

Study on Public Policies to Support New Employment Forms

--A Case Study of Heilongjiang

Yulu Bai

School of Sheffield Hallam University, Sheffield S11WB, UK

Abstract

The new forms of employment are a new employment mode that relies on information technology means, Internet platforms, and communication technology and focuses on sharing economy and platform economy. This paper analyzes the problems of fiscal policy, tax policy, financial policy and social security policy in Heilongjiang by using the theory of full employment of Keynes and Buchanan's public choice theory, use the literature research method and the comparative analysis method. From the perspective of industrial structure, talent management, social security system, the supervision of new employment forms and so on, the paper puts forward relevant suggestions to improve the public policies supporting new employment forms.

Keywords

New Forms of Employment; Public Policy; Public Administration.

1. Introduction

In 2016, the Government Work Report put forward the new employment pattern, which refers to the "Not employed by any employer" "Employed by multiple employers" and flexible employment mode due to the upgrade of information technology accompanied by the progress of Internet technology and the upgrade of mass consumption.[1] Such as Internet celebrities, WeChat business, e-commerce, ride-hailing drivers, "we media" personnel, express freelancers, makers, shopping guides, freelance writers, full-time tutors, food deliverers on food delivery platforms, etc. The new employment mode breaks the traditional working mode that workers need to be fixed working time and working place. The working time of employees is flexible, the working place becomes flexible, and the working way becomes diversified. Compared with the traditional employment pattern, the new employment pattern presents the characteristics of unfixed labor relations, large fluctuation of wage income, servitization of work content, platformization of organization mode, and independence of labor supply. China is a populous country. According to the statistics of the Ministry of Education, the number of college graduates in China will reach 10.76 million in 2022. New employment forms are one of the effective ways to solve the employment problem. By 2021, about 84 million workers had obtained new forms of employment relying on Internet platforms, and more than 200 million people had obtained flexible employment.[2] Provinces and cities across China have introduced public policies and measures to promote the rapid development of new forms of employment. Take Heilongjiang as an example. In the first half of 2022, Heilongjiang issued 564 million yuan of guarantee loans for entrepreneurship, provided 23,000 people with start-up guidance services, supported and recognized 118 business incubation bases, incubated 2,894 business entities, and created more than 20,000 jobs. We implemented the plan to support the development of new forms of employment and launched a special action to protect the rights and interests of new forms of employment workers in enterprises with new forms of employment and more than 70,000 employees in Heilongjiang, creating 396,000 jobs.[3].

It can be seen that Heilongjiang's public policies and measures to support new forms of employment have achieved preliminary results. However, as Heilongjiang is the base of China's old industry and heavy industry, there are some problems in economic development, such as resource exhaustion, difficulty in adjusting economic structure, slow optimization of industrial structure and slow economic growth rate. Therefore, compared with the coastal areas of China, the development of new employment forms in Heilongjiang is relatively slow, and there are some problems, such as the difficulty in the implementation of talent employment policies, the difficulty in identifying labor relations among workers, the difficulty in safeguarding the rights of workers in new employment forms, and the inability of the new employment forms to connect with the traditional social insurance system.

This paper starts with the public policies of Heilongjiang to support the development of new employment forms, based on Keynes' full employment theory, public choice and public service theory. This paper analyzes the current situation and implementation effect of public policies to support the development of new employment forms in Heilongjiang, and puts forward relevant suggestions on public policies to optimize the development of new employment forms in Heilongjiang, so as to provide references for promoting the development of new employment forms in Heilongjiang.

