

The key elements and practical logic of the integration of bureaucratism and participatory decision-making: based on grounded theory analysis

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Abstract: *This paper, based on the grounded theory analytical framework, explores the key elements and practical logic of the integration between bureaucratic formalism and participatory decision-making, aiming to provide theoretical and practical guidance for the modernization of government governance. The study points out that the effective integration of the two requires the construction of an integrated system centered around "modernization of participatory governance - institutional and cultural innovation-comprehensive performance enhancement." Through the development of digital platforms and diversified participation channels, the openness and interactivity of the decision-making process have been enhanced, realizing the modern transformation of participatory governance. Institutional and cultural innovations focus on establishing transparent decision-making processes, encouraging innovative thinking and service-oriented organizational culture, and strengthening civil servants' professional ethics and capability cultivation to eliminate the institutional and cultural roots of bureaucratic formalism. Strategies for comprehensive performance enhancement emphasize interdepartmental collaboration, performance evaluation, and policy iteration optimization, ensuring the efficient execution and continuous improvement of decisions. Through a deep analysis using grounded theory, the internal logic and practical pathways for integrating bureaucratic formalism with participatory decision-making are revealed, emphasizing the interaction between technological innovation, institutional renewal, cultural transformation, and performance enhancement. This provides a useful theoretical perspective and practical reference for promoting government governance towards more democratization, transparency, and efficiency.*

Keywords: *Bureaucratic Formalism; Participatory Decision-Making; Integration; Key Elements; Practical Logic*

1. Introduction

The 20th National Congress of the Communist Party of China emphasized: "We will improve the systems through which the people run the country, expand orderly political participation by the people, and ensure that they exercise democratic election, consultation, decision-making, management, and oversight according to law. "[1]The Central Committee of the Communist Party of China attaches great importance to facilitating channels for public participation in decision-making, viewing this as essential for respecting people's rights and achieving democratic decision-making, and a key link in advancing socialist democratic politics. However, bureaucracy, as a significant manifestation of bureaucracy, is widely present today and manifested as an excessive reliance on documents, tables, and meetings rather than actual investigation and research to manage and guide decision-making, resulting in lengthy and inefficient decision-making processes, and may also lead to neglect of real-life situations and the immediate needs of the people, resulting in a disconnect between decision-making and practice. The integration dilemma between bureaucratism and participatory decision-making not only delays the dynamic effectiveness of policy generation and implementation, restricts the immediacy of decision-making and public satisfaction, but also indirectly provides soil for the potential growth of formalism, hindering the true implementation of the people's subject status in practice.

At present, in the context of the urgent need for modernization of social governance, although the CPC is committed to breaking away from the shackles of paperwork and actively promoting the practical exploration of participatory decision-making, the path of transformation and integration is difficult due to the lack of a systematic theoretical guidance framework and an effective incentive compatibility mechanism. On the one hand, the inertia of bureaucratic thinking and complex procedures limit the breadth and depth of participation; On the other hand, the ideal vision of

participatory decision-making often degenerates into the surface of formalism when faced with the practical operation of bureaucratic systems, failing to fully tap into its potential to promote substantial improvement in decision-making quality. Therefore, to promote the modernization of the national governance system and governance capacity, it is necessary to find a balance between bureaucratism and participatory decision-making. It is necessary to avoid bureaucracy and inefficiency caused by bureaucratism, while ensuring the effectiveness and operability of participatory decision-making, in order to achieve a more efficient, democratic, and scientific decision-making mechanism. This paper probes into the key elements and practical logic of the fusion of literalism and participatory decision-making, the key obstacles of the fusion of literalism and participatory decision-making, and refines the universal law of successful fusion cases, This paper probes into the key elements and practical logic of the integration of bureaucratism and participatory decision-making, deeply analyzes the key obstacles to the integration of bureaucratism and participatory decision-making, and refines the universal laws of successful integration cases, aiming to construct a modern governance system that not only follows the principles of scientificity and efficiency, but also has openness and inclusiveness, thus promoting the comprehensive development of socialist political civilization and national governance capacity.

