to growth of employment[7].

In addition, CRRC, CNMC, CRBC, Huawei, BYD and other domestic industry leaders complain about the problem of scarcity of local talents skilled in using made-in-China equipment in their international development. BYD alone is short of 10,000 employees. And following a surge of sales

^① The top 10 core skills for workers in the future include: resilience, flexibility and agility, creative thinking, analytical thinking, system thinking, motivation and self-awareness, curiosity and lifelong learning, technological literacy, AI and big data, service orientation and customer service.

and capacity, the gap of skilled local talents is broadening. This requires vocational colleges to continuously open up high-standard vocational education, while compelling the industry-education integration in Luban Workshop catering to talent requirements and relevant skills for new sectors, professions and jobs which emerge out of technical advances, automation and adjustments to industrial structure. Just as H. E. Muferihat Kamil, Ethiopia's Minister of Labor and Skills put it, Luban Workshop in Ethiopia, as a technical excellence center, provides high-end technical skill training locally, and helps local college students satisfy skill requirements in global emerging market. He uttered a great yearning for expansion of Luban Workshop across the country[6].

3. Analysis of Problems of Industry-Education Integration in the Luban Workshop

Luban Workshop is now facing problems of local policy rigidity, poor industry-education integration, and loose organizational structure in the industry-education integration.

3.1. Local policy rigidity

Luban Workshop originated from and reached maturity in Tianjin. Since the first Luban Workshop was launched in Thailand in March 2016, Luban Workshop has been acting as an important platform and brand portal for “going global” of China's outstanding achievements of vocational education. Its practice offers a Chinese solution to international capacity cooperation and industry-education integration. Through overseas education cooperation, a Chinese system of standards, resources and discourses in vocational education with global vision is now taking shape. To encourage eligible colleges to establish Luban Workshop overseas, Tianjin has unveiled a whole package of administrative measures, incorporating project construction, fund management, equipment procurement, pilot programming, approval of foreign affairs authority, etc. as a basis for implementation. By doing so, local vocational colleges have been bailed out of the plight of globalization. Other provinces and municipalities, in contrast, are yet to further make radical movement of opening up their foreign education mechanisms.

Take Guangdong as an instance. It is deeply engaged in “Belt & Road” development and focuses on “ranking the top of the country in four aspects”, but sluggish in braving uncharted waters - development of Luban Workshop amidst the innovation and reform of “going global” in vocational education, and yet to make institutional breakthroughs in overseas school running, approval of foreign affairs, studying in China, and faculty hiring. GRP, for example, considered the development of Luban Workshop, a task of “development of high-standard vocational colleges”, upon itself. But hampered by the implementation of funding, project management, site construction, equipment output, personnel dispatching, compensation for overseas faculty training, GRP did not commence project construction until 2023, after nearly 4 years of tentative efforts.

3.2. Poor industry-education integration

In June 2023, the National Development and Reform Commission, Ministry of Education and other departments jointly issued and implemented the *Implementation Plan for Actions of Empowering and Promoting Industry-Education Integration in Vocational Education (2023-2025)* (hereinafter referred to as the Implementation Plan). Concerning the poor integration between talent training and industrial development, it proposes to deepen industry-education integration and college-enterprise cooperation, make industrial requirements part of the talent training process, and continuously optimize the structure of supply of human resources[8]. Moreover, the Chinese-funded enterprises with thriving demand for and strong intention of cooperation with participating countries in the “Belt & Road” initiative, and nascent digital economy also make new requirements for the

industry-education integration. Currently, those engaged in the development of Luban Workshop uphold the ethos of mutual benefit and win-win cooperation, and adopt the following models[9]: First, inter-university cooperation, or joint development by Chinese and foreign colleges. In the development of Luban Workshop in Thailand, vocational colleges play a primary part, while authorities and enterprises partake. Second, college-enterprise cooperation, led by Chinese-funded enterprises. In the development of Luban Workshop in India, enterprises join hands with domestic vocational colleges and foreign colleges or institutions. Third, government cooperation, led by Chinese and foreign authorities. In the development of Luban Workshop in Cambodia, strategic cooperation planning is entailed in the diplomacy of the two countries, with colleges and enterprises responsible for construction.

