

Mechanisms of "Pseudo-busyness" and Paths to Improvement

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Abstract

The phenomenon of "pseudo-busyness" among grass-roots cadres has become a major problem in the administrative ecology, manifesting itself in various manifestations of formalism and bureaucracy. This "pseudo-busy" phenomenon has a negative impact on administrative efficiency and deviates from the original purpose of grassroots governance. Since the 19th National Congress of the Communist Party of China (CPC), the CPC Central Committee and Xi Jinping, the General Secretary of the CPC, have made it an important task to rectify formalism and reduce the burden on the grassroots. In order to address the phenomenon of "pseudo-busyness", based on the framework theory, we explore the mechanism of this phenomenon from the framework of social expectations, role pressure, self-perception and organisational culture, and then look for countermeasures to improve the administrative ecology and the level of grassroots governance, so as to provide a new perspective for the analysis of grassroots governance.

Keywords

"pseudo-busy", bureaucracy, formalism.

1. Formulation of the Problem

In recent years, the administrative ecology at the grass-roots level in China has undergone marked changes as a result of the deepening of administrative system reform. However, in the process of pursuing the modernisation of grass-roots governance and the standardisation of grass-roots governance, some grass-roots cadres have appeared to be "busy" in the sense that they are "working hard but not efficiently", and that there is a "disconnect between form and substance"^[1]. The actual administrative efficiency of the impact is not small. People's Daily pointed out that there is a kind of busyness called "seriously and truly engage in the form, solidly go through the motions" type of "pseudo-busy" a word to some units and cadres of formalism^[2]. In the actual study found that this phenomenon occurs frequently and in various forms, the main manifestations are: busy and immobile, mountains and seas of documents, all kinds of meeting records, all kinds of ledgers and forms, to do performances, say false words, report false information, shouting slogans, that is, do not touch the "deep water", do not nibble on the "hard core"; the implementation of policy, and the implementation of the policy of "pseudo-busy" a word to some units and cadres of formalism. "; the implementation of the policy is busy taking pictures and leaving traces," 5 + 2 "white + black" "8 + X" type "seriously go through the motions, bombarded with form", but the feet do not have time to "dip" in the field. Busy and no work, assessment ledgers, results PPT, application technology, etc. are becoming more and more rich, more and more fine details are not perfect^[1]. Nowadays, the work of the grassroots government is chaotic and complex, every policy needs to be seriously implemented by grass-roots cadres, and grass-roots cadres as the implementation of public policy, the phenomenon of "pseudo-busy" means that the separation of administrative action and administrative efficiency, so that the final effect of the action deviates from its own responsibility and mission, and weakened the effectiveness of governance.

Since the 19th Party Congress, the Party Central Committee and General Secretary Xi Jinping have made the rectification of formalism and the reduction of burdens for the grass-roots level an important element in the construction of the Party's style of work. The 20th Party Congress clearly put forward, continue to deepen the rectification of the "four winds", focusing on rectification of formalism and bureaucracy. However, the pseudo-busy state of grass-roots cadres has revealed a new type of formalism among grass-roots cadres, causing administrative actions to deviate from their original tracks and affecting the healthy development of the administrative ecosystem.

Therefore, it is of great significance to improve and alleviate the "pseudo-busyness" of grassroots cadres to enhance the efficiency of their actions, improve the administrative ecology, and promote the reduction of grassroots burdens. This paper intends to define and explain the phenomenon of "pseudo-busyness", and to explore the generation mechanism of "pseudo-busyness" under the framework of social expectations, role pressure, self-perception, and organisational culture. By defining and explaining the phenomenon of "pseudo-busyness", based on the framework theory, this paper explores the generation mechanism of "pseudo-busyness" under the framework of social expectation, role pressure, self-perception, and organisational culture, and explores the countermeasures to improve the phenomenon of "pseudo-busyness", in order to provide a new perspective for the grass-root level governance and grass-root level burden reduction.