Domestic and foreign scholars have conducted in-depth research from multiple dimensions, forming rich theoretical and empirical results. Domestic scholars Yin Jie and Yang Wenxuan analyzed the formation mechanism of bureaucratism, emphasizing the cultural traditions, institutional inertia, and power operation logic behind bureaucratism, which helps to understand the challenges faced by participatory decision-making in bureaucratic systems.[2] Yu Jianxing's research focuses on the application of participatory decision-making in local governance in China. By extracting the three main elements of contemporary Chinese local governance, including local governments, market entities, and social organizations, it provides an empirical basis for studying the integration of bureaucracy and participatory decision-making.[3] In addition, foreign research used grounded theory to explore the implementation difficulties of participatory decision-making in Western countries, particularly how bureaucratic culture restricts effective public participation at the institutional level, emphasizing the necessity of institutional innovation and cultural change. Although previous studies have revealed the negative effects of bureaucracy and the independent advantages of participatory decision-making from different perspectives, there is relatively little exploration of the intersection and potential for integration between the two. For example, further theoretical exploration and empirical testing are needed regarding the dynamic process of the integration of bureaucratism and participatory decision-making, changes in participants' motivations and behaviors, and how to construct more adaptable integration models at different levels and domains. As a research method, grounded theory has shown unique advantages in revealing the essence and laws of complex social phenomena, providing a powerful analytical tool for exploring this topic. Future research can further utilize grounded theory to explore the localization strategies of participatory decision-making in overcoming bureaucracy, especially in the context of the digital age, how to use information technology to innovate participation channels, optimize decision-making processes, promote democratic, scientific, and efficient government decision-making, and provide new perspectives for building a more open, inclusive, and effective governance system.

2. Research Design

The research will focus on revealing the deep cultural roots, institutional barriers, and specific manifestations of the lack of incentive mechanisms and low participation efficiency encountered in participatory decision-making practices, in order to extract key factors that affect the integration of the two. Through this series of qualitative analyses, this study aims to construct a more delicate and comprehensive theoretical model, providing practical guidance for understanding and improving the decision-making mechanism of China's public sector, and laying a solid theoretical and empirical foundation for promoting the democracy, efficiency, and public participation of government decision-making.

2.1 Research Methods

Grounded Theory is a qualitative research method proposed by sociologists Barney G. Glaser and Anselm L. Strauss in the 1960s, aimed at systematically constructing theories from empirical data. The core feature of this method is to generate and develop theories based on field data (such as interviews, observations, document analysis, etc.) rather than pre-set theoretical frameworks. Grounded theory

emphasizes a bottom-up process of theoretical construction, where theories should be directly derived from and closely rooted in practical empirical materials. The research process of grounded theory usually includes the following key stages: Open Coding: This is the initial data analysis stage, where researchers read and analyze the raw data, classify and label the data, and identify preliminary concepts and categories. Axial Coding: Based on open coding, researchers begin to connect various concepts and categories, exploring their relationships, including causal relationships, situational conditions, actions, and outcomes. Selective coding is the stage of theoretical integration and refinement, where researchers identify a central category and integrate other concepts and categories around it to form a coherent theoretical model. Theoretical saturation: When collecting and analyzing new data no longer generates new concepts or theories, it indicates that theoretical saturation has been reached, and the theoretical construction can be considered basically completed.

2.2 Sample selection and data collection

In the literature screening stage, this study will conduct research from CNKI Springer link、Wiley online library、The entries retrieved from Google Scholar and other searches were organized to establish a database of original statements, including online news, policy documents, and journal articles. Using keywords such as "bureaucratism" and "participatory decision-making", a literature search was conducted based on article titles, abstracts, and themes (a total of 100 articles were selected). The sentences reflecting the "fusion" phenomenon and countermeasures in the literature were organized to form an open coding material library.

