On the Improvement and Reflection of the Flexible Working System of Public Officials in "Epidemic Situation"

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Keywords: Novel Coronavirus, Public Sector, Flexible Working System

Abstract. After the public health emergency, it has promoted the development of the flexible work system of public officials, accelerated the ability of public officials to respond quickly and arrange work tasks flexibly in the "epidemic situation", and accelerated the pace of improving the flexible work system of public officials in China. It is of great significance to study the experience and deficiency of the flexible working system of public officials in the epidemic situation. Therefore, based on the flexible work system, this paper studies the scope and limitations of the implementation of the flexible work system for public officials in the "epidemic" in China, and further puts forward suggestions for the improvement of the flexible work system in the "epidemic" public sector.

With the novel coronavirus infection pneumonia prevention and control work ongoing, party and government organs and institutions began to implement flexible work system. According to the spirit of the notice of the general office of the State Council on extending the Spring Festival holiday in 2020 (Guo Ban Fa Fa Dian [2020] No. 1), all kinds of financial institutions and financial infrastructure related institutions will go to work normally from February 3, 2020. According to the notice, all units can implement flexible work system, flexibly adjust the rest time, take rotation and wrong time to work, or use the network office mode to work at home, so as to reduce the number of people as much as possible. During the period of "epidemic", the flexible working system adopted by the public sector is a new management method adopted by the government.

Literature Review of Flexible Work System

Research Status in Foreign Countries

Harler, a German economist, first put forward the idea of flexibility to solve practical problems in management. In 1984, Atkinson published "the human strategy of flexible organization", and put forward the concept of flexible work type and personnel composition of the enterprise for the first time. Based on Atkinson's research, foreign scholars have further developed the flexible work system into the following aspects.

1. A study of personnel organization

Atkinson (1984) divides the flexible work system into two parts from the perspective of flexible organization. The first part is the core employees and the second part is the peripheral employees. Charles Hendy (1990) put forward the theory of clover. He believes that in the future, tissue morphology will be like clover, forming a clover tissue system. Clover organization system consists of expert system, outsourcing system and personnel flow system. Clover organization system is the further development of flexible work system. Both of them are through the division of organizational structure, in order to better achieve organizational work arrangements. Dihan (1994) put forward four types of flexible work system. He thought that the organizational form could be divided into four aspects: time, salary, function and quantity. Lipacke and Snell (2002) classified the work arrangement of personnel in the organization into four types: knowledge type, skill type, contract type and alliance type. These detailed work arrangements are of great significance to the reasonable and effective placement of personnel.

2. A study on the types of human resource elasticity

Many foreign scholars have divided the flexibility of human resources into many divisions, which have great reference significance for managers to carry out management practice. Atkinson (1984)
divides human resource elasticity into three types: functional elasticity, quantitative elasticity and salary elasticity. Antkinson and Miguel (1986) further supplement the elasticity of human resources when they study the elastic enterprise model, and increase the elasticity of distance on the basis of the above three types. Brighton and Morris divide the flexible work types into time elasticity, function elasticity, quantity elasticity and salary elasticity. This classification has been recognized by many scholars.

3. Specific research on the implementation of flexible work system in the public sector

In the implementation of the new public management movement, governments began to pay attention to the flexibility of the management of public officials, and began to learn the advanced management methods of enterprises, so the public sector began to use the flexible work system as a new management method. In the 1950s, Germany and Belgium carried out the reform of the public official system, and adopted the "contract system" in the public sector employment system to improve the flexibility of public sector employment. At the same time, the Irish government has also carried out the reform of flexible working hours for public officials. In 1978, the Carter Administration of the United States implemented reforms such as "Presidential Management interns" and "flexible working hours". In 1993, the Clinton administration carried out many reforms, such as decentralization, weakening rules, flexible authorization, etc. Since the 21st century, the Obama administration has also been pursuing flexible personnel policies. In foreign countries, the application of flexible work system in the public sector has gradually matured.

Domestic Research Status

In China, the flexible work system is considered as a work form opposite to the full-time work system. Dong Xuexue (2000) put forward the definition of flexible management. He believed that "flexible management is the unity of principle and flexibility of management, that is, through certain management means, to make the management object have certain self-adjustment, self-management and adaptability to the change of environment under certain conditions, so as to achieve the purpose of dynamic management". Specifically, the research in China includes the following aspects.