2. Review of National Studies

When searching for "pseudo-busy" related research in China, a total of two related academic journals were found by searching on China Knowledge Network with "pseudo-busy" as the subject term alone, which shows that the research on the issue of "pseudo-busy" is still relatively shallow in the academic world at present. This shows that the academic research on "pseudo-busy" is still shallow. However, since "pseudo-busyness" inherits and develops the basic attributes of formalism and bureaucracy, and at the same time, it is also related to the characteristics of "official inaction" and "lazy and negligent government", the following will be from the The following is a reference for this paper from the current research status of formalism and bureaucracy.

2.1. Formalism

Formalism not only corrupts the social atmosphere, increases the workload of cadres, but also causes distortion and failure of policies, harms the fundamental interests of the people, tarnishes the image of the Party and the government, and has become a serious obstacle to the modernisation of grassroots governance. Formalism is a kind of pursuit of form and ignore the content, to cover up the problems and contradictions with the appearance, not only at the level of subjective thinking, but also at the level of the actual behavioural process of the problems, drawbacks and results^[3]. It also refers to the phenomenon of officials focusing too much on forms and procedures and neglecting substantive work content and effects^[4]. Examined from the perspective of party politics, formalism, as a deep-rooted bad culture, has long been entrenched in the process of government governance and is difficult to eradicate. Its emergence and continued spread not only increases administrative costs, but also ignores the interests of the public and has a serious impact on the credibility and efficiency of the government. However, in actual operation, not all actions are useless formalism, we have to pay attention to the formalism is more about redundant, useless, busy but no results, no efficiency not to achieve the formalism, there are also studies pointed out that formalism exists in different levels of state building in different areas, some scholars pointed out that formalism in the implementation of poverty alleviation policies are mainly "perfunctory" implementation, "image" implementation, and "image" implementation. Some scholars point out that formalism in the implementation of

poverty alleviation policies mainly consists of four types: "perfunctory" type of implementation, "image" type of implementation, "pressure" type of implementation, and "fake" type of implementation [5].

Some scholars have also pointed out that with the application of digital technology in grassroots governance, there exists a digital trace management, digital technology governance carrier dependence, information overloading grassroots work in the form of virtual performance formalism, there are also research scholars have pointed out that the formalism is currently along the "policy formulation - policy implementation - policy evaluation" to carry out evolution Divided into a series of grass-roots formalism such as show-type survey research, bonsai-style model projects, posing for photographs of the implementation of the policy [6]. Grassroots governance practice is vivid and multi-faceted, while the causes of formalism is complex and specific, and a single perspective of the analysis will fall into its research misconceptions.

2.2. Bureaucracy

Bureaucracy is a kind of social management syndrome. Bureaucracy is the alienation of public management, it is not only the style of work, but also with the ideological and cultural, institutional mechanisms and human qualities are closely related to the "official position" "thought as the basis, the bureaucracy as a carrier, bureaucratic style for the outstanding characteristics of the social management of the integrated disease[7]. Bureaucracy has the characteristics of long-term complexity and covert mutability, now the manifestations of "false, big, empty, false" formalism, leading cadres do not take responsibility for not responsible for not acting, supervision and assessment process to leave excessive traces of too many names of the sea of literature and meetings serious[8]. Some scholars from the epistemology of bureaucracy that the main crux of bureaucracy is the distortion of the main body of practice, the actual relationship between the subject and the object, firmly believe in the theory of the will of the omnipotence of the masses, the theory of the tool, the supremacy of power; disregard for the mobility of the masses and the autonomy of the masses, pursuing the "will of the governor to decide everything"; deification of the main body of the leadership, and the emergence of the god-making movement; the will, regardless of the cost, and the will of the masses to do nothing. bent on having their own way, regardless of the cost, regardless of the consequences; without the intention of seeking truth from facts, there are claptrap heart[9]. In terms of the harm of bureaucracy, many experts and scholars from the deployment of the party's cause, the social atmosphere, the relationship between cadres and masses, as well as in specific work

Work aspects such as to carry out multi-faceted multi-angle discussion, in which some scholars from the theoretical level of reality level and practice level to understand the bureaucracy, bureaucracy form is the isolation wall of the rights policy caused by the right to corruption of the causative factors, undermining the authority of the party and the unity of the party's centralisation, resulting in corruption of the power, the relationship between the party and the masses, erosion of the party's ruling foundation[10].