2. Basic Theory

Keynes' full employment theory holds that laissez-faire economic policy must be abandoned, and the government needs to put forward management policies in terms of finance and taxation, so as to achieve the purpose of promoting products and increasing employment. Keynes's full employment theory provides theoretical support for the government to formulate economic measures and promote employment.[4] However, completely relying on national policies is not completely beneficial to economic development. Therefore, when studying the failure of government macro-control, Buchanan proposed that human society is composed of a political market and an economic market. Effective policy outcomes depend on bargaining, negotiation and adjustment among groups, between groups, and between individuals.[5] The scientificity, standardization and effectiveness of public policies can be measured from the standardization of government in public policy making, the balance of interest groups' participation in public policy-making, and the legalization of public policy-making procedures and decision-making mechanisms. This theory provides a basis for evaluating the effect of the formulation and implementation of public policies on new employment forms in Heilongjiang from which dimensions. Based on this theory, this paper studies the effectiveness and balance of public policies to support new employment forms in Heilongjiang from relevant interest groups such as the government, the public and enterprises. In recent years, China has advocated building a service-oriented government, the public policy is an effective way for governments to provide public services, this point and the new public service theory and Marx's theory of public service has similarity, which means the development of the new form of employment is the government's response to the employment of people requirements in terms of the effective response, the response to protect the public interest of the public demand. It can be seen that the government should follow the principle of giving priority to public interests, consider the needs of different subjects, and consider the interconnectedness of policies when formulating and adjusting policies for new employment forms and solving the problem of unbalanced public services in new employment forms. Therefore, this paper combs the fiscal, tax, financial, social security and other policies promulgated by Heilongjiang to support new employment forms, and takes the interrelation between policies and the protection of public interests as evaluation factors.

3. Current Situation and Implementation Effect of Public Policies Supporting the Development of New Employment Forms in Heilongjiang

3.1. Fiscal Policy

This paper collected the planning, fiscal policy, tax policy, financial policy, social security policy and public employment service policy of Heilongjiang from 2015 to 2022 to support the development of new employment forms. First, the main contents of fiscal policy (Table 1) are: 1. Increase government investment, strengthen capital support for entrepreneurship, promote the development of entrepreneurial enterprises, and promote the generation of new employment positions. By the end of 2017, Heilongjiang had 2,074 registered enterprises, attracting 18,221 people to participate in business cooperation and employ them.[6] In 2019, Heilongjiang had 129 business incubation bases, which incubated 3,791 business entities and created 18,200 jobs.[7] 2. Give full play to the leverage guiding role of fiscal funds, give financial subsidies to different groups to start businesses, and increase financial support for migrant workers and other people to start businesses back home. In 2017, 1.2 million farmers started their own businesses in Heilongjiang, which helped 2.66 million farmers find jobs and generated a net income of 23 billion yuan.[8] In 2020, the number of farmers starting businesses in Heilongjiang reached 1.6 million. It can be seen that the number of migrant workers returning home to start businesses in Heilongjiang continues to increase. 3. In the context of the epidemic, financial subsidies will be given to enterprises that attract investment to expand the scale of investment attraction in Heilongjiang. In the first half of 2020, Heilongjiang online investment promotion agreement attracted 90 billion yuan, covering food processing, equipment manufacturing, tourism, biomedicine, modern service industry, and other fields. On March 11, 2020, Qitaihe held an online signing ceremony for investment projects. A total of 8 projects were signed, covering new energy, aerospace, equipment manufacturing, modern agriculture, and other fields, with a total investment of 1.118 billion yuan.[9].

Table 1. List of fiscal policies of Heilongjiang from 2015 to 2022

Date of issue	Policy name
July24(th),2015	The Policy of Enlarging Government Discount Interest and Loans to Support Business Start-ups
November16(th),2015	Fiscal Support Policies including Giving Full Play to the Guiding Role of Government Funds as Leverage
October5(th),2017	Give one-time subsidies for entrepreneurship to promote employment
December29(th),2018	Set up special financial funds for entrepreneurship
March2(th),2020	Financial subsidies will be provided to entrepreneurship bases
April30(th),2020	Develop innovative fiscal policies to attract investment through the Internet and support local employment
June18(th),2020	Heilongjiang implemented four policies to promote the employment of college graduates
February11(th),2020	Harbin gives financial subsidies to key groups to start businesses

