image International Journal of Management, Accounting, Governance and Education

2025, Volume 1, Issue 2

Research on the Skills Training Supervision System of Construction Industry Workers in Guangzhou

JiangXiaoyun [12], Lai P.C[1] ,

[1]Tun Abdul Razak University, Malaysia;

[2]Guangzhou City Construction College,Guangzhou,China

ABSTRACT

Under the background of the transformation and upgrading of the construction industry, the reform of grassroots talent governance, and the national "streamlining administration and delegating power" reform, there are prominent pain points in the skills training of construction industry workers: insufficient initiative of enterprises and workers to participate in training, some training institutions compress class hours and reduce training costs in order to seize students, teaching resources are uneven, training effectiveness is low, and the difficulty of industry supervision continues to increase. This article systematically reviews the relevant policies and regulations on the regulation of skills training for construction workers in China. Based on field research in Guangzhou and Guangdong provinces, the shortcomings of the existing regulatory system are analyzed from four dimensions: system, mechanism, regulatory methods, and implementation efficiency. A new regulatory system that is suitable for market-oriented development is constructed from four levels: improving regulatory policies, enhancing collaborative mechanisms, innovating regulatory methods, and releasing regulatory efficiency. This provides practical references for regulating the construction skills training market, facilitating the career advancement of industrial workers, and promoting high-quality development of the construction industry.

Key words: Construction Industry Workers; Vocational Education; Vocational Training; supervision system.

1. Introduction

1.1 Project Background

Firstly, after the reform of the vocational qualification catalog, except for special operation personnel, the admission vocational qualifications for other construction skilled occupations have been cancelled, and the industry lacks mandatory constraints. Affected by the tight project schedule and the piece rate payment model for workers, the willingness of enterprises to invest in training is low, and the enthusiasm of workers to participate in training is poor; Some social training institutions deliberately reduce class hours and lower teaching standards, resulting in training becoming a formality and a significant increase in overall regulatory pressure. Secondly, the country continues to promote "streamlining administration, delegating powers, and improving services", optimize the business environment, and restructure the relationship between the government and the market. The traditional regulatory model mainly based on pre-approval cannot meet the current development needs of the industry. The existing regulatory methods and management mechanisms are lagging behind, and it is urgent to establish a new regulatory system with in-process and post event supervision as the core, integrating supervision with government services.

1.2 Research significance

1.2.1 Theoretical significance

Systematically review the complete policy framework for the supervision of skills training for construction industry workers, clarify multiple contradictions in the training market, enrich the research content in the field of skills training supervision for the construction industry, and improve the theoretical system for the cultivation and supervision of skilled talents in the industry.

1.2.2 Practical significance

Based on the actual situation of the local industry in Guangzhou, accurately identify the current regulatory bottlenecks and institutional loopholes, and propose feasible optimization plans; Standardize the behavior of social training institutions, activate the intrinsic motivation of enterprises and workers to actively participate in training; Establish a standardized skill development system for construction workers and cultivate a high-quality workforce suitable for the transformation and upgrading of the construction industry.

1.3 Research Objectives and Main Content

1.3.1 Research objective

(1) Sort out the complete policy and regulatory system for skill training of construction industry workers at the national and Guangdong provincial levels;

(2) Identify the pain points and regulatory core bottlenecks in the current skills training market operation;

(3) Based on research in Guangzhou, summarize existing regulatory experience and prominent issues;

(4) Build a regulatory system for skills training of construction workers that meets the requirements of market-oriented reform, and implement corresponding measures.

1.3.2 main content

The logical sequence of the entire text is as follows: sorting out policies and regulations → researching the current situation of industry regulation → summarizing the four major regulatory shortcomings → clarifying regulatory goals and basic principles → proposing optimization measures from the perspectives of systems, mechanisms, regulatory methods, and efficiency release → summarizing research results and making prospects for the future development of the industry.

2. Management System for Skill Training of Construction Industry Workers

2.1 Current Status of Policies and Regulations on Skill Training Management for Workers in the Construction Industry

2.1.1 National regulations: Vocational Education Law

The government and industry organizations can independently or jointly establish vocational training institutions to encourage the application of modern teaching methods; Enterprises are required to organize pre job training for on duty employees and newly recruited personnel in accordance with regulations. Technical workers must complete training before taking up their posts, and special operation personnel must be trained and certified before taking up their posts; Enterprises can independently run schools, jointly run schools, or entrust third-party institutions to carry out vocational education for employees.