1. Research on the content and implementation method of flexible work system
Shao ruiyin (2005) discussed the flexible working system from the aspects of organizational culture, human resource structure and management function. Zhu Wenzhong (2006) proposed that the flexible work system not only includes part-time work system, but also flexible work arrangement in the full-time work system, such as flexible working time and flexible working place. Cao Jun believes that the flexible work system focuses on the flexibility of labor relations between employers and employees, and he believes that the short-term labor relations established between enterprises and employees are flexible work systems. Liang Yanping (2006) made a special discussion on flexible management in functional training. Zhu Pingli (2007) pointed out from the theory of human flexibility that flexible management can be strengthened through the implementation of flexible working hours, flexible incentive programs and other methods.

2. Specific research on the implementation of flexible work system in the public sector
Since the 21st century, scholars in China have begun to study the application of flexible work system in the public sector. Chen Tao and others (2010) have studied the implementation of flexible work system for university teachers. Wu fan et al. (2011) proposed the feasibility of implementing flexible work system in some public sectors of China. In 2020, with novel coronavirus outbreaks, many Chinese public sectors began to implement flexible working system. Novel coronavirus infection was launched in February 3, 2020 by the Guilin supply and marketing cooperative. On February 17, 2020, Heilongjiang teachers&apos; development college issued the teaching and research work plan during the epidemic prevention and control period, and issued the slogan of "no class and no research".

To sum up, many scholars at home and abroad have formed a relatively mature theory for the flexible work system after many aspects of discussion and research, which has a good guiding...
significance for the public sector to carry out the flexible work system, but the research and practice of the public sector on the flexible work system in China need to be further improved.

**Definition and Application Scope of Flexible Work System**

**Definition of Flexible Working System**

The flexible work system originated from the 1960s German economist Harley. The flexible work system proposed by him has well alleviated the phenomenon of the enterprise staff's going to work congestion, and then developed rapidly in the European and American countries. It was introduced into China in the late 1990s. Flexible working system refers to the system in which employees can flexibly and independently choose the specific work schedule on the premise of completing the specified work task or fixed working time length, so as to replace the uniform and fixed working time. In 2014, South Korea's central and local governments began to implement the "5-hour flexible work system" to allow employees to flexibly arrange working hours. In the face of the epidemic, the central government and local governments began to implement the flexible work system.

The significance of flexible work system:

1. For organizations or enterprises, flexible work system can reduce absenteeism, lateness and employee turnover. Flexible working system can increase the productivity of employees. Flexible working system increases working time limit and reduces overtime payment.
2. For employees, they are mainly reflected in: they have certain free choices during working hours, they can work and rest freely according to their own needs, commute to and from work can avoid traffic congestion, avoid the tension caused by worry about being late or absent from work, and can arrange time to participate in important private social activities, so as to arrange their own family life and hobbies. As employees feel that their rights and interests are respected, and meet the needs of high-level social and respect, they have a sense of responsibility and improve job satisfaction and morale.

**Form of Flexible Working System**

1. Establish an independent organizational structure. In this structure, in order to improve the work organization, the organization establishes a flexible work system, so that employees can independently determine the working time and the speed of the production line. See Figure 1 for details.
2. Work sharing programme. The scheme allows two or more people to share a full-time job. For example, during the "epidemic", the workload of doctors is very arduous and can be shared by two people. One of them works in the morning and the other in the afternoon.

3. Interim work sharing programme. It is mainly adopted in the difficult period of the enterprise. The enterprise uses the method of temporary reduction of working hours to deal with the phenomenon of temporary dismissal of employees.

4. Flexible duty station programme. As long as employees can complete the tasks assigned by the company and communicate with the company by means of electronic communication, the company allows employees to complete their work at home or in other offices close to home. During the special "epidemic" period, the staff of the public sector can use the means of network to work at home and reduce the probability of infection.

5. The combination of core time and elastic time. Enterprises can decide that the working time of a working day consists of core working time (usually 5 hours) and flexible working time at both ends.

**Scope of Application of Flexible Work System**

Although the allocation of public sectors in different provinces, autonomous regions and municipalities directly under the central government is not the same, which leads to differences in the scope and main body of the flexible employment system in the "epidemic" period. Generally speaking, the flexible work system is applicable to the following categories of public officials in the public sector of China.