3.2. Tax Policy

The main contents of the tax policy (Table 2) are 1. Give tax incentives to the unemployed. For example, poor people who have registered their employment and entrepreneurship certificate can enjoy tax incentives. If a person who is engaged in self-employed business is registered with individual industrial and commercial households, the actual value-added tax, urban maintenance and construction tax, education surcharge, local education surcharge, and

individual income tax that he or she should pay in the current year shall be deducted sequentially according to the annual limit of 12000 yuan for each household within 3 years starting from that month. Tax policies have expanded the size of market players, and private enterprises grew by 6.3% by the end of 2019. 2. Tax reduction for college students' entrepreneurship and small and micro enterprises, promote the development of small, medium, and micro enterprises, self-employed and e-commerce platforms, and create more new jobs. In 2020, the retail sales volume of the Heilongjiang e-commerce network was 52.63 billion yuan, and the rural e-commerce platform represented by "Xiaokang Longjiang" and "Rice Network" was established, which generated 50,000 jobs.[10] By June 2022, the number of online retail stores in Heilongjiang was 179,000, generating 396,000 jobs.

Table 2. List of tax policies of Heilongjiang from 2015 to 2022

Date of issue	Policy name
December4(th),2015	Entrepreneurship tax policy of Heilongjiang
march18(th),2017	The policy of giving preferential or subsidy to e-commerce offices for migrant workers returning home to start businesses in Heilongjiang
April1(th),2019	Notice on the Annual Tax Policy on Further Supporting the Self-employed Employment of Retired Soldiers
April1(th),2019	Notice on tax policies to further support and promote entrepreneurship and employment of key groups
April3(th),2019	Notice on tax policies to further support and promote entrepreneurship and employment of key groups
February25(th),2019	The twelve policies and measures for employment and entrepreneurship in Heilongjiang
September5(th),2019	Action Plan for comprehensively deepening financial services and primary loan cultivation for private and small and micro enterprises in Heilongjiang
February5(th),2020	The twelve policies and measures for employment and entrepreneurship in Heilongjiang

3.3. Financial Policy

Table 3. List of financial policies of Heilongjiang

Date of issue	Policy name
September5(th),2019	Action Plan of Heilongjiang to Comprehensively Deepen Financial Services and Primary Loan Cultivation for Private and Small and Micro Enterprises (2019-2020)
February5(th),2020	Policy opinions on supporting the healthy development of small and medium-sized enterprises in response to the pneumonia epidemic caused by the novel coronavirus
March19(th),2020	Strengthen measures to support enterprises in resuming work and production

The main elements of financial policy (as shown in Table 3) are 1. Solve the financing difficulties of micro, small and medium-sized enterprises. At the end of 2017, the balance of loans to small and micro enterprises in Heilongjiang was 304.743 billion yuan; Year-on-year growth was 24.2%. As of March 2018, the outstanding loans of small, medium, and micro enterprises in Heilongjiang reached 1,007.46 billion yuan, an increase of 126.74 billion yuan year-on-year, up 14.39%. By the end of September 2019, the balance of loans to small and micro enterprises in Heilongjiang was 468.457 billion yuan, an increase of 4.46% over the beginning of 2019. [11] At the end of 2021, the balance of loans to small and micro enterprises in Heilongjiang was 553.1 billion yuan, up 13.6 percent from the beginning of 2021. 2. In the context of the epidemic, promote the development of enterprises by reducing and exempting taxes for enterprises. In 2020, to promote the development of small and micro enterprises, Heilongjiang provided fund

guarantee loans of 20.31 billion yuan for 8,444 small and medium-sized enterprises, and comprehensive insurance guarantees of 2 billion yuan for 8,882 enterprises to resume work and production. By May 2022, Heilongjiang had issued loans of 53.33 billion yuan for small and micro enterprises 2022.[12] Through the implementation of financial policies, Heilongjiang has helped enterprises to raise funds, overcome the epidemic crisis and reduce unemployment.