2.1.2 Local regulations in Guangdong Province

1. Regulations on Vocational Education in Guangdong Province: Promote the marketization, socialization, and diversification of vocational skills training, establish a mechanism for government procurement of training services and fair competition among market entities; Enterprises must establish an employee education and training system; Training institutions need to develop characteristic courses and supporting teaching materials that are tailored to the new technologies, processes, and methods in the construction industry. 2. "Supervision and Management Measures for Profit oriented Private Training Institutions in Guangdong Province": Private training institutions must strictly carry out teaching within the scope of their school license, and textbooks must be filed with the approval department and subject to supervision; Establish a standardized training quality evaluation and control mechanism within the organization to ensure teaching quality.

2.1.3 Regulations on the Supervision of Private Training Institutions

Private operational training institutions are the core implementation carriers of skills training for construction workers. Laws and regulations clarify the regulatory rights and responsibilities of multiple departments including human resources and social security, education, and housing and construction, and set constraints on school qualifications, course offerings, financial subsidies, and teaching quality throughout the entire process.

2.2 Current Status of Policies and Regulations on Skill Training Management for Construction Industry Workers

2.2.1 Current legislative situation at the national level

The country is gradually weakening the control of vocational qualification access, comprehensively promoting the socialization of skill level recognition, and delegating the authority of talent evaluation to market entities; At the same time, it is required to strengthen in-process and post event supervision, promote credit supervision and the "Internet plus+digital supervision" model, and only retain the access system for special operations to maintain the bottom line of safe production.

2.2.2 Guangdong Province Training Grading Implementation Policy

Implement a graded and classified training and assessment model within the province: 1 Technicians and senior technicians: unified training and assessment organized by the Provincial Construction Education Association; two Intermediate and senior technicians: implemented by registered social training institutions and training centers established within large construction enterprises; three General workers and junior

technicians: Each construction enterprise has its own training department and organizes it independently. The Provincial Department of Housing and Urban Rural Development is responsible for coordinating the training and supervision of construction workers throughout the province. Specific tasks such as assessment, certificate issuance, and information management are entrusted to the Provincial Construction Education Association for implementation.

2.3 Analysis of Policies and Regulations for Skill Training Management of Construction Industry Workers

(1) Top level development orientation: cultivate a high-quality workforce in the construction industry, establish a lifelong vocational skills learning system, and support the transformation and upgrading of the construction industry;

(2) Management mode transformation: government streamlining administration and delegating power, talent evaluation being led by market entities, and training effectiveness being tested by the market;

(3) Departmental division of labor logic: The human resources and social security department coordinates the qualifications, training subsidies, and skill level recognition of training institutions; The housing and construction department focuses on industry job standards and on-site labor management; Multi departmental collaboration for joint supervision;

(4) Regulatory reform direction: Promote "double random, one open" spot checks, credit grading supervision, digital online supervision, and rely on market competition to achieve the survival of the fittest among training institutions.

3. Research on the current situation of supervision and regulation of skills training for construction industry workers

3.1 Regulatory entities and core responsibilities

The main regulatory units include six major departments: human resources and social security, housing and construction, education, civil affairs, market supervision, and finance and taxation. The core responsibilities are divided as follows:

(1) Qualification approval: The human resources and social security department approves skill training institutions at different levels; Establishment of civil affairs supervisory industry association; Supervision and construction of vocational colleges by the education department;

(2) Policy formulation: top-level policy for the recognition of skill levels in human resources and social security coordination; The Ministry of Housing and Urban Rural Development has issued detailed rules for the special training and assessment of construction workers;

(3) Technical support: The Human Resources and Social Security Appraisal Center develops professional standards, assessment question banks, and carries out training quality supervision; Industry associations provide technical services for skill evaluation in their respective industries;

(4) Whole process supervision: The approval authority supervises the training institution's operation, promotion, and use of financial funds; Special supervision of construction site workers' training implementation for housing construction.

