

A Study on the Impact of Talent Introduction Policies on Urban Mobility - A Literature Review

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Abstract. China is currently in a period of profound economic transformation, where the role of human resources in regional economic and social development has become increasingly pivotal. As the economy shifts towards a more innovative and knowledge-intensive model, the demand for high-skilled talent has risen sharply. In response to this trend, local governments have implemented various talent introduction policies aimed at attracting and retaining talent to promote high-quality economic development. This paper reveals the relationship between the implementation of talent acquisition policies and the mobility of high-skilled and low-skilled populations through a literature review of research on talent acquisition policies and population mobility. As an important and widely used regional development policy by local governments, the talent introduction policy has created a strong attraction to the mobility of labor, increasing the talent concentration of labor and knowledge overflow. The above conclusions are useful for the government to optimize the talent admission policy and the strategy of strengthening the country with talent.

Keywords: talent admission policy, population mobility, economic development, manpower market.

1. Introduction

In the context of promoting national innovation and development and strengthening the country with talent, the government is deeply aware of the importance of high-level talent to the long-term competition of the country. In 2012, 11 departments, including the Ministry of Organization and the Ministry of Human Resources and Social Affairs, jointly issued the "National Special Support Plan for High-level Talents", also known as the "Ten Thousand People Plan". In 2016, the CPC Central Committee issued the Opinions on Deepening the Reform of the System and Mechanism for Developing Talents, and in 2019 the Opinions on the Reform of the System and Mechanism for Promoting the Social Mobility of Labor and Talents, all of which emphasize the importance of long-term competition. The Opinions on the Reform of the Mechanism for Promoting Social Mobility of Labor and Talents in 2019 have all emphasized the importance of talent. From 2014 to 2019, more than 160 cities have successively issued policies on the introduction of talent. Talent introduction policies around the world are generally characterized by a comprehensive relaxation of settlement restrictions, a gradual trend of grabbing people from overseas, and a dominant orientation towards high-tech emerging industries.

In essence, the talent introduction policy is a government subsidy for science and technology innovation. Compared with the traditional innovation subsidy policy, the talent introduction policy is more open, and its world-oriented characteristics are more conducive to the development of science and technology and innovation capacity, to achieve economic take-off. Therefore, the country not only hopes to see the talent admission policy promote the improvement of scientific and technological innovation levels and the balanced development of innovation levels among regions but also hopes that the policy can improve the attractiveness of the labor force while driving economic development.

As China's economy shifts from a phase of high-speed growth to a phase of high-quality growth, the role of science, technology, and innovation is becoming increasingly prominent. To respond to the call of the state and adapt to the new requirements of economic development, talents, as the root of innovation, has become an important scarce resource to be seized by all places. Around the implementation of the Central Committee of the Communist Party of China issued "on the deepening of the development of talent development system mechanism reform opinions" deepen talent system

reform, introduced a series of the introduction of talent policy. The promotion and implementation of the policy of talent introduction not only brings economic scientific and technological effects to the city but also brings the flow of urban population. In the social context of low fertility rates, population mobility has become a key factor in the increase or decrease of regional population.

In this paper, after combing and comparing the policy literature, it is found that the talent introduction policies issued by various cities are relatively chaotic, presenting fragmented and fragmented characteristics, and there are big differences in the time of its introduction, policy content, limited target groups, etc., which are difficult to be unified. In addition, with the economic and social development how to effectively adjust the talent policy has become an urgent problem. Therefore, it is important to strengthen the study of "the impact of talent introduction policy on population mobility".

This paper will analyze the impact of the talent introduction policy on population mobility, and put forward the relevant recommendations for the improvement of the talent policy, to provide a useful policy framework for local governments in the decision-making process of the introduction of talent in the public policy and the content of the reference.

2. Research on Talent Introduction Policy

Against the background of the steady implementation of the strategy of strengthening the country with talent, China's talent work has been developing rapidly. Zhang Zhongyuan and Xiang Hong pointed out that the fundamental competition among countries in the world is talent competition [1]. To enhance overall competitiveness, promote the exchange of knowledge and cultural integration, and promote the development of society to a higher level, China must formulate and implement the policy of talent introduction. However, at the same time when various places are actively launching the policy of talent introduction, there are still controversies in the academic circle about the effect of the policy of talent introduction. The purpose of talent admission is to bring in advanced ideas and technologies to promote the innovative development and industrial upgrading of cities. In addition, the government subsidies it directly provides have helped increase the profits and scale of enterprises [2]. Thus, it attracts the mobile population. However, some regions have distorted the talent policy to maintain the performance engineering and talent dividend, and even the rent-seeking phenomenon under the finance occurs in some places, which is not conducive to attracting the mobile population. Therefore, it is urgent to formulate a scientific and reasonable talent introduction policy [3,4].

