Analysis of the Evolutionary Path for Innovative and Entrepreneurial Talent Policy

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Abstract. Taking the talent policy texts of innovative and entrepreneurial from 2013 to 2017 in five central cities of Beijing, Shanghai, Guangzhou, Shenzhen and Chengdu as samples, the policy texts analysis method is adopted to compare the innovative and entrepreneurial talent policies in these five cities from four dimensions, which includes policy year, policy type, applicable object and paper type. According to the differences in the formulation and implementation of talent policy in each city, the problems of “window period” and policy effect of various cities are analyzed, and the evolution and reform path of the innovative and entrepreneurial talent policy texts in each city are tried to analyze. At the same time, the experience can be provided for other cities and regions in China to better introduce and cultivate innovative and entrepreneurial talents.

Introduction

The convening of the 19th CPC National Congress, the awareness of the city has risen to a new height, and the construction of the central city has attracted wide attention. In February 1, 2018, China City and Small Town Reform Development Center issued the annual report on central cities development in 2017. The report shows that the four cities of Beijing, Shanghai, Guangzhou and Shenzhen live in the “first group” of the central cities, and Chengdu ranks fifth, it heads the list of the “second group” which consists of 7 cities. At present, China is in a critical period of comprehensive deepening reform. It needs the central cities to adapt to the development of the times and carry out innovation of institutions and mechanisms. Innovation of talent institutions and mechanisms, as an important part of innovation of institutions and mechanisms, it is inseparable from the cultivation of talents. From “respecting knowledge, respecting talents” and putting forward the development strategy of “talent power” and “talent driven innovation”, China has gradually put the importance of talent into strategic height. Although it has made certain achievements in the construction of talent team, the talent in the field of management and technology is seriously inadequate. So, it is an important task for China to provide better talent policy to attract and retain talents. The national talent policy plays a decisive role in giving full play to the efficiency of the first resource of talents[1]. In order to better implement the innovation driven strategy and play the role of innovative and entrepreneurial talent, the central government has introduced a series of innovative and entrepreneurial talent policies to attract domestic and foreign talents. In March 2016, the Central Committee of the Communist Party of China issued the “opinion on deepening the reform of the institutional mechanism for talent development”, and proposed to explore the establishment of a talent training mechanism based on innovation and entrepreneurship. The local government in China have responded and introduced a series of policies and regulations concerning talents' innovation and entrepreneurship.

With the increasing importance and scarcity of innovative and entrepreneurial talent, the perfection of the policy system for innovative and entrepreneurial talents is also vital. Based on this, this paper selects the innovation and entrepreneurial talent policy from 2013 to 2017 in Beijing, Shanghai, Guangzhou, Shenzhen and Chengdu as the research objects, makes a comparative analysis.
**Literature Review**

At present, there is a wide range of research on innovation and entrepreneurial talent policy in China. From the content, for example, Li Bangbin, Fang Yangchun (2017) takes the innovative talent policy of Hangzhou as the research object, and analyzes the policy text of the talent introduction, development and incentive[2]. Zhang Tongquan, Shi Huanhuan (2017), based on the statistics and questionnaire survey data of 2010-2015 years in 8 science and technology parks in Shandong Province, uses multivariate statistical analysis and fuzzy clustering analysis to compare the implementation effect of innovative talents policy in different science and technology parks[3]. In the method of studying the talent policy, Guo Junhua and Xu Nini (2017), based on the framework of Anders Lundstrom and Lois Stevenson, use the content analysis method to carry out quantitative analysis on the policy texts of the venture talents in three cities of Beijing, Shanghai and Shenzhen[4]. Gu Jinglei (2017) carried out a research review on the background of Zhejiang province. It mainly analyzed the 4 aspects of the input-output, environmental impact and policy innovation of the development of innovative scientific and technological talents[5].

Many domestic scholars research on talent policy are more focus on the content of talent policy and the evaluation of the effect of talent policy. The qualitative research methods such as case study and comparative study are mainly used in research, and the systematic research on the policy text is lack. Based on this, this paper uses the method of policy text analysis and the study method of scholar Xiong Yongqing[6] to study the policy text from four dimensions which are policy year, policy type, applicable object and paper type.

**Research Design**

**Research Sample**

In this paper, five municipal governments, the official websites of each committee and the local talent work network are used as the core retrieval platform. According to the “policy documents” and “notice bulletins” in the “information disclosure”, the key words are retrieved. 129 innovation and entrepreneurial talent policies in Beijing, Shanghai, Guangzhou, Shenzhen and Chengdu are collected. In the end, 97 effective samples were selected, including 21 in Beijing, 20 in Shanghai, 16 in Guangzhou, 21 in Shenzhen and 19 in Chengdu.

**Analysis Framework**

(1) The view of policy year. From the perspective of policy year, we can further reveal the relationship between the innovation and entrepreneurship talent policy in five cities and the macro situation.

(2) The view of policy type. According to the classification standard of the Chinese talent development report[7], based on the main content of the policy of innovative and entrepreneurial talent, it is divided into six types: talent introduction, talent training, talent evaluation, talent flow, talent incentive, talent protection, and also covers these six types of comprehensive policies.

(3) The view of applicable object. This paper analyzes the distribution of different levels of local government related innovation and entrepreneurship talents policy.