3.4. Social Security Policy

The main contents of the social security policy (Table 4) are:1. Implement living subsidies, social insurance subsidies, and training subsidies for job transfer (on-job) for eligible insured units. To speed up the special skills training of health care, leisure tourism, snow and ice sports, and other industries and improve the skills of personnel in e-commerce, agricultural machinery, and smart agriculture, Heilongjiang has subsidized the colleges and training institutions that carry out vocational skills training. Vocational training subsidies shall be given to qualified personnel who have participated in vocational skill training and obtained relevant certificates. Since 2011, Jixi in Heilongjiang has provided social security subsidies to 64,934 people with flexible employment of 64,217 million yuan and provided re-employment skills training for 18,000 people.[13] Qiqihar has implemented the policy of returning unemployment insurance premiums to non-hardship insured units and carried out the policy of returning social insurance premiums to small and micro enterprises in difficulty and key industries in difficulty. In 2019, Qiqihar provided a subsidy of 31.1 million yuan to 202 enterprises for stable jobs, creating 86,000 stable jobs.[14] 2. The employment difficulties who have realized flexible employment and paid social insurance will be given fixed social insurance subsidies, the subsidy period will be up to the legal retirement age, but the subsidy period will not exceed 5 years. Taking Daqing, Heilongjiang as an example, the city applied for social insurance subsidies for newly employed workers in November 2020. The subsidy recipients are those with urban household registration, aged 45-55 for women and 55-60 for men, and who have not gone through retirement procedures. The term of the policy will be extended by one year for unemployed persons who have found new jobs in urban areas, college graduates who have found new jobs in urban areas within two years after leaving school, and persons who have yet to find stable jobs after the expiration of the flexible employment social insurance subsidy policy.[15].

Table 4. Social security policies of Heilongjiang

Date of issue	Policy name
March20(th),2015	Opinions on the implementation of unemployment insurance to support employers to stabilize positions
November20(th),2018	Notice on the provincial flexible employment social insurance subsidy standards in 2018
August26(th),2019	Qiqihar Social security subsidy return policy
October26(th),2020	Notice the implementation of social insurance subsidies for flexible Employment in 2020

3.5. The Employment Situation

By sorting out relevant policies issued by Heilongjiang to support new employment forms, this paper finds that the unemployment rate of the urban population in Heilongjiang is decreasing year by year, while the employment rate of college students is increasing year by year (as shown in Table 5). From 2015 to 2018, the proportion of college students starting businesses also increased year by year. In the first half of 2017, the number of college students starting businesses in Heilongjiang reached 10148, an increase of 6129 compared with 2015. The number of graduates who started their businesses reached 5,963, an increase of 2,304 compared with 2015. In 2018, the number of school students who started businesses in

Heilongjiang increased to nearly 40,000, nearly three times the number of school students who started businesses in 2017. The number of graduates starting their businesses increased to more than 6,100, up 2.6% year on year. The number of registered enterprises of college graduates has increased to over 2,100, creating nearly 14,000 jobs.[16] By 2021, 24,000 students in Heilongjiang had started their businesses, 14,000 graduates had started their businesses, and 3,758 companies had been registered.[17] Supporting the development of e-commerce enterprises is also the key content of Heilongjiang to support new employment forms. In 2015, the e-commerce transaction volume of Heilongjiang reached 204.1 billion yuan, and the online retail volume was 10.4 billion yuan.[18] In 2016, the e-commerce transaction volume of Heilongjiang reached 195.48 billion yuan, and the online retail volume was 14.81 billion yuan.[19] In 2017, e-commerce turnover reached 238.72 billion yuan, and online retail sales reached 22.59 billion yuan. In 2020, online retail sales reached 52.63 billion yuan.[20] It can be seen that the introduction of public policies has promoted the development of new employment forms in Heilongjiang and effectively alleviated the problem of difficult employment.

Table 5. List of the employment situations in Heilongjiang from 2015 to 2021

Year	Newly created urban workers	The unemployed and reemployed in urban areas	Reemployed persons from disadvantaged groups	The employment rate of college students	Year-end urban unemployment rate
2015	717000	2998000	238000	80.28%	4.48%
2016	629000	474000	187000	79.80%	4.22%
2017	621000	467000	186000	80.90%	4.21%
2018	607000	448000	175000	96.40%	3.99%
2019	597000	432000	163000	88.52%	3.53%
2020	374700	259700	87100	83.95%	3.37%
2021	418600	267100	90400	90.70%	3.18%