The author argues that while each of the three models mentioned has its own strengths and weaknesses, a comprehensive approach to industry-education integration is likely to become the predominant model. A closer examination of the current challenges in promoting this integration within the Luban Workshop framework reveals several critical issues. First, there is an absence of a robust coordination and guidance platform. A professional framework aligning with China's foreign policy has not yet been established to integrate the necessary components—industry, education, talent, and development chains. Consequently, institutions lacking comprehensive capabilities and collaborative resources often follow trends blindly, without a strategic approach. Second, the functionality of existing multi-party industry-education collaboration platforms requires significant improvement. Although the Luban Workshop Construction Alliance (LWCA) has been founded in November 2020, its current operational model constrains its ability to offer professional services to members, such as providing access to information or facilitating resource integration. As a result, the platform's capacity for coordination and service provision remains underdeveloped. Third, enterprises have not been fully motivated to maximize market efficiency within the integration framework. Existing policies fail to adequately incentivize enterprises to achieve either expected internal returns or external brand value enhancement. Additionally, higher vocational institutions participating in the “Double First-Class” initiative and cooperating with enterprises in industry-education integration face significant challenges, including inadequate funding for specialized construction and the collective action dilemma of expending resources for minimal returns. These issues not only underscore the root causes hindering the sustainability of college-enterprise cooperation but also highlight the risks related to performance audits.

3.3. Loose Organizational Structure

Enterprises, as rational economic actors, are driven by the principle of profit maximization, while colleges, as public service providers, are responsible for cultivating professionals who meet social needs. The inherent difference in their developmental goals creates contradictions and conflicts in their collaboration, resulting in a loose organizational structure. Moreover, the level of organizational cohesion—a feature of market-driven, autonomous collaboration—is influenced by factors such as the international environment and the effectiveness of cooperation.

First, the international environment. The international environment is a critical factor in shaping industry-education integration, as it encompasses various complex elements such as a partner country's economic policies, cultural system, government diplomacy, market capacity, talent demands, operational costs, and transaction fees. Additionally, enterprises engaged in industry-education integration are often limited by their internal capabilities in management, finance, and marketing, which influence decisions on whether to participate, whether to enter into short-term or long-term contracts, and whether to adopt vertical integration or horizontal collaboration strategies. From an economic perspective, as Adam Smith, the father of Economics of

Scale theory, noted in *The Wealth of Nations*, "The greatest improvements in the productive powers of labor, and the greater part of the skill, dexterity, and judgment with which it is anywhere directed, or applied, seem to have been the effects of the division of labor"[10].

Second, the effectiveness of cooperation. Cooperation is typically defined as the process by which two or more entities coordinate their actions to achieve a shared objective[11]. According to Stephen P. Robbins, an American professor of management, cooperation involves teams organized according to specific rules and structures to maximize collective benefits (1994). For cooperation to be viable, several conditions must be met[12]: First, there must be shared challenges, with the driving force of cooperation stemming from the need to solve shared problems. Second, there must be aligned expectations, where partners engage in negotiation and standardization to optimize resource allocation, reduce transaction costs, achieve better outcomes, suppress opportunistic behavior, and avoid scenarios like the "prisoner's dilemma" or the "tragedy of the commons". Third, the urgency of cooperation. Partners must collaborate under appropriate conditions of time and space, enabling them to lower costs and gain potential benefits. Therefore, only by moving beyond individual rationality and adopting collective rationality can industry-education collaboration achieve deep integration and sustainable development.

4. Governance Strategies for Industry-Education Integration in the Luban Workshop

As industry-education integration becomes a strategic initiative for aligning education with industrial development and enhancing China's international influence in education, its governance must prioritize top-level design, platform development, and roles of enterprises. These efforts should be grounded in market principles to minimize institutional transaction costs and ensure efficient collaboration.