3. Relevant Concepts and Theoretical Foundations

3.1. Defining the Concept of "Pseudo-business"

3.1.1. Connotations of "Pseudo-busyness"

The phenomenon of "pseudo-busyness" belongs to both bureaucracy and formalism, and is both a problem and a status quo. The phenomenon of "pseudo-busyness" discussed in this paper refers to the fact that under the current pressure-based system, grass-roots cadres are caught up in a state of constant busyness at work. They are busy responding to citizens' demands and trying to meet people's expectations, while at the same time completing various

tasks assigned by their superiors. However, this busyness often does not lead to substantive results or progress, but reflects the problems and deficiencies in grassroots work. This concept is superficially understood to mean that grass-roots cadres are at the end of the implementation of all tasks, from "a thousand threads from above, a needle from below" to "a thousand orders from above, ten thousand threads at the grass-roots level", which makes grass-roots cadres busy coping with the pressure from their superiors and heavy tasks, resulting in the work becoming complicated and trivial. As a result, the work has become complex and trivial, but often difficult to excel in all aspects, thus falling into the more busy, the more tired, the more tired, the busier the vicious circle leading to the actual problem can not be effectively solved, the two ends of the shortcomings. In essence, in the digital empowerment of grassroots governance for the grassroots to reduce the burden of the status quo actually brought greater pressure and burden on grassroots cadres. The internal pressure of the section layer by layer, coupled with the lack of grass-roots innovation and vitality of grass-roots cadres less power than more, so that grass-roots cadres have to spend more time and energy to deal with the surface of the form and shaping the work, while ignoring the really important quality enhancement and innovation drive.

3.1.2. Characteristics of the "Pseudo-business" Phenomenon

In actual grass-roots work, "pseudo-busyness" is characterised by the following features: first, "only superficial work". This is reflected in the fact that grass-roots cadres pay too much attention to formal fulfilment, to the neglect of the substance and practical effects of their work. They may be busy preparing various reports, meetings and checking accounts, but in reality they are not solving problems or promoting the actual progress of work. Secondly, "a mountain of documents and a sea of meetings". Cadres at the grassroots level are inundated with papers, reports and meetings, making it impossible for them to concentrate on the urgent tasks at hand. Excessive paperwork and participation in meetings consumes their time and energy, making it difficult for them to advance their work effectively. Third, "over-reliance on procedural systems". In some cases, grassroots cadres are overly attached to established procedures and systems, lack flexibility and innovation, rely too much on prescribed processes and standards, and act in a bureaucratic and inflexible manner that ignores the diversity of actual situations and problems, resulting in low efficiency and an inability to effectively respond to complex situations. Fourthly, "futile busyness". Although grass-roots cadres put in a great deal of effort and time, their focus, content and direction of work are not clear, their methods are inappropriate or they lack practical results, resulting in insignificant results, or they are too busy dealing with trivial matters and coping with ad hoc tasks to be able to focus on long-term goals and the achievement of important tasks.

3.2. Theoretical Foundations

Framing theory is a social psychological theory that originated from the British sociologist Bateson, and was later introduced into sociology by the American sociologist Irving Goffman in *Framing Analysis: A Theory of Empirical Organisation*, where it was first pointed out that frames are the "interpretive schemas" that people use to discover, understand and differentiate information, and from the interactive level, emphasised the role of frames in helping people to categorise, organise and interpret external information. The function of frames in helping people to classify, organise and interpret external information^[11].

Goffman argues that what is real to a person is his or her definition of the situation, and that this definition can be divided into strips and frames. Strips are the sequence of activities and frames are the type of organisation used to define the strips, and he also argues that frames are the key credentials by which people translate social reality into subjective thought, that is, the structure of people's or organisations' subjective interpretations and thinking about events. Regarding how frames come about Goffman argues that on the one hand they are derived from

past experience and on the other hand they are often influenced by socio-cultural consciousness. It focuses on how people translate information into meaningful frames that influence their decisions and behaviour.