1. Senior managers in the public sector

   The work tasks of such public officials usually involve the planning, investigation and analysis of public sector management practice, and the completion of their tasks depends largely on themselves. There is no specific provision for the way and time allocation of the work tasks of senior managers in the public sector, such as the "epidemic" in which the provincial and municipal governors formulate the work of self isolation of residents and prevention, control and inspection Scheme.

2. Senior technical staff in the public sector
Novel coronavirus vaccines are not available for work. The results of such public servants are not always based on the accumulation of their time. Instead, they should be judged by the results of their work, such as the staff of the new type of coronavirus vaccine in the epidemic situation.

3. Workers who need to work intensively because of their work characteristics

Because of the special nature of their jobs, such workers must be in a long-term continuous working state in a special period, such as the medical staff who adhere to the front line during the "epidemic" period, as well as the people's police and fire workers.

4. Workers whose work is restricted by the natural environment

Such workers will be subject to natural changes such as seasons, environment and weather when they are working, and they need to work intensively in a certain period of time, such as archaeologists.

The Limitation of the Fixed Working System of Public Officials in the Epidemic Situation

At present, in the "epidemic", only a few public sectors in China are implementing flexible work system, mainly various financial institutions, as well as a few provinces and cities. Each unit can implement flexible working system and flexible adjustment of work and rest time in combination with the requirements of local government for prevention and control of epidemic situation. It can also use the network office mode to work at home. The provincial government hall can implement the methods of staggered peak office, online office, pre appointment office, Express office and chief service agent for urgent matters. From the actual situation of the current "epidemic", the office system of the public sector is generally in a relatively stable form, in fact, the solidification of the public sector has brought some problems.

Not Considering the Needs of the People and the Requirements of Service-oriented Government

Recently, China has been swept by the "epidemic situation", especially in Hubei Province. People from all walks of life at home and abroad donate to the Red Cross Society of Hubei Province, and people from all walks of life continue to donate materials. People in hospitals are still "eating the same rice". On February 2, 2020, in the material publicity of Hubei Red Cross Society, it was found that 16000 N95 masks were given to charity hospital and 3000 ordinary medical masks were given to Union Hospital, which caused strong dissatisfaction among the public. Under the overall situation of "epidemic situation", the distribution efficiency and publicity of the Red Cross Society are the key issues. The distribution efficiency of the Red Cross Society is not unanswered. As long as we carefully sort out, fully introduce social professional forces, and strengthen the flexible working system of the public sector, we can find effective solutions. In the special period of "epidemic", the Red Cross Society can borrow experts from related fields and hire professionals in the society for a short time, so as to establish an efficient material distribution mechanism matching the "epidemic" resistance. Therefore, the practice of Hubei Red Cross Society in the "epidemic situation" is not satisfactory. It does not consider the needs of the public and the requirements of the service-oriented government. In the "epidemic situation", flexible working system should be adopted to ensure the material supply of medical staff.

Failure to Take into Account the Needs and Characteristics of the Community of Public Officials

Public officials are also social people, and their mental health, physical condition, physical satisfaction and other conditions are also in adjustment and change. In a certain period of time, the physical and mental conditions of public officials are in an excellent state. In this period of time, their work efficiency and efficiency may be better, while in other times, they may not be so good. Especially now the whole country is in the period of "epidemic", everyone is worried about their health. However, at present, the public sector in many areas of our country still adopts the fixed working system, which stipulates that the staff go to work on time every day, and the working hours are fixed every week and every day. This fixed working system does not take into account the
physiological and psychological characteristics of the public officials, nor the personal and social requirements of the public officials. In the “epidemic” period, if the public sector widely implements the flexible work system, it can avoid going to work on time, so as to avoid the congestion of traffic and dense population, reduce the transmission probability of the "epidemic" and better meet its physiological and psychological needs.