3.2 Current Training Management Practical Mode in Guangdong Province

Adopting a practical mode of graded training, industry association coordination, and enterprise independent supplementation, the government and industry divide the work to complete the training and assessment of skilled talents at all levels; The Provincial Department of Housing and Urban Rural Development provides macro level overall supervision, and industry associations undertake the implementation work, covering the complete talent training chain from general workers to senior technicians.

3.3 Existing four core issues in the regulatory system

3.3.1 Imperfect regulatory policies and systems

Firstly, there are shortcomings in the quality evaluation system: the current regulatory focus is on verifying the hardware of educational institutions and the pass rate of assessments, but there is a lack of training feedback channels for workers and employing enterprises. There is no established mechanism for tracking and evaluating employment after training, and there is a lack of a closed-loop regulatory system; The credit management system of training institutions is not perfect. Secondly, there is a lack of supporting incentive mechanisms: skill levels are decoupled from the salary system, and the actual benefits of skill certificates are not significant; A large number of construction workers are unable to apply for training subsidies; There is a lack of rigid supervision over the allocation and use of employee education funds within the engineering cost, and the internal motivation for enterprises and workers to participate in training is insufficient.

3.3.2 Inadequate regulatory system and mechanism

Firstly, there is insufficient cross departmental collaboration and linkage: the human resources and social security department is familiar with training subsidies and qualification policies, but does not grasp the real demand for labor on construction sites; Familiar with on-site management in the housing and construction industry, but limited in training and law enforcement authority; The lack of data and information exchange among departments makes it difficult to form a joint supervision force. Secondly, the full cycle regulatory chain is broken: institutional admission, training implementation, and post evaluation belong to different supervisory units, and regulatory data at each stage are fragmented, with only single point spot checks conducted and a lack of long-term full process tracking and regulatory mechanisms.

3.3.3 Delayed transformation of regulatory methods

(1) Slow implementation of credit supervision: Although various regions have built digital training management platforms, massive amounts of training process data have not been integrated and utilized; Credit rewards and punishments lack supporting institutional support, making it difficult to exert a restraining effect.

(2) Single regulatory body structure: Regulation highly relies on government administrative inspections, industry self-discipline, third-party evaluation, and social supervision channels for workers have not been effectively connected, and a diversified governance regulatory network has not yet taken shape.

3.3.4 Overall regulatory effectiveness is low

(1) Overlapping functions and non interchangeable certificates: The two sets of skill level certificates for human resources, social security, and housing construction are parallel, and repeated assessments increase the burden on enterprises and workers, leading to repeated consumption of administrative resources;

(2) Heavy inspection and light service: Regulatory work focuses on compliance verification, lacking supporting services such as policy support and teaching resource supply, making it difficult to unleash market vitality;

(3) Weak grassroots regulatory forces: The district and county housing and construction departments have abolished their full-time training management positions, and related work has been handed over to other departments, resulting in a significant decline in their ability to coordinate business and implement policies;

(4) Imbalance of industry policies: more restrictive policies and fewer incentive and support policies; The standards for equipping skilled workers on construction sites and the system of holding certificates for

employment are not perfect, and the enthusiasm of enterprises to cultivate their own skilled workers is insufficient.

4. Optimization Path for the Supervision System of Skill Training for Construction Industry Workers

4.1 Regulatory Objectives and Principles

4.1.1 Regulatory Objectives

Building a market-oriented and sustainable ecosystem for skills training for construction workers, forcing training institutions to actively improve teaching quality, stimulating workers to participate in training independently, and enterprises to fulfill their main responsibility for talent cultivation; Relying on market competition to achieve the survival of the fittest among training institutions, fully meeting the skill improvement needs of construction workers, and comprehensively supporting the high-quality development of the construction industry.

4.1.2 Four Principles of Regulation

(1) Fairness and impartiality: treat all training institutions equally, break down market competition barriers, and safeguard the legitimate rights and interests of various market entities;

(2) Openness and Transparency: Regulatory rules, spot check procedures, and punishment results are fully disclosed to the public, achieving transparent law enforcement;

(3) Scientific and efficient: relying on big data, digital platforms, and credit grading supervision to reduce administrative costs and minimize interference with the normal operation of institutions;

(4) Integrating management into services: simplifying approval processes, streamlining redundant on-site inspections, driving industry supervision with government services, and continuously optimizing the training market business environment.