4. Problems in Heilongjiang Policies to Support the Development of New Employment Forms

The development time of China's new employment form is relatively short, so there are problems with how to protect the rights and interests of workers in the new employment form. Under the new employment form, there are temporary employees such as e-commerce and delivery service riders who provide services through online platforms but have no labor relationship with the platforms. There are also part-time employees such as streamers and esports players who are paid for their services but do not have a job. Because of the lack of contract security, the new form of employment of employees obtains less protection. One of the problems of public policy is the lack of a security system applicable to the new form of employment.[21] Employees in the new employment form can choose their working time and working place, which strengthens the mobility of employees, while the cumbersome social security procedures, transfer procedures, and receipt procedures affect the enthusiasm of employees in the new employment form to participate in the insurance. At present, the number of people participating in social insurance under the new employment form in Heilongjiang is small, and the overall insurance rate is lower than that of the regular employment group.[22] Therefore, this paper believes that the design and implementation of public policies to support the development of new employment forms in Heilongjiang lag behind the development of new employment forms, and this problem is also a common problem. Heilongjiang is a resource province. The design of public policies lacks supporting policies for the development of new

employment forms in resource-depleted areas, ignoring the correlation between policies, the coordination between policies and implementation subjects, and the convenience of policy implementation. Although there are social security subsidy policies for employees of new employment forms in Daqing, Heilongjiang, there are few policies that are conducive to economic transformation and promote the development of new employment forms such as eco-tourism, wetland tourism, and e-commerce platform. Yichun, Heilongjiang, small and large Xinganling region, lack of promoting the development of green agricultural products enterprises related policies. Due to the slow economic development of Heilongjiang, the implementation of financial and fiscal policies is lower than that of Guangdong, Shanghai, and other eastern coastal areas, and the development of new employment forms also lags behind the coastal areas. This paper holds that the public policies supporting the development of new employment forms in Heilongjiang lack innovative design, weak pertinence, and a lack policies concerning labor security rights and interests. Therefore, it is necessary to strengthen the policy design for the new employment forms in different regions of Heilongjiang and solve the personalized problem.

5. Suggestions on Public Policy to Support the Development of Employment Forms in Heilongjiang

Public policies to support the development of new employment forms in Heilongjiang not only need to combine with the actual situation of local economic development, but also need to consider the factors needed for economic development, the interrelation between industries, the correlation between policies, and the applicability of policies and economic development. Therefore, this paper puts forward the following suggestions from the perspective of public policy design and implementation: 1. Strengthen policy support for job transfer training and skill training for laid-off employees caused by resource exhaustion and industrial restructuring. We will set up vocational training institutions for job transfers and bring laid-off workers into the regular vocational system. Set up trade management organizations for laid-off workers transferred to new positions, and carry out regular vocational training for laid-off workers transferred to new positions. 2. Promulgate relevant policies to promote the development of the agricultural economy and agricultural products based on the current industrial structure of Heilongjiang. As a major agricultural province in Heilongjiang, agricultural products with Heilongjiang characteristics such as rice, soybean oil, soybean skin, sauerkraut, hanging noodles, and agaric have become hot sellers. It is necessary to enhance the influence of agricultural brands in Heilongjiang through activities such as live streaming, brand creation of agricultural products, incubation training, promotion and drainage. 3. Promulgation of relevant policies to attract and retain talents and improve the quality of workers. For the imported high-quality talents, resettlement subsidies can be given, and preferential treatment can be provided in scientific research project approval, the transformation of scientific and technological achievements, innovation and entrepreneurship strengthen the construction of an international talentsolvingmunity, solve the housing and housing problems of relevant personnel, children's schooling, spouse resettlement and other problems, and improve the level of public services in Heilongjiang. 4. Reduce the burden of paying social insurance for practitioners of new employment forms, expand the medical insurance coverage for practitioners of new employment forms, and set up medical insurance funds for the development of new employment forms. Whether it is possible to reduce the proportion of social security contributions to reduce the burden of employment difficulties? For key beneficiaries, such as couriers, online service workers, food delivery riders, and people with difficulties, we will open the household registration restrictions on social insurance in the places where they work, to facilitate the insurance coverage and transfer of new types of

employment.[23] To sum up, Heilongjiang needs to support the new employment policy form needs to fully listen to the voice of relevant interest groups, on based on investigation and research, to improve the new employment form practitioners of labor and social security and public service system, the construction is suitable for the long-term development of the new form of employment system and joint control mechanism, give full play to the supervision role of the new media, the public policy to implement.

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