The most representative foreign research is the study of the immigration policy of developed countries, the policy in addition to the use of different visa systems to attract different talents, but also the use of labor certification systems, quota systems, sponsorship systems, superior scientific research conditions, and other multi-systems in conjunction with the absorption of foreign talent. Most of the developed countries use selective immigration policy systems for talent introduction [5]. For example, the U.S. government has long implemented the important policy of introducing scientific and technological talents from other countries, and the United Kingdom, France, Germany, etc. also respectively through the creation of an environment, current affairs policy, to prevent the loss of high-end talents in their own countries while attracting foreign talent resources [6]. Columbia University Professor Bhagwati (Jagdish Bhagwati) and others that due to the incompleteness of the labor market, the brain drain will damage the welfare of developing countries [7]. Emerging countries in Latin America, Asia, and other regions use economic incentives such as research grants to acquire technology and talent, but studies have found that talent return policies are not an optimal solution to the brain drain [8]. Shachar argues that targeted talent acquisition policies are an effective tool for gaining competitive advantage, and research in the OECD has shown that the mobility of talent increases with institutional changes [9,10]. The study of Reiner et al. also proved that in two developed countries with very similar economic structures and other framework conditions, political factors will be the main reason for the attraction effect [11].

Since 1992, academics have been concerned about the introduction of talent in China, and after the financial crisis in 2008, the study of talent introduction rose exponentially. In early 2017, the "war for talent", which is based on the policy of talent introduction, intensified. In 2019, many cities relaxed the conditions for settlement to increase the subsidy for talent to compete for the Basic people. Policymakers and academic researchers often believe that human capital can promote economic growth, and talent policy has a greater impact on labor allocation [2]. As a result, regions are thirstier than ever for talent, believing that high-quality human capital is the key to urban innovation. Talent introduction policy involves more research perspectives, and according to the analysis of the China Knowledge Network Index, it can be seen that the domestic research on the issue of talent policy mainly focuses on the following four aspects:

Research on the talent policy for a specific period. Such as 1900-1950 British technical talent policy adjustment research; 1945-1953 Soviet Union nuclear program talent policy research; 1949-1966 the founding of the early scientific and technological talent policy research; the founding of the 70 years of China's scientific and technological talent policy evolution and development, these studies were for the introduction of the policy of the period the background of the policy of the policy of the content of a detailed analysis.

Comparative research on talent policies in specific regions. For example, scholars compare the policy objectives, the policy formulation body, and the policy implementation body, and put forward the concept of synergistic development of policies by taking the science and technology talent policies in the construction of Guangdong, Hong Kong, and Macao Greater Bay Area as an example.

Research on talent policies for specific provinces. The main focus is on Beijing, Shanghai, Guangdong Province, Hainan Province, and Sichuan Province, which are often the fastest-growing provincial areas in China, or the implementation of regional policies, such as the policy of building a free trade port and the policy of the National Independent Innovation Demonstration Zone, etc., and these areas are the areas that the provincial-level talent policy generally prefers to focus on.

Research conducted on specific talent samples. Through a variety of different analytical tools and methods applied to talent policies, research is conducted on scientific and technological talents, top talents, and university talents. Typical ones are the CV analysis method, that is, analysis of CV samples of scientific and technological talents; analysis of top talents by focusing on the issue of top talents with scientists' studios and projects of basic science centers as policy research samples; research on how the introduction of talents by young people in colleges and universities should rapidly improve the level of university operation and the strength of teaching and research with the use of mixed research method; and use of CiteSpace bibliometric software to analyze the literature related to the talent policy. The CiteSpace bibliometric software is used to sort out the relevant literature, analyze the evolution trend of talent policy and explore the direction of future development; and the government work report is used as a data source to study the allocation of attention to talent policy.

At present, the academic research on talent policy focuses on the "innovation effect" of talent aggregation and often neglects the research on the segmentation effect of talent policy. As a result, there is a lack of a complete and comprehensive assessment of the talent introduction policy.

3. Relevant Studies on Population Mobility

Since the reform and opening 40 years ago, the scale of China's mobile population has been expanding, and the characteristics of the highly mobile population situation have appeared in China [12]. Population is an important factor affecting social and economic development, and population agglomerations will obtain the "scale effect" from the population factor, providing impetus for economic growth [13]. How to attract a mobile population has become an unavoidable problem for the development of urbanization in various regions.