3. Model Construction of the Integration of Textualism and Participatory Decision Making

3.1 Open coding

According to the requirements of grounded theory, in the coding process, it is necessary to abandon personal subjective opinions and insights, integrate the collected materials with a free and open attitude, and give them new concepts, and then summarize categories and genera sex. Based on this, this study used the back-to-back approach of the research team to analyze the original sentences,

After the conceptualization process of understanding, comparing, and filtering the 22 records in the original statement, a total of 22 concepts and 5 categories covering all records were formed, as shown in Table 1.

Table 1 Requirements of grounded

Category	Concept	Original statements in textual materials
Democratic Participation and Public Empowerment	Official guidance and public participation	Influenced by the traditional "official oriented" culture, decision-making plans in China are usually output by the government system from the inside out, with the public playing a passive role in participation.
	Democratic consultation	Chen Yun has a clear sense of democratic decision-making and adopts the method of mobilizing the masses and coming up with ideas and solutions.
	Follow the mass line	From the perspective of public management, the mass line is a working method that integrates management motivation, information collection, decision-making, and execution.
	Incorporate public opinion	The "semi public participation decision-making model" incorporates relevant policy information, especially information from stakeholders, into the policy process due to the introduction of public participation, which to some extent reduces the risks faced by closed decision-making systems.
Efficient and collaborative governance	Emphasize coordination and efficiency	Considering that different interests and demands among the public may increase the difficulty of coordination, public participation may affect the efficiency of government decision-making, and the government may have some resistance to public participation.
	Strengthen execution capability	poor execution ability.forming a kind of formalism and formalism. These bureaucratic tendencies prevent the correct and important decisions of the Party from being implemented in certain areas.
	Collective office system	This collective office system not only reduces the exchange of official documents and eliminates bureaucratism, but also facilitates direct listening to opinions from all parties, brainstorming, democratic centralization, and quick and stable problem-solving.

	Environmental optimization	The optimization of systems and environment can inject initial motivation and conditional support into the improvement of decision-making participants, especially farmers' abilities.
Smart Governance and Technological Innovation	Realize intelligent governance of digital technology	With the development of digital technologies such as big data, the online participation of the public in decision-making has increased the difficulty for the government to govern society, which may trigger its resistance to public participation in decision-making.
	data driven	Big data has been widely introduced into the field of administrative decision-making, providing innovative applications for different decision-making scenarios..
Cultural and capability enhancement	Consensus building	Whether the deputy's decision-making ideas can be adopted by the main position becomes the key to the success or failure of participating in decision-making. Obviously, the key to the success of the deputy's participation in decision-making lies in how to make the principal willingly adopt your decision-making ideas.
	Moral Empowerment	A deputy should have the virtues of loyalty, seriousness, easy-going, and integrity, as well as the character of openness, frankness, generosity, and benevolence. They should not be in charge of things, should not take on responsibilities, and should do more work. This is the prerequisite and foundation for successful participation in decision-making.
	Emphasize persuasion skills	Standing in a disadvantageous position of negating the opinions of the majority, the deputy may cause public anger. Therefore, when negating others' opinions, one should not be harsh or direct in speech. Instead, one should affirm the correctness of the purpose and use the technique of "moistening things silently" with abstract affirmation and concrete negation in good faith.
	Having a sense of the big picture	The deputy must speak from the perspective of safeguarding the overall interests, meeting the needs of the overall situation, and maintaining the reputation of the chief decision maker, in order to expound on the truth...This is the key to the success of the deputy's participation in decision-making.
Transparency and Integrity System	Eliminate bureaucracy	Bureaucracy prevails, making it difficult to avoid decision-making errors.
	Anti corruption, efficiency improvement, transparency	If bureaucracy and bureaucracy prevail, officials become corrupt, inefficient, and decision-making becomes opaque, all of which will affect economic growth.
	Strengthen the collective leadership system	The collective leadership system still has some shortcomings in the actual implementation process..... In order to address these issues, the collective leadership system of the Party was gradually restored and developed after the Third Plenary Session of the Eleventh Central Committee.
	Establish a fair, responsible, and transparent process	The government should collect and provide relevant experiential data to strengthen the information foundation of decision-making, establish a fair, responsible, and transparent participatory decision-making process to promote the implementation of participatory governance concepts, and develop a supportive organizational culture to enhance trust levels among diverse stakeholders.
Institutional safeguards and framework	Appropriate system	The impact of institutional factors and institutional environment on economic growth is significant and irreplaceable. This is because the institutional environment has a direct impact on macroeconomic and microeconomic policies, social policies, and public policies.
	system optimization	The optimization of systems and environment can inject initial motivation and conditional support into the improvement of decision-making participants, especially farmers' abilities.

