



Research on the Implementation of Talent Policy in Hegang City Based on Smith Model

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Abstract. With the continuous reduction of mineral resources, the economy of Hegang, a city with coal as the leading industry, has been declining, and the problem of brain drain has become more serious. Hegang has fallen into a situation of "no one can be retained, no one can be attracted". Theoretically, Hegang Municipal Government has issued many policy documents to solve the problem of local talents, but has accounted for objects in the process of policy implementation. This paper analyzes the total policy of Hegang City based on the framework of Smith's policy implementation model, and studies it from the four dimensions of idealized policy, implementing agency, target group and policy environment, and analyzes that there is still a layer of specific implementation rules for the policy in the process of implementing the total policy of Hegang City; It is difficult to cooperate among the executive bodies; The consensus of public political participation is weak; Policies that failed to adapt to complex environments. Obstacles, and put forward detailed policy content and specific measures; Clarify the main responsibilities and strengthen the multiple cooperation between the main bodies; Strengthen policy public and improve the security system; Countermeasures and suggestions for optimizing policy environment and creating cultural atmosphere.

Keywords: Smith model; Talent policy; Policy implementation

1 Introduction

The 20th National Congress of the Communist Party of China proposed that talent is the primary resource, and we should gather and utilize the talents of the world to continuously enhance their attractiveness and competitiveness. Talents refer to individuals who possess certain professional knowledge or skills, engage in creative labor, and contribute to society. They are workers with higher abilities and qualities in human resources. Therefore, talent policies belong to the category of public policies [1].

This study is based on the Smith Policy Execution Model. Through literature review of talent policies and Smith Policy Execution Model, as well as analysis of national and regional talent policies, with talents in Hegang City as the main research

object, the implementation of talent policies in Hegang City is analyzed, and reasonable suggestions are proposed to address the existing problems.

2 Smith Policy Execution Process Model

In the 1970s and 1980s, a wave of research on policy implementation began to rise in Western countries abroad, with Smith's policy implementation process model being a typical representative.

The policy execution model created by Smith believes that there are four main variables and relationships in policy execution[2]. He believes that idealized policies, executing agencies, target groups, and environmental factors are several major factors that affect the process of policy execution. These are all factors that affect the success or failure of policy implementation. These four elements interact with each other, and their system operation direction is the key to the effectiveness of policy implementation.

Figure 1 Smith Policy Execution Process Model

Idealized policies include the form of policies (laws or orders), the type of policies, the scope of policies, the social image of policies, etc; The executing agency includes structure and personnel, leadership style and skills, and the ability and confidence of the executor; The target group includes the degree of organization or institutionalization, the tradition of accepting leadership, previous policy experience, etc; The environment includes social, political, economic, cultural, and historical environments and characteristics, as well as their comprehensive characteristics[3]. These factors will directly affect the effectiveness of policy implementation.

3 Overview of Talent Policies in Hegang City

The "Jinhe Huigang" project was introduced in Hegang City in 2017, with the aim of highlighting the talent orientation of "high precision and shortage", vigorously introducing high-end talents, optimizing the structure of the talent team, and improving overall quality. In 2020, Hegang City released the "14th Five Year Plan for Talent Innovation in Hegang City", which proposed actively implementing various policies and benefits for introducing talents. In 2022, Hegang City formulated and issued the "Several Policies on Supporting the Development of Private Economy Talents (Trial)", which provides special treatment to private enterprises in talent introduction, cultivation, mobility, incentives, and guarantees, and gathers outstanding talents from all aspects to support industrial transformation.

4 Obstacles to the Implementation of Talent Policies in Hegang City Based on the Smith Model

4.1 Idealized policies: lack of specific implementation details

Through the analysis of a series of talent policies introduced by Hegang City, it can be seen that the current talent policies in Hegang City are still at the macro guidance level, lacking specific measures, detailed rules, etc., which leads to deviation between the policy implementation effect and the policy purpose. There is no specific policy support on how to cultivate, introduce, and retain talents, which is insufficient to achieve policy goals. Secondly, the content of talent policies is basically the same, with no innovative points[4]. The preferential policies given to talents are insufficient, and there is no advantage compared to talent policies in other cities, which affects the effectiveness of policy implementation. For a long time, with the increasing reduction of coal resources, the gradual decline of the coal mining industry, and the continuous decline of the urban economy, the problem of talent loss has become increasingly serious, causing an imbalance in the talent structure, and the existing labor force is insufficient to support the further development and transformation of the city. Therefore, strengthening and refining talent policies is the best way to improve the problem of talent loss in Hegang City.

4.2 Executing agency: Difficulty in cooperation between executing entities

The cooperation between government, universities, enterprises and other entities directly affects the effectiveness of talent policy implementation. However, the power composition, value orientation, and nature of work of each executing agency vary, resulting in a significant reduction in the degree of tacit cooperation between the subjects, weakened collaboration ability, and poor policy implementation effectiveness. On the other hand, better implementation of talent policies by for-profit institutions such as enterprises requires significant financial support and sound system guarantees[5]. From the perspective of the proportion of government financial expenditure, there is relatively little funds invested in talent related matters, which is insufficient to support or attract profit-making institutions such as enterprises to strongly support talent policies, thereby affecting the effectiveness and quality of policy implementation.