On the one hand, after a long period of research on population mobility, it is concluded that the purpose of population mobility is to grasp more employment opportunities and strive for higher wages.

The "dual economy" theory of Lewis and Lanis Fei Jinghan first proposed that regional wage or income level differences affect population mobility. They first set up a dichotomy between urban and rural areas, that is traditional agriculture and urban industry. The former has a large surplus of labor and the latter has a higher wage level, thus continuously attracting a large number of cheap labors from rural areas to move to urban areas [14]. Todaro added the variable of urban unemployment to the Lewis model and argued that potential migrants would not only take into account the wage level between cities but also the effect of the wage level in the city during the same period, as well as the level of employment opportunities, that is the expected income [15]. In the literature on population mobility choices, in addition to focusing on the maximization of individual expected returns, scholars have gradually focused on how migrants migrate to minimize family risks or maximize returns, and thus some family characteristic variables may also become important factors in the labor force's decision-making to migrate. Stark suggests that joint family decision-making plays a vital role in the labor force's decision-making to migrate [16]. The migration decision of the labor force and family with the same expected income may not be the same.

On the other hand, Western scholars have indicated that there are both economic and non-economic reasons that motivate the inter-regional mobility of the population. Donald Bougee puts forward the famous "push-pull" theory, one is the pull that can attract labor migration, and the other is the push that hinders labor migration, he believes that population mobility is a combination of the "push" of the place of outflow and the "push" of the place of inflow. He believed that population mobility is the result of the joint action of "push" and "pull" of the inflow, and revealed the most common factors affecting the international mobility of population from the study of the source factors of "push and pull". Tiebout's theory of "voting with one's feet" emphasizes the impact of public services on labor mobility, that is, the labor force chooses to move to obtain better public services, which has been confirmed by many scholars' empirical studies on different regions in different countries [17]. Especially in recent years, with the reform of the household registration system, labor mobility is not only in pursuit of higher wage levels and more employment opportunities in cities but also to enjoy public resources such as urban basic education and medical services. In the extension of the push-pull theory, it is also believed that the push-pull force also originates from the "social network", which mainly influences labor mobility decision-making by providing direct assistance to the labor force and reducing information asymmetry [18].

4. Impact of Talent Introduction Policies on Population Mobility

The implementation of talent introduction policies by local governments can not only increase the size of the local population through the inflow of talent, but also accelerate the accumulation of human capital improve the quality of the labor force, and even improve the efficiency of inter-regional labor allocation, and ultimately promote urban productivity. From the perspective of urban economics, the introduction of talent has a positive impact on improving the urban demographic structure, maintaining the operation of the real estate market, and promoting urban economic development.

With the deepening competition for talent, domestic research on talent introduction policies has grown rapidly. A large amount of existing literature explores the impact of household registration systems, social assistance systems, land policies, housing policies, and industrial policies on population mobility. At the same time, factors such as human capital, technological progress, environmental pollution, and the level of public services are also important concerns in the discussion of the labor force making migration decisions. Based on human capital theory, some scholars have conducted pioneering research on the construction of the talent concentration theory system and explored the relationship between talent concentration and economic growth by combining it with China's specific practice. Under the moderate size limit, the larger the population size of a city, the more concentrated the distribution of human capital. Human capital has a significant role in promoting regional innovation. Liu Zhiyong, Li Hai Zheng, Hu Yong, and Li Chenhua draw on the ideas and methods of measuring changes in industrial structure, adopt vector pinch angle to measure

the level of advanced human capital structure, and use it to verify the economic effect of human capital [19]. Yang Xue and Wei Hongying point out that the main reason for the outflow of talent is employment and income level, which further proves the importance of talent concentration [20].

In addition, human capital has spatial dependence. When population agglomeration occurs in time and space, the agglomeration effect of human capital will be further enhanced, and when people are closer in geospatial proximity, the more frequent the contact will be [21]. Individuals exchange information, technology, and ideas in interaction, and knowledge is more likely to be accumulated, disseminated, and created. With the support of talent introduction policies, high-skilled laborers have higher income levels and therefore higher demand for goods and services, which can better drive employment and promote the modern transformation of urban industries. Cities are places where ideas are exchanged. Physical proximity, increased communication and intellectual interaction are all related to talent clustering. Talent agglomeration can not only help talents realize their value, but also generate knowledge spillover and resource complementarity, so that clusters have priority over other regions, obtain priority development opportunities, and ultimately promote sustainable and efficient economic and social development [13].

