

Research Review and Prospect of China's High-Level Talent Introduction Policies Under the Implementation of the "Talent-Powerful Nation" Strategy—A Literature Review Based on CNKI Data from 2010 to 2024

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Abstract: Since the implementation of the "Talent-Powerful Nation" strategy, China's high-level talent introduction policies have become increasingly mature. Through sorting out relevant research literature, it is found that China's high-level talent introduction policies will develop towards a more precise direction, with interdisciplinary research perspectives, comprehensive research methods and an ecological talent introduction system.

Keywords: "Talent-Powerful Nation" strategy; High-level talent introduction; Policy

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1. Introduction

Since the concept of the "Talent-Powerful Nation" strategy was proposed in 2002, China has achieved remarkable results in talent work. In 2010, China issued the "National Medium and Long-Term Talent Development Plan Outline (2010-2020)"^[1] (hereinafter referred to as the "Outline"), which provided specific basis for the implementation of the "Talent-Powerful Nation" strategy. Among them, "implementing a more open talent policy" is of far-reaching significance for introducing high-level talents. In the same year, the National Talent Work Conference emphasized the importance of talents and proposed a series of measures to promote the implementation of the strategy. This study sorts out and analyzes scholars' research on China's high-level talent policies after the release of the "Outline" in 2010, aiming to provide theoretical and practical support for optimizing talent policies and carrying out talent introduction work.

2. Collection of Research Literature

This study takes the China National Knowledge Infrastructure (CNKI) as the retrieval database, and conducts advanced retrieval with the theme of “talent introduction policy” and “high-level” using the “exact” retrieval method. Taking January 2010, the release year of the “Outline”, as the starting time and November 2024 as the cut-off time, a total of 575 domestic literatures on “talent introduction policies” were retrieved. According to the research purpose, the literatures were initially screened by accurately retrieving their titles and abstracts. Firstly, non-academic papers were excluded, such as news, newspapers, reports, documents and special journals in academic journals; secondly, papers with low relevance were removed, and important subsequent cited literatures of the retrieved papers were supplemented. After screening, 397 papers highly relevant to the theme were finally selected. By sorting out, summarizing, analyzing and concluding the relevant literatures, this study understands the scope and progress of high-level talent policy research, and looks forward to the future research direction of high-level talent introduction policies based on the current research situation, so as to provide ideas and basis for China’s high-level talent introduction work and accelerate the construction of a “Talent-Powerful Nation”.

3. Collation of Research Status

Since the implementation of the “Talent-Powerful Nation” strategy, research on high-level talent policies has focused on the content, structure, characteristics, policy implementation, implementation effects and optimization strategies of high-level talent policies in different regions, levels and types.

3.1. Research on High-Level Talent Introduction Policies from the Government Perspective

3.1.1. Research on the Content, Structure and Characteristics of Regional High-Level Talent Introduction Policies

Previous scholars’ research on regional high-level talent policies has shown a polarized trend. In economically developed regions such as Beijing, Shanghai, Guangzhou, Jiangsu, Zhejiang and Shanghai, the research focuses on the comparative analysis of talent training and incentive policies. In economically underdeveloped regions such as the three northeastern provinces, Yunnan, Guizhou, Sichuan, Xinjiang and Guangxi, the research mostly focuses on the text content, structure and implementation effects of talent introduction policies.

Economically developed regions, relying on their strong economic strength and abundant resources, focus on providing high-end scientific research platforms, generous salary packages and broad career development space in policies to attract top talents; economically underdeveloped regions pay more attention to solving the basic living needs of talents, such as housing and children’s education, and promote talents to participate in the development of local key industries through policy inclination. This difference leads to the imbalance of regional talent flow, further widening the regional development gap (see **Table 1** for details).