4.2 Targeted Development Optimization Suggestions

4.2.1 Improve regulatory system and policies

(1) Establish a standardized supervision system for the entire chain to break the traditional management thinking of "emphasizing hardware over teachers; emphasizing pass rates over training effectiveness", and

cover the entire process of institution admission, course teaching, teacher management, and post training employment tracking through supervision; Establish a comprehensive training quality evaluation system involving multiple parties including enterprises, workers, and instructors; Implement the real name employment system on construction sites and establish lifelong skill employment records for construction workers; Introduce credit rating management measures for training institutions to provide institutional support for credit supervision.

(2) Improve comprehensive incentive policies to include the proportion of enterprise workers holding certificates and the credit rating of training institutions in project bidding credit bonus points and tax preferential evaluation conditions; Implement a skill level tiered labor cost pricing system to directly link skill levels with salary; Expand the coverage of training subsidies for emerging construction professions; The engineering cost separately lists employee education funds as non competitive expenses, which are specifically used for training frontline workers and strengthening the supervision of the entire process of fund use.

4.2.2 Establish a sound cross departmental collaborative supervision mechanism

(1) Regularly carry out cross departmental joint spot checks and formulate a list of joint supervision items for human resources and social security, housing and construction, and education, including false advertising, substandard teaching quality, and illegal use of financial subsidies within the scope of joint spot checks; Strictly implement the "double random, one open" mechanism, adjust the frequency of spot checks based on the differentiation of institutional credit ratings, and increase inspection efforts on high-risk institutions with dishonesty.

(2) Establish a full cycle collaborative supervision system, clarify the primary and secondary responsibilities of the supervisory departments for institutional admission, teaching implementation, and post evaluation, and establish a "1+N" cross departmental linkage response and cooperation mechanism; Break down data barriers across departments, establish a unified platform for sharing regulatory information, and achieve risk warning and dynamic handling throughout the entire training process.

4.2.3 Innovative digital and diversified regulatory methods

(1) Fully implement credit grading and classification supervision, implement a credit commitment system in advance, simplify the admission and information registration procedures for training institutions; Establish credit whitelists and blacklists for training institutions during the process, implement incentives for trustworthiness and restrictions on dishonesty; Afterwards, warning interviews and public accountability will

be conducted for severely dishonest institutions, and penalties will be imposed in accordance with the law and regulations.

(2) Build a diversified co governance regulatory network to facilitate online complaint and evaluation channels for workers and employing enterprises; Introduce third-party credit evaluation and professional institution audit supervision; Strengthen media exposure and deter illegal educational practices; Implement the primary responsibility system for training institutions, forcing them to independently regulate their curriculum, teaching staff, financial subsidies, and other educational practices.

4.2.4 Comprehensive release of regulatory effectiveness in all aspects

(1) Multiple departments collaborate to coordinate and unify the management of housing and construction, leading the development of industry training standards, professional teaching resources, human resources and social security training subsidies, skill certification policies, unifying the province's construction worker skill certificate standards, eliminating certificate duplication and mutual non recognition issues, and avoiding multiple redundant supervision.

(2) Simplify unnecessary routine on-site inspections by integrating regulatory and government service functions, and fully disclose all regulatory information on the credit, teaching, and fund use of training institutions; We will focus on verifying the quality of courses, the ability of teaching staff, and the compliance of financial subsidies, and adhere to providing services in supervision and implementing supervision in services.

(3) Strengthen the collaborative supervision capacity of grassroots regions, provide guidance for the sinking business of provincial housing and construction departments, establish cross district and county joint supervision and law enforcement teams, establish a regional training market unified supervision mechanism, and make up for the shortcomings of insufficient full-time supervision forces at the grassroots level.

(4) Give full play to the management advantages of the housing and construction industry, weaken hard constraint clauses, and increase the supply of industrial support policies; Encourage enterprises to cultivate a long-term and stable team of skilled workers, and support general contractors and subcontractors to establish professional training institutions; Incorporate the effectiveness of talent cultivation in enterprises into the preferential conditions for the application and evaluation of technical methods and construction technology projects; Introduce minimum staffing standards for technical workers on construction sites and enforce the system of certified technicians on duty.