5. Recommendations

Taking an overview of the existing literature, scholars have achieved fruitful results in the study of the relationship between talent introduction policies and population mobility. However, the mechanism of the impact of talent introduction policy on the population is complex, and the impact of social development and economic changes on population mobility still needs attention. China is at the crossroads of economic transformation, and the development of talent policy is still an important topic that needs attention in Chinese society. This paper combines the existing research in the academic community, based on the background of the times and the actual situation in China to put forward five suggestions.

5.1. Fully Consider the Regional and Subject Differences

Each city needs to be based on the city's original resources and the future development of the combination of the development of a new policy for talent tailored to local conditions, and the need to combine the local and development goals of targeted talent introduction policy. The leading industries are the supporting industries, and the emerging industries are the new driving force to jointly promote the development of local industries. Therefore, the introduction of talent policy should be on the regional industrial development to introduce the talents needed to solve the problem of talent shortage.

5.2. Improving the Talent Development Environment and Talent Policy System

The government wants to retain more talent and needs to improve the talent development environment in advance, remove the constraints on the development of talent red tape, to encourage the growth of all innovative factors conducive to urban development. In addition, the government the management of the flow of talent in various regions, needs to develop and improve the corresponding management mechanism, provide space for their practical development, and ultimately achieve the retention of talent, contributing to local development.

5.3. Optimize Public Service Facilities in Each Region

The actual inflow of talent in each region has an important role in the support of public services for their lives, so the government needs to investigate in advance the public service requirements of the region where the population is moving in, mainly for the region's health care, education, housing, transport, and other infrastructure to meet the demand and put forward a plan to deal with it. The influx of talent in the region needs to correspondingly increase the construction of infrastructure, education resources, and health care resources to increase support.

5.4. Optimize the Transmission Mechanism of Talent Policy on Innovation Performance

Regions should continue to increase investment in scientific and technological innovation and scientific and technological research and development activities to support efforts to improve the level of scientific research supporting hardware, and gradually increase the value of the return on talent-to-talent income enhancement to force the innovation to achieve substantial results. For scientific and technological talents, on the one hand, it is necessary to increase the income of talents, and through policies to encourage the main body of innovation to establish a remuneration system compatible with the market economy, to increase the attractiveness of the city to highly skilled personnel. On the other hand, it is also necessary to improve the protection of talent, the regions also need to strictly protect the wage level of the labor force through the system, and try their best to meet the existing scientific and technological talents the return on work expectations. Finally, through the science and technology talent policy to increase the regional knowledge stock, increase regional innovation and development capacity. All regions should establish a perfect innovation transformation mechanism to transform the innovation ability of highly skilled talents into productivity and promote the sustainable and healthy development of the urban economy and society.

5.5. Effectively Improves Policy Implementation Capacity

Policy implementation affects policy effects, and policy implementation capacity is the key to policy implementation. The vitality of policies lies in their implementation. Therefore, it is necessary to strengthen the construction of the government team and effectively improve the implementation capacity of the government. The Government promotes the improvement of the talent evaluation and supervision system, vigorously introduce social supervision power, promote the transparency of government affairs, and jointly escort the implementation of talent policy.

6. Conclusion

This paper first introduces the current situation of talent introduction in China, and under the combining of existing policies, using relevant theories at home and abroad, combined with the reality of China, it is found that the talent introduction policy promotes the increase of the regional mobile population through the direct effect and spillover effect. Then, combining the existing theories, the analysis concludes that the talent introduction policy improves the attractiveness of cities to high-skilled labor through living subsidies and scientific and technological subsidies, and increases the attractiveness to low-skilled labor through the spillover effect of the talent aggregation effect, which promotes the improvement of the urban system and the improvement of the economic level. The superposition of the two effects effectively increases the migration of the floating population. Finally, combined with the existing related research, the paper puts forward five suggestions to promote the development of a talent introduction policy, to provide some reference for the government in the process of formulating a talent introduction policy. However, there are still some shortcomings in this paper, the existing research in the introduction of talent policy on the impact of population mobility mechanism of the research is less, so the research is not comprehensive, mainly focusing on the development of the policy research on the policy decision-making process did not have an in-depth analysis and exploration. Therefore, in future research, it is hoped that through persistent study and improvement of knowledge structure, the complete policy process can be better studied.

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