Table 1. Comparison of High-Level Talent Introduction Policies Between Economically Developed and Underdeveloped Regions

Region Type	Policy Focus	Ways to Attract Talents	Impact on Regional Development
Economically Developed Regions	High-end scientific research platforms, generous salaries, broad career development space	Providing high-quality resources and development opportunities	Promoting industrial upgrading and enhancing regional competitiveness
Economically Underdeveloped Regions	Solving basic living needs, policy inclination towards key industries	Meeting living needs and providing development opportunities	Promoting industrial development, but facing a high risk of talent loss

3.1.2. Research on the Development, Problems and Measures of Overseas High-Level Talent Introduction Policies

The Talent-Powerful Nation strategy has created good opportunities for China's overseas high-level talent introduction work. General Secretary Xi Jinping emphasized the importance of building a global talent highland and put forward higher requirements for overseas talent introduction policies. Overseas high-level talent introduction policies are of great significance in gathering talents and stimulating their innovative spirit^[2], and overseas young academic talent introduction policies have played a positive role in attracting high-level talents to return to China full-time.^[3] Local governments have successively issued relevant policies. Shanghai's overseas talent introduction policies have gone through several development stages^[4], and Tianjin is committed to expanding the scale of introducing overseas returnees^[5]. However, there are obvious regional differences in overseas high-level talent introduction policies among provincial governments^[6]. Although Jiangsu, Zhejiang and Shanghai have actively explored, it is still necessary to strengthen the integrated construction of talent developers to achieve the talent agglomeration effect^[7].

3.2. Research on the Characteristics, Problems and Strategies of High-Level Talent Introduction Policies from the Industry Perspective

Research on high-level talent introduction policies covers institutions of higher education, medical systems and industry talents. The characteristics and problems of high-level talent introduction policies in specific industries are shown in **Table 2**.

Table 2. Comparison of Characteristics and Problems of High-Level Talent Introduction Policies in Different Industries

Research Field	Research Object/ Scope	Core Research Conclusions (Commonalities/Positive Characteristics)	Existing Problems/Challenges	Representative Scholars and Years
Institutions of Higher Education	Higher Vocational Colleges "Double First-Class" Universities (4 in Shaanxi Province, 9 in Western China) General Universities (including Western Universities and Local Universities)	Higher vocational colleges and general universities strive to enhance the talent agglomeration effect, laying a talent foundation for the reform and development of the universities. "Double First-Class" Universities: Comprehensive universities pay attention to the standardization of talent introduction procedures, while science and engineering universities focus on the conditions of talent introduction objects and have distinct academic titles for talents.	Higher vocational colleges and general universities: Western universities need to reasonably allocate attention from multiple perspectives; some universities have ineffective policy implementation; local universities have the problem of policy homogenization. "Double First-Class" Universities: There is "disordered competition", such as the tendency of "only titles", "only awards" and "only papers".	Jiang Huan (2020) ^[8] , Ma Hui (2021) ^[9] , Huang Xiaobin et al. (2022) ^[10] , Zhu Siying (2020) ^[11] , Zhan Wei et al. (2023) ^[12] , Du Menghe (2020) ^[13] , Wang Miao et al. (2024) ^[14]
Medical System	Medical Universities Local Medical and Health Systems (Tianjin City, Guang'an City)	Medical colleges and universities: Introducing high-level talents can help discipline development and innovation. Local medical systems: Need to focus on compound and innovative talents and teams, and build project platforms with the help of informatization.	Different colleges and universities and medical and health systems depend on their own policy formulation, implementation and evaluation.	Wu Feng (2020) ^[15] , Chen Hongchuan (2022) ^[16]
Other Industry Fields	Scientific and Technological Innovation Talents (Henan Province, Beijing, Shanghai, Guangzhou, Shandong Province, Multiple Cities) Financial Talents (Southwest China)	Scientific and technological innovation talents: Talent introduction policies in various provinces have their advantages; policies show a trend of refinement and specialization. Financial talents: Research focuses on problem analysis.	Scientific and technological innovation talents: Some regions (Beijing, Shanghai, Guangzhou, multiple cities) have the problem of policy convergence, and pay insufficient attention to the follow-up service management of talents and the urban innovation environment. Financial talents: Lack of local characteristics and imperfect incentive mechanisms.	Zhang Zhijie (2017) ^[17] , Wang Menghan (2019) ^[18] , Sun Jinghao (2023) ^[19] , Sun Rui et al. (2021) ^[20] , He Jiabo (2019) ^[21]