The theoretical assumptions of frame theory come from two areas of research, sociology at the macro level and cognitive psychology at the micro level. Sociologist Goffman argues that people use specific interpretive frameworks in their social lives to make sense of everyday life. The interpretation of social roles and social situations enables people to understand their expected interactional behaviours and performances in specific action scenarios, so that they can coordinate their behaviours with others and keep their schedules in order. A frame is a specific set of expectations used to understand a social situation at a particular time. This is known as the symbolic interaction perspective. Psychological level research considers frames as the way individuals process information and construct information. People tend to experience reality according to their cognitive frames and construct reality by acting on that frame. This is the expectancy theory.

In this paper, we use frame theory to explore how grassroots cadres understand and interpret the world by embedding the information they receive into existing cognitive frames, which are shaped by individual experience, culture, language and social background, and then explore the mechanism of "pseudo-busyness" phenomenon through the frameworks formed by social expectations, role pressure, self-perception, and organisational culture. In this way, we can explore the mechanism of "pseudo-busyness" through the framework of social expectation, role pressure, self-perception, and organisational culture, and explore the interaction and mutual influence between these aspects, so as to provide references for improving and alleviating "pseudo-busyness" as well as for related researches.

4. Mechanisms of the "Pseudo-busy" Phenomenon

According to the framing theory, the pseudo-busy phenomenon generation mechanism has the following aspects:

4.1. Pseudo-busyness in the Framework of Social Expectations

With the rapid development of network information technology, the media forms are becoming richer and richer, expanding from the traditional forms of newspaper, radio and television to a variety of new media forms such as microblogging, weibo, weibo, jittery voice, fast hand, Xiaohongshu, etc. The media elements have also expanded from a single traditional element such as words and pictures to diversified elements such as sound and images. The diversity and convergence of the media have affected the daily life of the people and the way of government organisation, while the environment of online public opinion and social public opinion has become more complicated, which has led to the increasing pressure on the cadres at the grassroots level. Studies in communication and public opinion have long proved that the public opinion environment has a great influence on people's psychology, thoughts and behaviours. This influence is sometimes irresistible, and wrongful convictions due to public opinion pressure are common in history^[12]. By part of the media there is the phenomenon of bias or false reporting of events, these behaviours incited the public's negative emotions towards leading cadres, leading to their psychological frustration and reduced work motivation. ; The high pressure of public opinion in the society is constantly exerted on these grassroots cadres, causing a psychological state of continuous frustration, leading to the fact that in order to conform to the expectations and pressures of their corresponding organisations, they will be in a state of choosing to stay busy, even if they cannot positively bring about actual outputs and results in such a state of affairs.

4.2. Pseudo-busyness in the Framework of Role Pressure

Grass-roots cadres play multiple roles in grass-roots governance, such as "navigator", "administrator", "servant", "liaison" and "mediator". In the present pressure-based system grass-roots cadres by different roles impose a variety of expectations, and in the process of grass-roots cadres as their own roles will have its different sources of role pressure, including institutional pressure, pressure from superiors, the people to increase the pressure, self-pressure, in the process of the grass-roots cadres experienced dilemmas, before and after the ambiguous, ambiguous role overload of the pressure, will be highlighted in a different form of pattern^[13]. In the institutional pressure, relying on network-like organisational structure to the end of the governance of the grass-roots cadres layer by layer pressure, often leading to grass-roots cadres into the heavy paperwork, meeting participation and report filing, etc., can not really solve the grass-roots problems, grass-roots cadres in order to achieve the task pressure transmitted from top to bottom, forced to take the pseudo-busy state, and in the superior pressure grass-roots cadres in order to be able to more positively In the process of pressure from the higher-ups, the grass-roots cadres are forced to take the pseudo-busy state in order to be more positive in responding to the expectations of the higher-ups and the results they can achieve, so as to prove their own value and ability; in the process of pressure from the people, in the context of building a people's satisfaction with the service-oriented government, the grass-roots cadres need to have to face the needs and expectations of the masses of people who are as numerous as the hair of the head, and this side needs to spend a lot of time to communicate and coordinate, and finally the grass-roots cadres in the In the face of multiple pressures and roles from different sources, self-expectations and self-requirements arise, eager to cope with all kinds of complex situations at work, but the reality is that it is often difficult to concentrate on dealing with important matters, forming the ambiguous and dilemmatic predicament of grass-roots cadres, which in turn creates a pseudo-busy working condition.