(4) The view of paper type. According to the characteristics of the paper type, the types of the policy of innovation and entrepreneurship are classified, including rules and regulations, guidance, development planning.

**Empirical Analysis of the Comparison of the Talent Policy**

**Policy Year Analysis**

In 2013, the number of policy papers in Beijing, Shanghai, and Guangzhou was relatively small, especially in Guangzhou and Shanghai, there were only two major innovation and entrepreneurship policies, and Shenzhen and Chengdu had more documents. In 2014, the number of policy paper in Shenzhen and Chengdu showed a downward trend, while the number of policy paper in Beijing...
increased, and the number of policy paper in Shanghai and Guangzhou was stable. In 2015, the policy papers were concentrated increased, the five cities maintained an upward trend in general, and only Beijing decreased slightly. By 2017, the policy of innovation and entrepreneurship in five cities had dropped sharply and returned to a state of saturation, because the period was the time for policy implementation. On the whole, the policies of innovation and entrepreneurship in Shanghai, Guangzhou, Shenzhen and Chengdu was consistent in distribution of time. In addition, by observing the overall distribution trend of the number of policies, it can be seen that 2015 became a peak of the number of policy documents in the last five years, which was related to the overall environment of the country. In 2015, it was in a period of vigorous advocacy of innovation and entrepreneurship by the country, so the number of policies was concentrated.

**Policy Type Analysis**

From the two links of talent introduction and training, Shanghai and Guangzhou attach more importance to the introduction of talent, Beijing's policy for training talents is more than the other four cities. The proportion of Shanghai, Guangzhou, Shenzhen and Chengdu in the talent cultivation policy is low, which may be due to Beijing firstly break the model of “heavy introduction and light training” has given greater attention to how to retain talent after the introduction of talents. From the perspective of the incentive link of talent, Shanghai and Shenzhen are more biased to the incentive of talent. There are two reasons. The first one is that Shanghai and Shenzhen have invested more capital in innovation and entrepreneurship, The second one is Shanghai and Shenzhen place emphasis on the use of funds to support or personnel protection and other measures to introduce foreign outstanding talents. Guangzhou and Chengdu mainly based on comprehensive innovation and entrepreneurial talent policy, these two cities in the formulation of talent policy more focused on the overall control.

**Applicable Object Analysis**

The main targets of innovative and entrepreneurial policy in the three cities of Beijing, Shanghai and Guangzhou are the high level talents, skilled and technical talents, overseas talents, college students and college graduates. The three cities' policy for these four types of talent accounts for a higher proportion of the total number of individual policies, possibly due to the three cities are affected by the economic situation and the geographical environment. Shenzhen's talent policy is mainly targeted at high level talents, skilled and technical talents, which may be related to the development of Shenzhen's manufacturing industry. Chengdu's support for innovation and entrepreneurship is mainly concentrated on college students. The five cities have two characteristics in the policy of innovation and entrepreneurship. Firstly, the policy of innovation and entrepreneurship for the five cities is mainly targeted at high level talents and scientific and technological personnel. This is related to the overall environment of the country, high-level talents and skilled and technical talents are generally considered to promote the main force of innovation and entrepreneurship. Secondly, the five cities' policies of innovation and entrepreneurship are less targeted at farmers, migrant workers and enterprises. It can be seen that the existing policy of innovation and entrepreneurship in local government lacks overall and coordinated consideration in the distribution of objects.

**Paper Type Analysis**

The innovation and entrepreneurship policy of the five cities has begun to show the certain scale. Among the three cities of Beijing, Shanghai and Shenzhen, the total amount of innovation and entrepreneurship policy is large and equal, which reflects the scale of the policy of innovative and entrepreneurial talents in three cities on the side, while the policy scale of the two cities of Guangzhou and Chengdu is relatively small compared with the other three cities. In terms of the paper type, Beijing is dominated by management methods, Shanghai mainly focuses on guidance and regulations. Guangzhou focuses on the implementation of detailed rules and development planning, while Shenzhen focuses on the implementation of detailed rules and management.
methods. The various types of Chengdu are distributed fairly, referring to a small number of
guidance.

Conclusion
In terms of the applicable objects, the talent policy in Chengdu is not as broad as the Beijing,
Shanghai and Guangzhou. In the last five years, the object of policy applied in Chengdu is still
mainly concentrated on the level of college students and college graduates, while Beijing, Shanghai
and Guangzhou are mainly focused on the support of the main forces of the innovative enterprises,
such as high level talents, skilled and technical talents and overseas talents. In the aspect of policy
extension, Compared with Beijing, Shenzhen and Shanghai, Guangzhou and Chengdu have less
malleable policies. From the link of talent policy, compared with Shanghai and Shenzhen, there is a
lack of evaluation, mobility and incentive for talent policies in Beijing, Guangzhou and Chengdu.

According to the existing problems of the five cities in the policy of innovation and
entrepreneurship, this article puts forward the following suggestions:

Firstly, improve the construction of multi gradient personnel. Set up a multi-level and
comprehensive talent team construction and talent resource information base. Secondly, explore a
more leading and exemplary policy of innovation and entrepreneurship. Thirdly, scientifically
formulate the whole process policy system of talent growth and development. In view of the
irrational structure of innovative and entrepreneurial talent policy, the five cities should introduce
more targeted and focused innovative entrepreneurial talent policies.

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