3.3. Research on Policy Implementation from the Perspective of Policy Tools

Policy implementation is the process of transforming policy goals into reality, and policy tools play a key role in it. Chinese scholars mostly adopt the policy tool theory of Roy Rothwell and Walter Zegveld, construct a two-dimensional analysis framework from the supply side, demand side and environment side, conduct quantitative analysis on high-level talent introduction policies, and explore the problems and countermeasures in policy implementation. With the development of research methods, scholars have constructed more complex analysis frameworks. As the text quantitative method with policy tools as the research perspective becomes more mature, relevant researchers have made the analysis of talent introduction policies more comprehensive and in-depth by constructing multi-dimensional analysis frameworks. On the basis of the two-dimensional analysis framework, some scholars have extended it to three-dimensional and four-dimensional analysis frameworks to analyze the current situation of policy tool use and put forward problems and suggestions for policy implementation. Ding Xinyue (2021) constructed a three-dimensional analysis framework of “policy tools - policy types - city levels”, and compared the application degree of policy tools and the distribution of various policy types in cities of different levels^[22]. Among them, first-tier cities mainly use environmental tools to create a good development environment for talents; second-tier cities mainly use supply-side tools to provide material security for talents, lacking the application of demand-side policy tools; third-tier cities have serious internal imbalances, with excessive use of supply-side tools and insufficient use of the other two types of policy tools. Wu Junjia (2022) analyzed the evolution process of policy tools from multiple dimensions. In addition, some scholars conducted quantitative analysis on the internal and external attribute characteristics of policies^[23]. Li Guofeng (2020) constructed an evaluation index system and found that there are differences in talent introduction policies in different regions^[24]; Fang Jianhua et al. (2022) analyzed the policies of Shihezi University and put forward optimization suggestions^[25]; Wei Licai et al. (2022) analyzed the characteristics of overseas science and engineering talent introduction policies^[26].

In addition, scholars have used the Smith policy implementation process model to study the implementation of high-level talent policies in various regions, and found that although there has been progress, there are still problems such as imperfect policy systems, weak sense of experience among target groups, complicated implementation procedures, and great influence from internal and external environments. Jing Zezhe (2020) used this model to analyze the policy implementation in City Z, pointed out problems such as poor talent introduction effects, and put forward corresponding solutions^[27].

3.4. Research on Policy Evaluation from the Problem Perspective

Scientific evaluation of talent policies is of great significance for promoting talent development and regional economic and social development. Scholars use various methods for policy evaluation, such as fuzzy clustering method, DEA model, “introduction - flow - use” three-dimensional index system, etc., and construct evaluation indexes from policy formulation, content, operation, guarantee and other aspects.

The evaluation found that high-level talent introduction policies have problems in many aspects. In terms of policy supply, some regional policies lack pertinence and forward-looking; in terms of policy content, there are problems such as homogenization and mismatch with actual needs; in the process of policy implementation, insufficient implementation efforts and inadequate implementation are common phenomena; in terms of policy environment, the talent development environment in some regions needs to be optimized, including infrastructure construction and cultural atmosphere creation. Zhang Yu (2015) evaluated the policies in T District

of Nantong City and found that talents have high requirements for the policy environment and government service environment, and there are problems such as difficulty in financing and recruitment^[28]; Liang Rui (2023) pointed out that the overall effect of talent introduction policies in Jinchang City, Gansu Province is good, but there are problems in policy content, implementation and guarantee^[29]; Ma Yinxue (2015) found that the high-level scientific and technological talent policies in Jiangsu Province have problems such as over-reliance on the government for implementation and imperfect reward and management systems^[30]; Liu Qiudan (2023) put forward suggestions such as reasonable investment and balancing talent structure through evaluating the talent introduction policies of new first-tier cities^[31].

