Analysis of Influencing Factors and Functional Activities of Strategic Human Resource Management in Public Sector

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Pingfen Li[1]*, Anyan Long[2]
[1]Guangxi Vocational Normal University, Guangxi, China
[2]Guangxi Shanghecheng Business Management Co., Ltd., Guangxi, China
***Corresponding author, e-mail: 1030734694@qq.com**

Abstract

Along with the continuous increase of public demand on the service level of public sectors, The public sector should lead the people to achieve various strategic objectives at all levels, human resource management of public sectors has also risen to the level of strategy. By analyzing the existing problems of human resource management in the public sector, the key to achieve the organizational goal is to construct the public sector strategic human resource management system; under the guidance and traction of the organization's strategic goals, they should take the mission, vision and core values as the code of conduct, fully considering the specific environment that has a great impact on the organization, to determine the functional activities in the human resources strategy. Electronic human resource management, job analysis, recruitment and selection, training and career planning, salary and welfare management, incentive and performance management, psychological management and other functional activities closely focus on the organization strategy for unified planning, constituting a complete collaborative system. They should strengthen the intensity of human resource management in the implementation process, and constantly revise and improve it in the performance analysis and evaluation based on strategy, so as to ensure the continuous upgrading of human resource team in the public sector, to provide the public with quality services and products, and to consistently create organizational value and achieve organizational strategic goals.

Keywords

Public sector; Strategy; Human resource management; Functional activity

After more than 40 years of reform and opening up in China, the personnel management system of the public sector characterized by "unified employment", "fixed labor system" and "big pot rice" of wage distribution has developed to the present human resource management science. In the context of new situation, new normal and new requirements, the public sector needs employees with new skills. Public sector managers need skills to form a team, through the management of personnel selection, employment, education, retention,

etc. to improve management performance until the realization of organizational strategic planning. Taxpayers, citizens, consumers, donors, contractors, other interest groups and other types of people constantly put forward higher requirements for the public sector. In addition, problems such as the change of population, the change of employees' value demand and the retention of effective employees are constantly emerging, which put forward higher requirements for the management of Human Resources Department of the public sector. Jac Fitz-Enz (1996) pointed out that the reason why the human resource management department is on the edge of the functional department is that for many years people believe that the achievements of the human resource department and the sharing of the organization are difficult to be quantified and measured. It does not use financial terms (the common standard of business language), nor is it good at explaining the relationship between successful human resource management and organizational achievement. As a result, most human resource management departments can only respond passively without participating in the decision-making of organizational strategy together with other departments, which has proved to be wrong.

Private sector research shows that the benefits of smart human resource management can exceed the benefits of other assets (Cascio, 2000; Casio & Boudreau, 2008; Fitz enz, 1996, 2002, 2009, 2010). When enterprises have implemented strategic human resource management, and begin to emphasize the elimination of the last, competition for posts, psychological incentives, high performance and other means to improve the employment efficiency of enterprises, personnel management in the public sector has just been transformed. What are the core elements for the realization of strategic goals at all levels and types of the public sector, such as the various “13th Five-Year Plan”, “education plans” at all levels, and overall plans in various fields? In the public sector, the most important area of concern is the management of people, because the core elements of tactics, strategies, products and services that determine the core competitiveness of an organization are all operated by people. Human resource is the core element of organizational development and strategic realization, so it is particularly important to choose the human resource management mode in the public sector where the personnel funds account for 60% - 80% of the total funds. This paper proposes the establishment of a strategic human resource management system, which fully reflects the synergy of organizational strategy and human resources, and gives human resources management activities a clear strategic orientation. Based on a comprehensive consideration of internal and external factors, the various human resource system activities are closely surrounded unified planning for strategy, and finally achieve the strategic planning goals of the organization.

Related Concepts

Strategic Human Resource Management

Strategic human resource management (SHRM) regards human resource management as a strategic function. There are different views on its definition. The view of Wright and Mcmahan (1992) is generally adopted in academia that strategic human resources management refers to a series of planned and strategic human resources deployment and management practices that an enterprise has adopted to achieve its objectives.

Human Resource Strategic Management

Human resource strategy is a concept that appears later. Researchers have defined it from different angles and reached different conclusions. So far, there is no widely accepted definition of human resource strategy. The summary is mainly considered from two perspectives: one is that human resource management strategy is regarded as a decision-making scheme, which is oriented; the other is that it is regarded as a problem-solving action, which is action oriented (Song, 2010).