4.3 Target group: weak awareness of political participation

Firstly, the awareness of the importance of talent team building is not sufficient. Some departments and units lack long-term talent team construction plans, lack awareness of talent crisis and crisis, have a relatively weak people-oriented concept, and the environment for outstanding talents to work and start businesses is not yet loose enough. Secondly, the total amount of talent resources is insufficient. The total number of talents and the overall quality of the talent team need to be further improved.

There are relatively few innovative, highly skilled, and service-oriented talents that adapt to economic and social development, and a high-quality and high standard talent team has not yet formed a scale. Finally, the talent team construction mechanism is relatively lagging behind. The talent utilization mechanism, assessment and evaluation mechanism, incentive mechanism, and mobility mechanism all need to be further improved and improved in order to attract and retain talents. More than 90% of candidates in Hegang City choose universities in other provinces and cities for their annual college entrance examination applications, and after graduation, they mostly choose to stay in the local area for employment, while fewer choose to return to their hometowns to contribute to the construction of their hometowns.

4.4 Environmental factors: failure to adapt to complex environments

Firstly, in terms of economic environment, the economic development of Hegang City is relatively slow, and the implementation and development of talent policies are based on a stable economic level. However, the current economic situation of Hegang City is not sufficient to support the effective implementation of policies. Secondly, in terms of institutional environment, the policy implementation system in Hegang City is still not perfect. Compared to the social security and welfare in other regions, the level of welfare security in Hegang City is significantly insufficient, failing to change the current situation of "unable to attract or retain"; The relevant legal system still needs to be strengthened to ensure the effective implementation of talent policies.

5 Suggestions for optimizing the implementation of talent policies in Hegang City

5.1 Refine policy content and clarify specific measures

As the primary resource for urban development, talent work must be placed in an important position in the overall economic and social development. Firstly, to effectively implement talent policies, it is necessary to achieve systematization in policy design, refining specific policies while strengthening unified implementation rules to provide guidance for specific policy implementation. Secondly, a sound policy operation system requires coordination among governments at all levels, combining central government policies with local government policies, adapting to local conditions, and formulating talent policies with regional characteristics based on the urban characteristics of Hegang City.

5.2 Clarify the responsibilities of the main body and strengthen mutual cooperation between the main bodies

Clarifying the responsibilities of policy implementation entities and strengthening mutual cooperation among them is a key aspect of policy implementation. Firstly, it is necessary to strengthen coordination and cooperation with various departments, and

enhance the pertinence and accuracy of coordination work; At the same time, various new online media should be used to build a network information exchange platform, break down communication barriers between entities, reduce policy implementation costs, and improve coordination among various entities. In addition, the implementation of talent policies requires professional technical guidance from non-profit organizations and strong financial support; At the same time, it is necessary to establish a sense of corporate social responsibility and enhance the public service capabilities of enterprises.

5.3 Strengthen policy promotion and improve the guarantee system

In the new era, the country has introduced a large number of talent development policies, promoting the return of outstanding talents to their hometowns for entrepreneurship. However, the quality of policies depends on the level of participation of the target population in policy formulation and implementation. To enhance public recognition and participation in policies, firstly, it is necessary to actively involve the public and enhance policy transparency; The second is to increase policy promotion efforts and enhance the effectiveness of policy implementation. Secondly, we need to form contemporary cultural values and abandon outdated, outdated, and outdated concepts; When implementing talent policies, it is necessary to fully recognize the government's importance and support for talents, and enhance their willingness to return home. Finally, it is necessary to improve the corresponding social security system, so that talents can make their own contributions to the development of their hometown at any time.

5.4 Optimizing the policy environment and creating a cultural atmosphere

Firstly, it is necessary to allocate resources reasonably; Secondly, driven by big data, urban economic development should also provide a trading platform and technological support for the city's economic development through network construction, so as to achieve the best improvement of the city's economic environment. The implementation of talent policies is the guarantee of the institutional environment. To effectively implement policies, it is not only necessary to improve the social security system, but also to adapt to the development needs of the people. It is also necessary to establish a sound legal and supervisory system to enhance the transparency and execution of policies. The three cultural environments have created a favorable atmosphere for the implementation of talent policies. Due to the influence of the market economy, traditional excellent culture is gradually disappearing and communities are becoming increasingly weak, leading to a lack of cultural soil in policy implementation and making it difficult to form policy consensus. Therefore, we urgently need to reshape traditional excellent culture, create a good atmosphere for policy implementation, and promote the comprehensive implementation of the talent policy in Hegang City.

6 Conclusion

Talents are extremely important resources for urban development, and we should actively cultivate, attract, and retain them. Therefore, Hegang City has introduced a large number of talent policies, but there is still a lack of specific implementation details in the implementation stage of the policies; The difficulty of cooperation between executing entities is significant; Weak awareness of public political participation; The obstacles that policies fail to adapt to complex environments require further refinement of policy content and clarification of specific measures; Clarify the responsibilities of the main body and strengthen mutual cooperation between the main bodies; Strengthen policy promotion and improve the guarantee system; Suggestions for optimizing the policy environment and creating a cultural atmosphere.

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