4.1. Top-Level Design: Strengthening Institutional Support

According to the *Opinions on Promoting High-Quality Development of Modern Vocational Education*[3] and other relevant policy documents, the national framework explicitly calls for vocational colleges to accompany Chinese enterprises in their global expansion, using the Luban Workshop as a platform to foster international industry-education integration. In this context, the government assumes a vital role in coordination, guidance, and solution provision.

First, there is a need to develop internationalization plans by encouraging provinces with robust economic conditions and educational foundations to establish dedicated departments responsible for overseeing Luban Workshop projects. Alternatively, a "green channel" may be established via a multi-departmental joint approval system to streamline administrative processes. Concurrently, the talent gaps created by the Belt and Road Initiative (BRI) should be addressed by leveraging regional, industrial, and disciplinary strengths to optimize project layouts and offer practical implementation guidance. For instance, Tianjin has issued a series of policy documents such as the *Pilot Plan for Luban Workshop Construction* and the *Measures for the Management of Luban Workshop Projects and Funds*. In addition, a leading group, headed by a municipal-level official in charge of education, was formed to provide strong support for Luban Workshop construction through both policy and organizational channels.

Second, eliminating regional institutional barriers is essential for the success of industry-education integration. A comprehensive policy framework is needed to address issues related to overseas personnel management, equipment operation abroad, and diverse funding mechanisms. This would facilitate smooth project incubation, establishment, construction, and sustainability. Streamlined approval procedures for personnel, finances, and resources related to Luban Workshop construction would enhance efficiency, ensuring that the necessary support is

provided to expedite these projects. For example, GRP has been involved in the Egypt Tianyou College Construction Project, which includes training overseas employees and local teachers. However, complex approval procedures and restrictions on going abroad and duration of stays abroad have impeded the college's ability to respond swiftly to market demands and provide customized, on-site services to partnering enterprises and foreign customers. Moreover, the establishment of overseas teaching venues and internship bases requires the long-term deployment of multi-skilled professionals proficient in foreign languages, technical expertise, and management. Unfortunately, due to the scarcity of such talent and limitations imposed by administrative positions, progress has been slow. In contrast, Tianjin has adopted a more flexible approach, streamlining processes and extending deadlines for administrative approvals. This pragmatic approach has garnered widespread recognition, and its success is evident in the broad adoption of Luban Workshop initiatives across various regions.

Third, local governments in addition to Tianjin should be supported and encouraged to introduce effective reforms and incentive policies aimed at promoting enterprise participation. These reforms should focus on deepening industry-education integration within emerging industries and key disciplines, ensuring the development of skilled technical talent to meet the critical industrial needs of BRI countries.

4.2. Platform Building: Enhancing Industry-Education Construction Capacity

The Luban Workshop initiative plays a critical role in skill development, reducing geopolitical sensitivities, promoting employment, countering pressures from Western nations, and aligning with China's broader diplomatic strategies and the "going global" initiative of Chinese enterprises. Its core objective is to establish internationally recognized professional and curriculum standards, develop innovative teaching resources and equipment, and increase the global influence of Chinese vocational education. To achieve this, the Chinese government should prioritize the establishment of an international industry-education integration platform to support the Belt and Road Initiative (BRI) and serve both industrial and educational stakeholders.

The platform's core functions include: 1. Establishing a Network of High-Level Professional Institutions: The platform should create a space for multi-stakeholder collaboration, offering channels for communication and professional services. This would involve connecting industries, associations, trade promotion councils, enterprises, and educational institutions involved in the BRI to integrate resources, enhance technical services, and stimulate product development. Such coordination would drive reforms in industry-education integration, ensuring that educational efforts meet the evolving demands of the global market. 2. Diversifying Forms of Industry-Education Cooperation: The platform should facilitate the creation of innovative industry-education hubs, such as joint laboratories, research and development centers, and entrepreneurship and innovation incubators. Additionally, it should support vocational colleges in establishing internship and training bases within enterprises, while encouraging enterprises to create training centers on campuses. Furthermore, co-managed institutions like industrial academies and corporate colleges, jointly built by colleges and enterprises, would expand the scope and impact of the Luban Workshop. 3. Establishing a Third-Party Regulatory Agency: An independent regulatory agency should be established to oversee and evaluate the performance of Luban Workshop projects nationwide. The agency would be tasked with monitoring the quality of teaching staff, facilities, equipment, and operations, as well as assessing the project completion processes. Organizations that meet performance expectations would be awarded authoritative certifications, mitigating potential risks associated with project audits and elevating overall construction quality.