This paper quotes the definition of human resource strategy (HRS) by Tang (2018) and Wei (2018): in order to adapt to the changes of external environment and the needs of internal management, an organization formulates its management objectives according to its strategic objectives, and then realizes its organizational objectives and human resource objectives through various functional activities of human resource management. It emphasizes the supporting role of human resources to the strategic objectives of the organization, and considers the content and role of human resources from the strategic level.

Current Situation of Human Resource Management in Public Sector

Insufficient intensity of human resource management (Bowen & Ostroff, 2004)

At present, although the public sector has invested some energy in building and improving its own human resource management system, organizational members can not effectively understand and identify these human resource management measures, let alone fully implement them. Although the management department pays attention to the content of human resource management, many management measures can not be effectively implemented. Members have only a continuous commitment (Meyer & Allen, 1991) to the organization, and ultimately it is difficult to play the real effect of improving the public sector's provision of quality products and services to the public.

Backward human resource management model

In the 21st century, China has put forward the important idea of "human resource is the first resource" and started to implement the strategy of strengthening the country with human resources. The human resource management of public sector in China has experienced two stages: one is the traditional cadre personnel stage; the other is to gradually establish and improve the modern civil servant system stage. Due to the influence of development time, history and other factors, the mode of human resource management is still in the traditional stage, which is not suitable for the development of the new era.

Inadequate attention to human resources departments

In an enterprise, the planning and allocation of human resources focus on the strategic objectives of the organization, which provides a basis for the development layout and strategic decision-making of the enterprise. However, the overall layout of human resources in the public sector is limited due to the establishment problem, and there is a lack of human resource planning system based on strategy. Moreover,

the staff's career planning is insufficient, and the pyramid organizational structure can not make more staff smoothly achieve their own career development path. The internal job competition system is not perfect, most of which are appointment system. In the strategic planning of the public sector, the human resources department is not paid enough attention, which has become an accessory.

Insufficient strategic height of human resource management planning

In the new era of social development, significant changes have taken place in the strategic environment of the public sector, which requires the leadership to have a strategic perspective and be able to absorb, motivate and retain those professional employees. At present, the majority of human resource management in the public sector can not be formulated and implemented from a strategic height. Human resource management is still inseparable from the old model, resulting in the situation that "when the task comes, people will be recruited, and the new members will fall into the tedious routine business activities". Some leaders lack strategic leadership, only pay attention to human resource management in thought, but not in material and financial resources. Training fails to keep up with the strategic objectives of the organization, which makes many people unable to cooperate with the development objectives of the organization on the road of growth, and their talents cannot be exerted.

Insufficient incentive effect of salary system

Compared with other departments, incentive management is more complex, and there is still a long way to go with the implementation of documents. The role of human resources has not been fully played, the lack of a corresponding system as a support, the effective cooperation with organizational strategy is not enough, and the incentive role of compensation system is not obvious. After the implementation of strategic human resource compensation and welfare in some private sectors, the salaries of the grass-roots employees can be basically equal to those of the middle and senior level in the public sector.

Excellent brain drain in public sector

With the development of social economy, the supply side structural reform makes the industrial layout constantly adjust. The division of labor in urban agglomerations is further refined, and the superior resources are integrated again, which is bound to bring more talent flow. The large demand of high-tech enterprises and scientific research institutions for talents provides a larger and wider choice space for high-level talents. Public sector, private sector and the third sector tend to homogenize the demand for high-level talents, so it is more difficult to introduce talents and management, and many excellent talents in the public sector flow to other sectors in order to seek new and greater development space.

Lack of psychological management planning

The psychological capital (psychological quality, mental state and working attitude) of employees is an important guarantee for enterprises to obtain competitiveness. Through the analysis of the concept and connotation of psychological capital, we can see that psychological capital has certain uniqueness (Li, 2010).

In the public sector, the core elements that determine the core competitiveness of an organization are mainly realized by people. Therefore, the intangible capital such as professional skills, psychology and quality of employees in the public sector is the core element of organizational development. At present, human resource management in the public sector fails to fully integrate the control of psychological state such as emotion, pressure, burnout, organizational socialization, psychological contract, organizational commitment, group psychological management into the human resource management system, which hinders the service quality level of the public sector.

Influencing Factors of Strategic Human Resource Management in Public Sector

Under the guidance of organizational objectives, the strategic human resource management of public sector should fully consider its influencing factors, and strive to obtain the synergistic effect between various functional activities, so as to effectively support the formation of the core competitiveness of the organization.