4.3. Pseudo-busyness in the Framework of Self-perception

In the self-perception framework, "pseudo-busyness" is a kind of cognitive bias, which is mainly manifested in the fact that individuals feel busy continuously, but in fact this busyness does not bring any expected results or satisfaction, and "pseudo-busyness" phenomenon usually stems from the lack of cognition of grass-roots cadres in terms of time management, task priority setting and personal goal clarity. The phenomenon of "pseudo-busyness" usually stems from grassroots cadres' insufficient knowledge in time management, task priority setting and personal goal clarity. Specifically, the lack of clear goals makes it difficult for individuals to measure their own progress, and they flit from task to task, thus creating the illusion of being busy; in addition, irrational time management creates a backlog of tasks, which creates psychological pressure on them, and makes it difficult for individuals to plan their time effectively, and they don't have enough time to face emergencies; and if the priority of the tasks is not clearly defined, individuals will over-commit themselves to unimportant matters, and neglect the real key tasks; Finally, because of the lack of self-reflection, individuals are unable to understand their own behaviours and habits, making it difficult for them to identify and correct them, leading to pseudo-busyness.

4.4. Pseudo-busyness in the Framework of Organisational Culture

Against the background of organisational culture, the rational and impersonal management mode of grass-roots governments requires party cadres to strictly follow rules and orders, which to a certain extent leads to grass-roots cadres' behaviour becoming mechanised and inflexible. While this mode of management ensures standardisation and consistency in work, it may also inhibit the creativity and vitality of grassroots cadres, causing them to feel burnt out in their work and thus fall into a state of pseudo-busyness. Although grass-roots cadres appear to be busy, their work is actually inefficient and may not even produce the expected results or

satisfaction. This phenomenon is particularly evident in the grassroots public sector, where cadres are often required to work under strict rules and orders and lack autonomy and voice, leading to the suppression of their sense of value and job satisfaction. Moreover, the organisational culture of the grass-roots public sector lacks the attention of inhibition and a sense of value. Especially the section or clerk, they are engaged in executive work lack of work autonomy, rigid repetitive work makes it easier to burnout, due to the seniority is shallow, not given a high right to speak, feel that their own opinions and ideas are ignored, the value of the realisation of the lack of^[14]. In addition, they are the direct operator of many cumbersome body affairs work, the pressure they feel is the greatest, the task is also the most burdensome, the lack of organisational culture to make up for, resulting in the persistence of burnout will produce a pseudo-busy phenomenon, and do not feel that their own value is recognised and valued.

5. Measures to Address the Phenomenon of "Pseudo-busyness"

5.1. Strengthening the Party Character of Grass-roots Cadres

Strengthening education in theoretical training. Grass-roots cadres study in depth Marxism-Leninism, Mao Zedong Thought, Deng Xiaoping Theory, the Important Thought of the Three Represents, the Scientific Outlook on Development, and Xi Jinping's ideology of socialism with Chinese characteristics for the new era, to ensure that their thinking is highly consistent with that of the Central Committee of the Communist Party. Through regular training courses and seminars, grass-roots cadres are fostering good habits of active and lifelong learning, keeping pace with the Party's innovative theories and improving the theoretical and policy levels of grass-roots cadres, so that they can better understand and implement the Party's lines, guidelines and policies.

Strengthening education in political cultivation. Grass-roots cadres should be firm in their political stance, enhance their political sensitivity and discernment, and always maintain political consistency with the Party Central Committee. Through political education, warning education and other activities, grass-roots cadres are guided to enhance their political awareness, awareness of the overall situation, awareness of the core, and awareness of alignment, so as to ensure that they maintain a clear mind and a firm stance in a complex and changing political environment.

Strengthening education in moral cultivation. Grass-roots cadres should establish a correct world view, outlook on life and values, and consciously abide by social, professional and family virtues. Through the organisation of moral lectures and the selection of moral models, grass-roots cadres are guided to enhance their moral self-awareness, to be consistent in word and deed, and to establish a good personal and public image.