Each category represents a key aspect of the integration process of participatory decision-making and overcoming bureaucracy, from enhancing public participation, strengthening decision-making efficiency and coordination, to ensuring transparency and anti-corruption mechanisms in decision-making, to utilizing modern technology to enhance governance capabilities, cultivate correct culture and abilities, and build a solid institutional foundation. These dimensions are interrelated and together form a comprehensive framework that guides how to achieve more effective decision integration in practice.

3.2 Axis code

The core task of axis coding in grounded theory is to analyze the concepts of open coding, summarize the commonalities between concepts, establish attribute connections between various concepts, clarify the interrelationships between dimensions, and enable all content to be organically connected. This study analyzes the relationships between completed concept codes, extracts six categories, and summarizes three main categories. The relationship between the main category and the corresponding initial category is shown in the table 2:

Table 2 The core task of axis coding in grounded

Main category	Categories	Intrinsic interpretation
Participatory Governance Modernization	Democracy Participation and Public Empowerment	Citizens actively participate in public affairs management and decision-making processes, obtain information, express opinions and influence decisions through various formal and informal mechanisms to enhance the transparency, responsibility and effectiveness of governance.
	High efficiency and collaborative governance	The process of improving decision-making efficiency and execution power, as well as jointly solving public issues through collaborative interaction between government and citizens.
	Wisdom and innovation	Utilizing digital technologies such as big data to improve the level of intelligence in government decision-making and service, enhance public participation, and realize a more scientific, democratic and rule-of-law oriented social governance model.
Institutional and Cultural Reform	Transparency and Integrity System	By establishing and improving transparent systems and cultivating a culture of integrity, corruption can be reduced, government efficiency and credibility enhanced, and public power exercised fairly to ensure social justice.
	Culture and Capability Enhancement	By cultivating citizens' moral qualities and participation capabilities, as well as enhancing officials' sense of responsibility and professional competence, to promote a more open and responsible public decision-making culture.
	System guarantee and support framework	By establishing and improving laws and regulations, a stable support structure and operating environment for participatory governance can be provided to ensure that the decision-making process is fair, responsible and transparent.
Enhanced overall performance	Democratic participation and public empowerment, efficient and collaborative governance, transparency and integrity systems, wisdom and technological innovation, cultural and capacity enhancement, institutional guarantees and frameworks	Through various means, we will jointly build a modern governance system that is efficient, just, intelligent and responsive to people's needs.

3.3 Selective coding and model construction

According to the requirements of selective coding in grounded theory, summarize the "storylines" around the main categories, that is, describe the core content and interrelationships of each main category. Firstly, participatory governance modernization emphasizes the development of governance models towards a more open, efficient, and intelligent direction through secondary categories such as democratic participation and public empowerment, efficient and collaborative governance, and smart and technological innovation. In this process, public participation is given higher weight, while the efficiency and effectiveness of governance are improved through efficient collaboration and the application of smart technologies. Secondly, the scope of institutional and cultural reform creates a transparent, clean, efficient, and adaptable governance environment through secondary categories such as transparency and integrity systems, cultural and capacity enhancement, institutional guarantees and frameworks. The improvement and innovation of systems, the reshaping of culture, and the cultivation of capabilities are key to ensuring the fairness and effectiveness of governance.[4] In addition, the improvement of comprehensive efficiency is a comprehensive reflection of the first two main

categories, emphasizing that while ensuring democratic participation, transparency, integrity, and intelligent innovation, efficient collaborative governance and strong institutional and cultural support can comprehensively enhance the efficiency of decision-making and execution, achieve precise alignment between governance goals and public expectations, and ensure the maximization of overall social welfare.