In addition to the macro environment such as law, politics, economy and technology, the local environment closely related to the organization and having a greater impact on the organization, such as organization strategy, organization mission, vision, core values, organization culture, leadership type, etc., should be taken into account. The core values define the reason for the existence of the organization and the code of conduct; the vision and strategy set the overall goal and action strategy for the organization; the organizational culture and leadership type are the basic environment and guarantee for the operation of the organization. These factors are the premise of building a strategic human resource management system in the public sector.

Figure 1 Influencing factors of strategic human resource management in the public sector



Organizational strategy

Organizational strategy is a significant priority for an organization to achieve its mission and vision. It is a key task to be focused on in a foreseeable long period of time (Fang & Bao, 2009). Kaplan (1996) once pointed out that "for the public sector, strategy may be an irrelevant concept, and these institutions lack long-

term consideration. They try to do anything for everyone, and they end up doing nothing. This points directly to the importance of a clear strategy for the public sector. Only through organizational strategy can we make clear the expected results of human resource management in the public sector and determine the overall implementation path.

Organizational mission

Based on the mission, the organization can determine a clear goal, formulate a feasible strategic plan, and encourage the organization to strive and pursue for a long time. The mission of the organization can attract, motivate and retain outstanding talents, and enhance the value of employees' work. As David Osborne pointed out in Abandoning Bureaucracy: Five Strategies for Reinventing Government, it is an effective process to fully discuss the process of the fundamental direction of an organization—to argue various assumptions and different views held by members of an organization and reach a common mission. Therefore, the strategic human resource management of the public sector is affected by maximizing the public interest, it is necessary to carry out various functional activities closely around the mission.

Vision

Vision is the grand blueprint drawn by the organization and the medium and long-term goal (3-10 years) expected to be achieved. It is the inner will of the members of the organization. The vision is the embodiment of the organization's mission and values, and clearly guides the formulation and implementation of human resource strategy to ensure the organization's development along the established direction. Generally, it consists of two parts: one is the bold goals to be achieved in the medium and long term of the organization; the other is the vivid description of the situation after the organization completes the goals. Its goal is simple, feasible and inspiring. It is the goal of the common efforts of the members of the organization, the catalyst of the team spirit, and it can inspire the power of all people. With the guidance of vision, the public sector has a clear direction and more passion in the implementation of strategic human resource management, which increases employees' emotional commitment to the organization (Meyer & Allen, 1991).

Core values

Core values are the result of the long-term accumulation of organizational culture, the basis of the organization's progress and development, recognized and followed by all members, and reflect the deep belief of the organization. Socialist core values are also the core values of the public sector. In the process of training, the values should be rooted in the growth of employees, so as to cultivate a strong sense of personal efficacy, pride, loyalty, promote the understanding of expectations, and cultivate cooperation and team spirit. When the core values of an organization are integrated with the personal beliefs of employees, the strategic planning of human resource management can be effectively implemented.

Organizational culture

According to 2016 human capital trend report, 86% of people think that culture is an important or very

important issue. Culture is a consensus and norm formed by organizations over a long period of time, which guides everyone to act in unison. The sense of hierarchy, faction and rule of man in the public sector has become the general political thinking and attitude of the members of the organization. There are many Post-80 and post-90 young employees with different experiences, personalities and values. It is difficult to manage them with power or authority. Only by the charm of culture can we solve the problems of traditional administrative culture, individual differences and integration. Organizational culture is very important for the establishment of strategic human resource management system.