Strengthening education on style and cultivation. Grass-roots cadres should carry forward the Party's fine traditions and styles, insisting on close contact with the masses, pragmatism, hard work, and criticism and self-criticism. Through measures such as strengthening style construction and rectifying the "four winds" problem, grass-roots cadres are guided to change their working style, keep in close contact with the masses, solve practical problems, and improve their efficiency and level of service.

5.2. Optimising Lines of Authority and Responsibility

In view of the current problems of ambiguous powers and responsibilities and excessive concentration of power at the grass-roots level, our first task is to clarify and specify the list of powers and responsibilities of grass-roots cadres, so as to ensure that they have clear boundaries of power and requirements of responsibility in the performance of their duties, thereby preventing the abuse of power and the shirking of responsibilities. Appropriately

simplifying administration and decentralising power, and giving the grassroots more autonomy of action, so that they can flexibly respond to all kinds of emergencies and complex problems in the light of the actual situation, and constantly stimulate the grassroots' innovation and vitality and motivation of work. A set of fault-tolerant mechanisms should be established to allow the grassroots to accumulate experience and improve policies through trial and error, so as to provide a solid institutional guarantee for grassroots innovation. In addition, the supervision and assessment mechanism should be constantly improved and strengthened to ensure the standardisation of power operation and prevent the abuse of power and corruption. Finally, promote cross-sectoral collaboration and co-operation, break down information barriers and form governance synergies in order to enhance the overall effectiveness of grassroots governance. A more relaxed and autonomous working environment has been created for grassroots cadres, enabling them to give full play to their professional abilities and spirit of innovation, contributing their wisdom and strength to grass-roots governance and promoting the overall development of grass-roots work.

5.3. Establishment of a Streamlined, Flexible and Diversified Assessment and Evaluation System

A streamlined and flexible appraisal and assessment system should be constructed to be problem-oriented and to ensure that appraisals can genuinely contribute to problem-solving and promote localisation. Excessively detailed and generalised appraisals will distort governance information, intensify competition for attention among grass-roots cadres, and lead to the dispersal of resources, which will not be conducive to the resolution of major problems. Therefore, the assessment rules should be streamlined and oriented to solving practical problems, while increasing flexibility, allowing localities to compete in a staggered manner according to their own resource endowments, and enhancing the ability of integrated planning. And we need to establish a diversified appraisal and assessment system. The existing appraisal mechanism tends to lead grassroots cadres to pay too much attention to the intentions of their superiors while neglecting the needs of other stakeholders. For this reason, the subject of appraisal should be diversified, including subordinates, people, colleagues, etc., to ensure that the interests of all parties are fully considered. Objective performance assessment objects, such as performance review and assessment committees, should be established to reduce the subjective influence of superiors and ensure the impartiality of the assessment. It is hoped that these measures can effectively alleviate the "pseudo-busy" state of grassroots cadres, so that they can really devote their energy to solving practical problems and improve the effectiveness of grassroots governance.

5.4. Creating a Positive Organisational Culture

Grassroots government organisations need to clearly define their mission and values to ensure that service to the people is embedded. Grassroots cadres should not only understand the organisation's mission, but also internalise it as their own code of conduct. Through clear goal orientation, grassroots cadres are able to focus more on truly valuable work and reduce the pseudo-business that can result from a lack of direction. Grassroots governments should also endeavour to create a positive and supportive working atmosphere. Within this atmosphere, grassroots cadres are willing to share their experiences and learn from each other, rather than getting into vicious competition. Through teamwork and knowledge sharing, grassroots cadres can complete their tasks more efficiently and reduce unnecessary busyness. Establishing a result-oriented incentive mechanism encourages grassroots cadres to focus on work quality and results. By setting clear work objectives and incentives, grassroots cadres can be motivated to work and become more focused on achieving their objectives rather than being busy with trivial matters. The organisation should also provide continuous training and development opportunities for these grassroots cadres. By upgrading the professional skills and leadership

abilities of grassroots cadres, it can help them better cope with work challenges, increase work efficiency and reduce pseudo-busyness due to a lack of competence. Establish an effective feedback and communication mechanism to ensure that grassroots cadres can keep abreast of their performance and make adjustments based on the feedback. Regular performance appraisals and face-to-face communication can help grass-roots cadres to identify and rectify problems in their work and improve their efficiency.

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