4.3. Enterprise Leadership: Building a Strong Cooperative Brand

Chinese enterprises engaged in global expansion are at the forefront of digitalization and smart industry development, playing a vital role in China's modernization journey. The Luban Workshop initiative requires these large enterprises to focus on international capacity cooperation and to lead talent training programs and localized training services in collaboration with partner institutions. To translate corporate willingness into tangible actions, the *Implementation Plan* proposes enhancing the enterprise system for industry-education integration and establishing a comprehensive incentive policy framework. This plan also outlines guidelines[9] for educational models, training content, cooperative modes, and innovative platforms for industry-education integration.

These policy documents provide crucial guidance for the Luban Workshop's efforts in industry-education integration, emphasizing three main areas: (1) Enhancing the International Industry-Education Integration Enterprise Incubator: Establish standards for recognizing enterprises capable of international capacity cooperation, alongside a comprehensive incentive system encompassing financial, fiscal, land, and credit support. This framework aims to stimulate large enterprises' intrinsic motivation to participate. Projects that meet the necessary criteria and are included in the incubator should receive targeted support through central budgetary investments, effectively integrating the industrial needs of BRI countries into the talent cultivation process. (2) Increasing Financial Policy Support: The National Development and Reform Commission should strengthen its efforts to promote long-term loan projects related to the Luban Workshop's industry-education integration within financial institutions. Banks should provide support to industry-education integration enterprises based on principles of controllable risk and commercial sustainability. Additionally, qualified enterprises should be encouraged to issue special bonds for social projects, focusing on the construction of teaching venues and training bases associated with Luban Workshop. (3) Establishing Cross-Border Industry-Education Integration Consortiums: Utilizing the Luban Workshop platform, a "BRI Industry-Education Alliance Community" should be developed, centered around industrial parks funded by Chinese enterprises operating internationally. This initiative should leverage industry strengths and resource advantages, allowing enterprises to legally participate in Luban Workshop construction through contributions of capital, technology, and management. By offering higher returns than those from other projects, this approach aims to enhance organizational cohesion. While fostering localized talent ecosystems for enterprises expanding abroad and boosting the international influence of the industry-education alliance community, these efforts will also help reduce human resource costs, lower transaction costs of industry-education integration, and significantly improve the quality of localized talent training, thereby creating more job opportunities in partner countries.

China has established the largest vocational education system globally. As vocational education shifts from "bringing in" to "going global", vocational colleges are now prioritizing the expansion of their international outreach through industry-education collaboration[13]. With the ongoing enhancement of the Luban Workshop's functions in talent cultivation, teacher training, teaching research, and standards export, the decisive role of market forces and the regulatory role of government coordination will become increasingly precise and impactful. By thoroughly integrating the governance principles of the state, market, and collaboration, and leveraging the Luban Workshop as a means to enhance industry-education integration, this initiative will offer fresh analytical insights and theoretical support to enrich existing research and practice.

5. Conclusions

The integration of production and education is the core construction principle of Luban Workshop. Under the premise of "bringing in" and "going out", and relying on "Luban Workshop" to

train technical talents and build a community with a shared future for mankind, the country, market and cooperation are comprehensively used to analyze the multi-governance logic: strengthen the top-level planning and design to improve the guarantee incentive mechanism; consolidate the platform serving function to improve the production and education construction capacity; give play to the main role of enterprises to create advantageous cooperative brands, and provide demonstration and guidance for China's vocational education to go abroad.

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