Leadership type

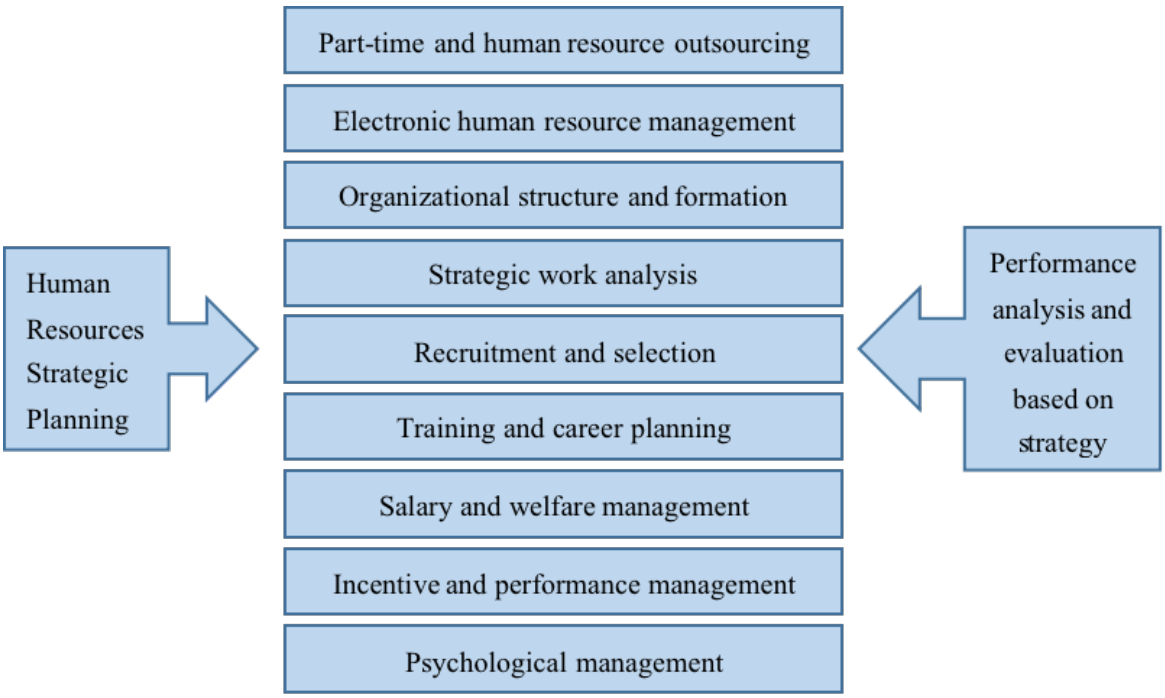
When people face the pressure in a VUCA—a volatility, uncertain, complex and ambiguity world (Bob Johansen, 2012), they need a leader who can make strategies according to the changes of internal and external environment to lead them forward. Leaders with strategic leadership can make the organization have lasting performance potential, enable the organization to develop healthily in the long term, find key driving factors, invest more time, energy, finance, etc. in key driving factors, and make them to the extreme. Collis and rukstad (2008) pointed out that: a small secret that can not be told is that most executives can't explain the objectives, scope and advantages of the business in simple language. "If they can't understand, no one can." Therefore, the type of leadership in strategic human resource management is also crucial.

Functional Activities Constituting the Strategic Human Resource Management System of the Public Sector

Public sector strategic human resource management is a system. It is necessary to establish the strategic planning of human resources on the basis of the analysis of the above-mentioned influencing factors, i.e. various functional activities. It mainly includes part-time and human resource outsourcing management, electronic human resource management, organizational structure and establishment, strategic work analysis and employee competency, recruitment and allocation, strategic training and employee career planning, incentive measures and performance management, compensation and welfare management, psychological management and other basic functional activities. In the process of focusing on the intensity of human resource management, all functional activities are not separated, but a complete collaborative system. In the process of strategic performance analysis and evaluation, all functional activities are constantly revised, improved and implemented more efficiently. Based on this, the model of public sector strategic human resource management system is established.

This model is connected with the influencing factors and various functions of human resource management in the public sector, and explains the essence of human resource management from a strategic point of view. Among them, the organizational structure and formation are cornerstone. Positions need to be set according to the organization's objectives, so as to predict the quantity, quality and structure of human resources needed, and then recruitment can be carried out accordingly. In addition, performance management is the core function of human resource management. Each functional activity should be revised and carried out based on the performance evaluation of strategy in the implementation process and results.

Figure 2 Public sector strategic human resource management system model



Create a good atmosphere and strengthen the intensity of human resource management

The management of many public sectors has formulated human resource planning, but the historical influence of planned economy and the production oriented management ideas have restricted its healthy development. If the members of the organization agree with and implement the human resource management measures, the senior management needs to deeply understand and actively invest, create a good working atmosphere, give full play to the charm and authority, and strengthen the intensity of human resource management. First of all, let employees participate in the strategy formulation and implementation, and create an atmosphere of participation and mutual trust. Secondly, we should establish a "normative" organization type, make full use of the identity, status and psychology of the members of the organization to influence their behavior, and establish the authority based on the leader's personal charm. Employees can also establish a "moral" work attitude, respect the mission of the organization and their own work from the heart, and be consistent with the organization's goals. Strengthening the intensity of human resource management can increase the executive power of the organization and improve the satisfaction of employees. At the same time, it can also promote new employees to achieve organizational socialization and strategic goals (Zhang, 1996).