From the perspective of economic development regions, although the evaluation effect of high-level talent introduction policies in relatively economically backward regions has achieved certain results, there are still problems such as insufficient attractiveness of the talent introduction environment and low matching degree between policies and regional development. The northwest region has deficiencies in the adequacy and fairness of talent introduction^[32]; resource-exhausted cities have problems such as insufficient precision of talent-industry docking and policy homogenization^[33]; the implementation of transportation talent introduction policies in Guizhou Province has achieved results, but there are also problems such as insufficient talent attractiveness^[34]; northern Jiangsu Province has problems such as low matching degree between policies and regional development and single talent living supporting welfare^[35]; the implementation effect of talent introduction policies in Yunfu City is general, with problems such as unreasonable planning, low participation in implementation and imperfect supporting policies^[36].

3.5. Research on Policy Optimization Mechanism from the Functional Perspective

From the perspective of the policy process, scholars have explored suggestions for improving the effectiveness of high-level talent introduction policies from various aspects. Hou Shijie (2022) put forward measures such as creating a good talent development environment, strengthening talent strategic planning, and expanding talent introduction channels^[37]; Lu Yanting (2021) drew on the experience of Hangzhou and Kunshan and suggested that Suzhou High-tech Zone improve the policy optimization mechanism^[38]; Huang Xiaobin et al. (2022) put forward suggestions such as tapping local resources and enhancing the intensity of flexible talent introduction in response to the problems of talent introduction policies in western universities^{[10][39]}.

From the perspective of policy subjects, Zhang Hui et al. (2015) emphasized highlighting the leading position of local enterprises in introducing high-level innovative talents^[40]; Qian Ruyi et al. (2023) pointed out that there is a “supply-demand mismatch” in overseas talent introduction policies, and the government needs to expand the coverage of policies^[41]; Zhan Wei et al. (2023) believed that university talent introduction should follow the logic of cluster governance to promote the flow of academic forces^{[12][42]}.

With the deepening of research, scholars have paid attention to the importance of the ecological development of high-level talents. Chen Jianwu et al. (2022) suggested that Fujian Province strengthen the follow-up training of introduced high-level talents and establish a long-term training mechanism and effectiveness evaluation system^[43]; Li Tingzhi et al. (2022) put forward suggestions such as optimizing the combination of policy tools and paying attention to the sustainability of talent supply for flexibly introduced talents^[44].

4. Future Research Prospects

Since the implementation of the “Talent-Powerful Nation” strategy, high-level talent introduction policies have

made unprecedented breakthroughs in policy formulation, implementation and evaluation. Generally speaking, research on high-level talent introduction policies has shown a trend from superficial phenomena to internal exploration and from a single dimension to complexity. In the future, there will be some new development trends in research.

4.1. More Precise High-Level Talent Introduction Policies

The “Talent-Powerful Nation” strategy provides support for the implementation of high-level talent policies, but at present, various regions still have problems such as unclear localized talent introduction characteristics, “supply-demand mismatch” of talents and imperfect policy systems in talent introduction, leading to insignificant talent agglomeration effects. In the future, the policy system should be designed in a coordinated manner, and the actual professional, quantitative and type needs of high-level talents in the region and industry should be thoroughly analyzed to achieve talent introduction on demand. For example, big data technology can be used to build a talent demand prediction model to accurately analyze the demand trends of various high-level talents in different industries and enterprises, provide a scientific basis for policy formulation, and improve the precision of talent introduction, which will become a hot spot and trend in future research.

4.2. Interdisciplinary Research Perspectives on High-Level Talent Introduction Policies

Previous studies mostly adopted management perspectives or methods such as policy tools and system theory. In view of the sociality and complexity of high-level talent introduction policies, research methods and thinking modes of interdisciplinary or emerging interdisciplinary disciplines such as anthropology, sociology and psychology will provide new ideas for their research. For example, the social network analysis method in sociology can be used to study the flow network structure of talents among different regions and industries, and analyze the social factors affecting talent flow; combined with psychological theories, explore the career development needs and motivations of talents to provide a basis for formulating more attractive policies. At the same time, future research will pay more attention to empirical research, evaluate policy effects through big data analysis and case studies, and provide a scientific basis for policy optimization.