3.4 Theoretical saturation test

Theoretical saturation testing is a necessary guarantee for the scientific validity of grounded theories and the credibility of research conclusions. This study used reserved original data and expert feedback to conduct saturation testing. Firstly, after repeatedly comparing existing literature and concepts, no new concepts or categories were found, nor were any new relationships discovered. Secondly, the author presented the coding results and theoretical model to two researchers in this field, and received a positive response.

4. The key elements and practical logic of the integration of bureaucratism and participatory decision-making: an explanation based on the dimension of "modernization of participatory governance - institutional and cultural reform - comprehensive efficiency improvement"

When exploring the path of integrating bureaucratism and participatory decision-making, the multidimensional framework of "modernization of participatory governance - institutional and cultural reform - comprehensive efficiency improvement" is particularly important. It not only reveals the necessity of the integration of the two, but also points out its implementation methods and practical logic. Firstly, the modernization of participatory governance is the first step in breaking down bureaucratism. In the context of the information age, this means making full use of digital tools and platforms, such as e-government systems, online opinion gathering platforms, etc., to broaden the channels for public participation in policy-making. This modern participation model not only enhances the transparency of the decision-making process, but also increases the public's sense of identity and initiative in implementing policies.[5] Secondly, institutional and cultural reforms are key to ensuring that participatory decision-making takes root. On the one hand, it is necessary to establish an open and transparent decision-making system, clarify the decision-making process, participation rules, and feedback mechanism, and use institutional rigidity to constrain the tendency towards bureaucracy, reducing unnecessary administrative procedures and redundant documents. On the other hand, creating a people-oriented and pragmatic organizational culture is crucial. This requires leaders at all levels to establish a correct view of political achievements, encourage innovative thinking, advocate field research, avoid making decisions out of thin air in the office, and truly achieve a transformation of democratic participation from top to bottom. [6] Furthermore, the improvement of comprehensive efficiency is the benchmark for testing the effectiveness of participatory decision-making. It emphasizes the scientificity, synergy, and effectiveness of feedback mechanisms in decision-making. In this dimension, the decision-making process is no longer an isolated behavior, but a collaborative effort among departments and efficient allocation of resources, ensuring that decisions can be quickly transformed into actions, and the results of actions can be promptly fed back into decisions for adjustment and optimization. To this end, it is necessary to establish a performance evaluation system that takes the efficiency and quality of decision-making execution, public satisfaction, and other important indicators, and continuously iterates and optimizes the decision-making process and content.

In short, the integration of bureaucratism and participatory decision-making is essentially a profound change in the modernization of governance systems and governance capabilities. Through participatory governance modernization, we can enhance the openness and inclusiveness of decision-making, eliminate bureaucratic habits through institutional and cultural reforms, and ensure efficient execution and continuous optimization of decision-making through comprehensive efficiency improvement. Ultimately, we can build a more democratic, transparent, efficient, and responsible governance system.