Improve human resource management planning and make all functions develop in coordination

A. Human resource outsourcing

The public sector needs to reduce the burden and update the concept, so that it seeks to share services and reduce costs as much as possible. The use of human resource outsourcing has gradually started to rise, such as outsourcing of R&D, construction consulting, business intelligence, data security, e-procurement, system integration, technical infrastructure construction, virtual host, evaluation of project investment return, temporary employment, health plan, etc. In this way, the limited human resources in an organization can be allocated more reasonably.

B. Electronic human resource management

In order to meet the needs of the public sector, the human resources electronic information system confirms the requirements of each position, such as employee skills, education level, position type, position quantity, etc. It also records the basic data of employees, such as name, gender, age, marriage, address, education background, salary, title, employment date, resignation date, etc. The system can improve the efficiency, simplify the process, generate a series of reports and electronic data, such as job analysis, recruitment, selection and allocation, training, performance management, compensation, etc. E-performance evaluation system can assist performance evaluation. After evaluation, employees can receive more systematic and personalized training to meet the needs of organizational goals.

Develop the app of human resource management on mobile terminal, which can be used for recruitment, recording time and attendance rate, and analyzing indicators, etc. These measures are more in line with the characteristics of the information age and the lifestyle of young people.

C. Organizational structure and formation

Organizational structure and formation is the cornerstone of human resources system in the public sector. In the practice of public management, effective organizational structure design is conducive to improving efficiency and service efficiency.

We should consider the organization's strategic objectives, environment, scale as well as personnel quality, and grasp the key elements, such as work specialization, departmental, command chain, management range and level, centralization and decentralization, etc. The new strategic goal needs to redesign the work so as to make better use of employees' skills and improve their job satisfaction. In addition, job rotation, expansion and enrichment have become an integral part of human resource management.

D. Strategic work analysis

Strategic work analysis provides the basis for human resource management activities, and posts change with the adjustment of organizational strategy. Job analysis identifies the requirements of each position for personnel, such as the minimum education level, professional qualification, work tasks and responsibilities required for the position. This is also the basis of salary, training, performance evaluation, promotion and transfer, which has a directional guiding role in the career planning of employees.

Strategic work analysis is different from traditional work analysis. It must integrate human resource

planning and conduct work analysis in the future. Its purpose is to better understand the work. In strategic human resource planning, job analysis must be closely related to strategic human resource management and organizational strategy to achieve its functions.

E. Recruitment and allocation

Organizations need to attract applicants on a regular basis for current or future human resources needs. Strategic work analysis, position review and staff skill requirements are constantly updated. Human resources department must recruit and select personnel according to the forecast of personnel demand to ensure that they are consistent with the organizational strategy.

The public sector often gives priority to existing personnel when filling vacancies, which saves recruitment and training costs. Or organizations can directly recruit from the human resources electronic information base according to factors such as education, career interests, work experience, etc. Of course, the form of external recruitment can also give the organization fresh energy.

F. Training and career planning

Social development leads organizational change. Within the public sector, many positions require employees to take on more challenging responsibilities. Managers are required to be streamlined. In addition to having certain skills, they also need to have rational thinking and communication skills. Senior leaders can fully grasp the internal and external environment, and work with other departments to formulate the development strategy and personnel strategy of the organization. Employees in the organization are required to have smooth career planning to realize their life value. On the outside, citizens are also constantly demanding to improve service levels or provide new services. These requirements require human resources to be continuously upgraded through learning and training. If the public sector wants to solve the endless problems and achieve the strategic objectives of the organization, it must formulate the strategic training development plan in advance.

Training development plan is different from the traditional one. It is a closed-loop system led by strategic objectives. It is continuously implemented, monitored, evaluated and improved. Each link needs to be combined with the strategic human resource system. New training skills will be more effective only if the organization accurately evaluates and forecasts the required knowledge, skills, abilities and other strengths as well as the type of positions. Once the employee has determined the career path, the training and career planning must ensure that the employee continues to improve along the development direction. The training method is not limited to one standard, and it is implemented closely around the strategic objectives and the individual career planning objectives of employees.

G. Salary and welfare management

The design, use and maintenance of salary and welfare system is an important part of strategic human resource management. Decisions about pay, benefits, and quality of life are important to attract, retain, and motivate employees. From the perspective of strategic human resource management, the public sector uses

compensation to attract, retain and motivate employees, so as to achieve strategic goals. Employees expect their services to bring considerable income. However, compared with the wages of other departments in the market, many factors, such as sense of fairness, expectation, welfare scope, laws and regulations, may affect the level of wages and benefits.