4.3. More Comprehensive Research Methods on High-Level Talent Introduction Policies

At present, the research methods of high-level talent introduction policies are mainly qualitative analysis and comparative analysis, and the application of quantitative analysis is relatively insufficient. Quantitative analysis can help policy makers more accurately grasp the current situation and trends of talent introduction. Future research should comprehensively use various research methods, combining quantitative and qualitative research. For example, when studying the effect of talent introduction policies in a certain region, questionnaire surveys can be used to collect data, statistical analysis methods can be used to quantify the impact of policies on talent quantity, quality, innovative achievements, etc., and qualitative methods such as interviews and case studies can be combined to deeply understand the problems in the policy implementation process and the actual needs of talents. In addition, case studies and model construction can be used to simulate and predict policy implementation effects, providing strong reference for policy adjustments. With the deepening of international exchanges, we should actively learn from international advanced experience, strengthen international exchanges and cooperation, absorb advanced talent introduction concepts, and continuously improve China’s high-level talent introduction policy system.

4.4. Further Promoting an Ecological Talent Introduction Policy System

Previous studies mostly focused on policy text analysis and problem solving. However, the high-level talent introduction policy system is a dynamic, complex and multi-dimensional system. Building an ecological talent system is a key measure to improve the high-level talent introduction policy system. A harmonious and sustainable talent ecosystem should be constructed to optimize the talent development ecology, enhance the talent agglomeration effect, and promote the rational allocation and efficient use of talent resources. For example, strengthen the in-depth integration of talents and industries, accurately introduce and cultivate talents according to the needs of industrial development; optimize the policy environment, expand the development space for talents, promote talent flow and knowledge dissemination, and form a virtuous cycle of dynamic balance and sustainable development. Specifically, a talent ecological monitoring index system can be established to regularly evaluate the health status of the talent ecosystem and adjust policy measures in a timely manner to ensure the stable development of the talent ecosystem.

5. Conclusion

Since the proposal of the “Talent-Powerful Nation” strategy and the release of the “National Medium and Long-Term Talent Development Plan Outline (2010-2020)”, China’s high-level talent introduction policies have continuously advanced and matured, and relevant research has achieved fruitful results. This study systematically sorts out and analyzes 397 high-relevance academic literatures retrieved from CNKI during the period 2010-2024, comprehensively combing the research status of China’s high-level talent introduction policies from multiple perspectives including government, industry, policy tools, problem orientation, and functional optimization.

From the research results, the existing research has fully covered the core links such as the content, structure, characteristics, implementation process, effect evaluation and optimization strategies of high-level talent introduction policies, and has formed rich research conclusions. In terms of regional distribution, there are obvious differences in policy focuses and attraction methods between economically developed and underdeveloped regions, which in turn affect the balanced development of regions; in terms of industry coverage, policies in fields such as higher education, medical systems, scientific and technological innovation, and finance have their own characteristics, but they also face common and differentiated problems such as homogenization, mismatched supply and demand, and imperfect supporting mechanisms; in terms of policy implementation and evaluation, scholars have carried out in-depth discussions through multiple analysis frameworks and research methods, and identified key issues such as unreasonable application of policy tools, insufficient implementation efforts, and the need to optimize the talent development environment. Corresponding optimization suggestions have been put forward from the aspects of policy process, subject positioning and ecological construction, providing important reference for the practice of talent introduction.

However, the research on high-level talent introduction policies still has room for deepening and expanding. Looking forward to the future, with the in-depth advancement of the “Talent-Powerful Nation” strategy, the research will show a development trend of more precise policies, interdisciplinary perspectives, comprehensive research methods, and ecological policy systems. It is expected that subsequent research can make up for the deficiencies of existing research, further strengthen the combination of theory and practice, and provide more scientific and effective theoretical support and practical guidance for optimizing China’s high-level talent introduction policy system, improving the efficiency of talent introduction and utilization, and accelerating the construction of a “Talent-Powerful Nation”.

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