Not Considering the Characteristics of Public Sector Functions

Some public sector work tasks have the characteristics of stage, sudden and centralized. For example, at this stage, the work tasks of "epidemic" hospitals of traditional Chinese medicine, police and other public sectors are very large, especially the medical and nursing staff in Hubei Province, who often don’t sleep for several consecutive days and nights, are relatively idle at other times. In addition, the work of some public sectors has the characteristics of matching and connection. If the work of other sectors is not completed, the Department may not be able to continue to carry out the follow-up work. In this case, it will cause the Department to work in a period of time. But now the public sector generally adopts the fixed work system, which stipulates the time of going to work, the posts and the personnel, which results in that all the people in the Department are busy and green in a certain period of time, and the rest of the time is relatively idle, which makes the public think that the staff in the public sector in China are idle. Some government departments do not undertake some tasks due to the change or adjustment of their functions. However, due to the consolidation of the number of staff in their departments, the number of staff in some departments remains unchanged or even increases after the adjustment, leading to the phenomenon of personnel mismatch.

The Improvement of Flexible Working System for Public Officials in "Epidemic Situation"

The flexible work system was first implemented in enterprises and has a relatively complete system. Although there are great differences between the public sector and enterprises, the flexible work system applied in enterprises cannot be fully applied to the public sector, but in the special period of "epidemic", in order to improve the work of the public sector and adapt to the peace, stability and public demand of the society at this stage, some An effective and reasonable flexible working system can be promoted and used in the public sector. At present, there are several types of flexible working system that can be introduced into the public sector.

Constructing Flexible Working Hour System with Shift System, Wrong Time Working System and Individual Leave System as the Main Body

The people's Bank of China, China Banking Regulatory Commission, China Securities Regulatory Commission and foreign exchange bureau jointly issued a notice on February 1, 2020, stating that all kinds of financial institutions and related institutions of financial infrastructure will officially go to work from February 3, 2020. Each unit can implement flexible work system, flexibly adjust work and rest time, use rotation and wrong time to work, or use network office mode to work at home, so as to reduce personnel aggregation. During the "epidemic" period, in order to facilitate the needs of the public and the safety needs of public officials themselves, other public departments can also learn from financial institutions and adopt flexible working system. For the public departments in Hubei Province, they can extend their holidays in accordance with the unified requirements of local provincial governments, and take emergency duty and network office in accordance with the requirements of relevant national management departments We will do a good job in providing all the services necessary for epidemic prevention and control, as well as supporting the needs of the party's people in their daily lives. During the "epidemic" period, flexible work system adopted by each department will increase the work tasks of relevant management departments, and the workload of assessment, evaluation and other links will increase greatly with the implementation of flexible work system. Therefore, while implementing flexible work system, advanced electronic timing technology and work results can be used to evaluate its work effect.
Improve and Enrich the Flexible Work Content System of the Public Sector

During the "epidemic" period, the communication, rotation and suspension among public officials have been improved in terms of systems and methods. However, the number of public officials who can get timely communication and exchange is still a small number. Now, in order to avoid some conflicting emotions caused by dangerous and monotonous work contents of public officials during the "epidemic" period, it is necessary to increase the work of public officials in a timely manner. Content elasticity. First, we need to continue to improve and expand the scope of exchanges, rotation and job hanging, especially the rotation and job changing of grassroots personnel. Now Hubei Province is the most serious "epidemic" area in the country, and it is in urgent need of medical materials and medical personnel. We can mobilize the strength of medical personnel in various hospitals across the country to help them through the crisis. Hubei Province has rich experience in coping with the epidemic. Professional medical staff should be sent to other areas with severe "epidemic" to guide rescue. Second, to explore the project-based operation of specific tasks of some departments or institutions, the "epidemic" began around the Spring Festival and can be spread through droplets, with an incubation period of 14 days. In this case, in addition to the front-line medical workers, we should pay attention to ensuring the physical safety of the people across the country. The communities of all provinces and cities need to take their own actions to check whether there is a new type of coronary The infected person of the disease, as well as the distribution of alcohol and other disinfection products to each household.

Explore the Establishment of a Diversified Flexible Job System

There are two forms of flexible job system. The first is to establish some flexible posts in the Department. For example, in the current stage of the outbreak of the "epidemic", all medical workers can be called on to work. The medical workers in each department are divided into six groups, three groups a day for shift work. After the epidemic, the medical staff in other departments return to their posts. The second is that the relevant management departments regularly evaluate the position demands of their own departments, increase or decrease the positions according to the actual situation, so as to avoid the situation that some departments are particularly busy and others have nothing to do.

Reference

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