In the current situation of our country, absolute equalitarianism still exists. The salary is linked with the title, and the job is more than the job, so employees only need to focus on the title and promotion. And the middle-level wages in the public sector are about the same as those in other sectors of the market. Compared with other departments, the public sector lacks attraction to high-level talents, resulting in brain drain. Therefore, the compensation and welfare system of the public sector must be closely linked to the strategic objectives of the organization, and take achievements and dedication as the reference indicators of compensation and welfare, so as to achieve the true meaning of "more work, more pay", attract high-quality job seekers, and make the organizational objectives more efficient.

H. Incentive and performance management

Traditional performance evaluation methods focus on individual performance and are gradually eliminated. In strategic human resource management, performance evaluation is objective, work-related and consistent with the mission of the organization. When it is properly formulated and implemented, it can improve organizational effectiveness. The information screened from the effective evaluation system can help the organization to achieve its mission and objectives, and the performance evaluation process has become a feedback means to determine whether the human resource management function of the organization is consistent with the organization's objectives.

Performance evaluation provides information on promotion, succession, turnover management and strategic decision-making, and is closely related to training, career planning, strategic human resource needs, etc. Performance evaluation provides feedback to employees in a timely manner. Employees can gradually understand the mission, objectives and strategic direction of the organization. Based on this, they can constantly revise their own work standards, clarify the competency of the position in the direction of career development, and determine the next step of learning and training.

I. Psychological management

In recent years, the public sector has paid more and more attention to the management theory and practice based on cultural background and psychology. In particular, the importance of "human" psychological motivation has reached an unprecedented level.

In the process of public sector recruitment, recruiters need to overcome the social cognitive bias, and use the relevant psychological knowledge and scale to recruit the talents needed for the development of organizational strategy. We should pay more attention to the psychological capital of the candidates. By understanding the psychological characteristics of the candidates, such as values, needs, personalities, abilities, temperament types, etc., we should arrange them to the appropriate positions, and use them as the basis for training, so as to make them consistent with the values of the enterprise. In the process of management, emotion management,

work input management, work attitude management, incentive management and so on are all considered as important factors to determine organizational performance in practice. Among them, emotional work is the basic requirement of the public to the window service of the public sector, but the psychological pressure, job burnout and other problems of employees are becoming increasingly serious. In addition, professionals are more needed to deal with group norms, group public opinion, group pressure, group cohesion and team building. The Hawthorne experiment proves that employees have an outlet for conversation, which can improve organizational performance. Therefore, it is necessary for human resources department to set up a special psychological management team.

Revise and perfect in performance analysis and evaluation based on strategy

Traditional performance evaluation has its lag. The implementation of strategy based performance analysis and evaluation in each functional activity not only emphasizes the results of functional activities, but also emphasizes the process of achieving human resource management objectives, which is a common feedback on the results and process. Organizational strategy is the standard and direction of performance evaluation, which aims to improve the efficiency of human resource management and ensure the realization of organizational strategy. In the performance analysis and evaluation, the senior leaders should give full play to the role of the line leaders, objectively evaluate the line subordinates, implement targeted growth plans according to the evaluation results, and adopt scientific quantitative and qualitative assessment methods to motivate employees to achieve self-worth and organizational goals in the process of promotion, job transfer and salary increase. The performance analysis and evaluation of strategy is not a system of independent operation, nor is it a phased activity. It is integrated into every functional activity in the strategic planning of human resource management and becomes an indispensable part.

Conclusion

The quality and ability of human resources in public sector determine the level and quality of public management, the image and prestige of public sector, the working efficiency of public sector and the level of public service. Strategic human resource management system is a new stage of human resource management development. The system fully analyzes the specific environmental factors, so that the members of the organization can make clear the mission and core values of the organization, and take this as the code of conduct, firm the direction of vision and strategic objectives, and make the personal development goals consistent with the organizational goals. Strengthen the strength of human resource management, based on the organizational strategy, so that the functions of human resource strategic planning activities coordinated development. Through the continuous revision and improvement of various functional activities in performance analysis and evaluation, further enhance the organizational commitment of employees, increase the accumulation of organizational citizenship behavior, provide better products and services for the public, and finally achieve the strategic objectives of the public sector.

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