5. Summary and Prospect

5.1 Research Summary

This article combines field research on the construction worker training industry in Guangzhou and Guangdong provinces, and proposes a complete optimization plan to address the four major shortcomings of the existing regulatory system in terms of system, mechanism, means, and efficiency. Firstly, at the institutional level, a quality evaluation and credit management system covering the entire training process should be established, along with multiple incentive policies such as salary, subsidies, and bidding, to standardize the use of employee education and training funds; Secondly, at the mechanism level, establish a cross departmental joint inspection and full cycle data sharing collaborative supervision mechanism to solve the problems of departmental segmentation and broken regulatory chains; Thirdly, at the level of regulatory methods: implementing credit rating supervision and building a diversified governance regulatory model involving government, enterprises, workers, third-party organizations, and media; The fourth aspect is efficiency: unify the training and assessment standards of multiple departments, enrich grassroots regulatory forces, rely on the management advantages of the housing and construction industry to consolidate the main responsibility of enterprise talent cultivation, and achieve deep integration of supervision and government services.

5.2 Work Outlook

The lack of endogenous motivation for enterprises and construction workers to participate in training is still a core difficulty in the industry. The existing training system lacks a long-term mechanism for sharing training costs among the government, associations, enterprises, and individuals; The lack of rigid institutional constraints on independent training, assessment, and certification by enterprises has led to a slow process of industry standardization development. In the future, it is necessary to explore the implementation path of multi subject sharing of training costs within the existing national policy and regulatory framework; Further refine the division of cross departmental regulatory responsibilities, continuously strengthen the main position of enterprise talent cultivation, rely on institutional reform and diversified collaborative supervision to continuously improve the overall skill level of construction industry workers, and help the construction industry achieve high-quality transformation and development.

REFERENCES

[1] The Standing Committee of the National People's Congress. *Vocational Education Law of the People's Republic of China* [Z]. 2022

[2] Standing Committee of Guangdong Provincial People's Congress. *Regulations on Vocational Education in Guangdong Province* [Z]. 2018

[3] Guangdong Provincial Department of Education, Guangdong Provincial Department of Human Resources and Social Security. *Supervision and Management Measures for Profit oriented Private Training Institutions in Guangdong Province* [Z]. 2021

[4] Ministry of Housing and Urban Rural Development. *Guiding Opinions on Strengthening the Construction of Workers' Team in the Construction Industry* [Z]. Jianren [2019] No. 30

[5] Ministry of Human Resources and Social Security. *Notice on Improving the Lifelong Vocational Skills Training System* [Z]. Ministry of Human Resources and Social Security [2020] No. 11

[6] Guangdong Provincial Department of Housing and Urban Rural Development. *Implementation Rules for Vocational Skills Training and Assessment Management of Construction Industry Workers in Guangdong Province* [Z]. 2022

[7] Department of Human Resources and Social Security of Guangdong Province. *Management Measures for the Implementation of Vocational Skill Level Certification* [Z]. 2023

[8] Personnel Department of the Ministry of Housing and Urban Rural Development. *Management Measures for Real Name System of Skill Training for Construction Workers* (Trial) [Z]. 2021

[9] Li Gang. Research on the Optimization of Supervision Mechanism for Skill Training of Construction Industry Workers [J]. *Construction Economics*, 2021, 42 (06): 112-116

[10] Wang Jian Construction of a diversified regulatory system for vocational skills training under the background of "streamlining administration and delegating powers" [J]. *China Vocational and Technical Education*, 2022 (15): 45-51

[11] Chen Yu. Existing Problems and Collaborative Supervision Path of Skill Training for Construction Workers in Guangdong Province [J]. *Journal of Engineering Management*, 2023, 37 (02): 138-142

[12] Zhang Min. Research on the Application of Credit Supervision in the Governance of Vocational Training Institutions [J]. *Adult Education*, 2022, 42 (09): 28-33

[13] Guangdong Provincial Construction Education Association. *White Paper on the Development of Skill Training for Construction Industry Workers in Guangdong Province* [R]. Guangzhou: Guangdong Construction Education Association, 2024

[14] Guangzhou Housing and Urban Rural Development Bureau. *Research Report on the Supervision Status of Skill Training for Construction Industry Workers in Guangzhou* [R]. Guangzhou: Guangzhou Housing and Urban Rural Development Bureau, 2025