5. Conclusion and Suggestions

5.1 Conclusion

The integration of bureaucratism and participatory decision-making is an important reform measure

aimed at promoting modernization of government governance, enhancing public participation, and improving the quality and efficiency of decision-making. Firstly, participatory governance modernization is a key way to break free from the constraints of traditional bureaucratism. The government should continue to invest in information technology infrastructure, develop easy-to-use and widely covered participation platforms, and ensure that all citizens have equal access to information and express their opinions. Secondly, at the level of institutional and cultural reform, building an institutional environment that emphasizes both procedural justice and encourages innovation, as well as cultivating a cultural atmosphere centered on serving the public, is crucial for eliminating bureaucracy and promoting participatory decision-making. This requires policy makers not only to improve institutional design to ensure the standardization and transparency of the decision-making process, but also to enhance the service awareness and innovation ability of civil servants through training and education, encouraging them to become bridges connecting the government and the public. Once again, regarding the improvement of comprehensive efficiency, the ultimate goal of decision-making is to solve practical problems and meet public needs. Therefore, establishing an effective performance evaluation mechanism and continuous iterative optimization strategies are essential. The government should set clear performance indicators, including public satisfaction, policy implementation effectiveness, etc., and conduct regular evaluations to ensure high-quality and efficient decision-making and implementation. At the same time, the government should also encourage to cross departmental collaboration, optimize resource allocation, and form a closed-loop management mechanism of decision-making execution feedback adjustment.[7]

5.2 Suggestion

One is to accelerate the construction of a digital government, utilizing technologies such as big data and artificial intelligence to create an intelligent and personalized platform for public participation. Accelerating the construction of a digital government is one of the key steps in promoting the integration of bureaucratism and participatory decision-making, aiming to reshape the interaction interface between the government and the public through technological innovation. [8]Specifically, big data analysis technology should be fully utilized to accurately mine and classify massive amounts of public opinion and social demand data, so that the government can more accurately grasp the real demands of the people and social hot issues. At the same time, by combining artificial intelligence algorithms, we will develop a public participation platform that can intelligently recommend and personalize information and services, so that every citizen can easily access information related to their immediate interests, reduce the threshold for participation, and stimulate public enthusiasm for participation. In addition, establishing a data sharing and exchange mechanism ensures cross departmental information flow and collaboration, making the data collection, analysis, and feedback loop in the decision-making process more smooth and efficient.

The second is to deepen the reform of the administrative system, simplify the approval process, reduce unnecessary paperwork, and at the same time, establish and improve a fault-tolerant and error correcting mechanism to encourage civil servants to dare to innovate and take on responsibilities. Deepening the reform of the administrative system is crucial for breaking the shackles of bureaucracy and promoting the integration of participatory decision-making. The primary task is to streamline and optimize the administrative approval process, by eliminating non essential approval items, merging similar links, and implementing measures such as "one-stop acceptance and integrated services", significantly reducing processing time and alleviating the burden on enterprises and the public. [9]

The third is to strengthen the implementation of the system, clarify the status of participatory decision-making through legislation, safeguard citizens' right to participate, and at the same time, strengthen the tracking and auditing of policy implementation effects to ensure that the original intention of policies is effectively implemented. Strengthening institutional execution is the core guarantee for ensuring the effective implementation of the integration of bureaucracy and participatory decision-making. The first step is to clarify the legal status of participatory decision-making through legislation, making citizen participation a statutory requirement of the public decision-making process, specifying the rights, channels, procedures, and specific roles of citizen participation in each stage of decision-making, and ensuring the breadth, representativeness, and effectiveness of participation. [10]This not only requires clear definition of legal provisions, but also supporting implementation rules and guiding principles, providing specific operational guidelines and legal support for citizen participation.[11] This includes establishing independent third-party evaluation agencies, using a combination of quantitative and qualitative methods to comprehensively and objectively evaluate the effectiveness of policy implementation, and making the evaluation results public and subject to social

supervision.

The fourth is to cultivate an open and inclusive organizational culture, regularly hold public-private sector dialogues, public participation days and other activities, enhance mutual trust, and form a good trend of the whole society participating in governance together. Cultivating an open and inclusive organizational culture is crucial for achieving effective integration of bureaucratism and participatory decision-making. It helps build a bridge of trust between the government and the public, and promotes comprehensive improvement in governance efficiency. Specifically, government agencies should actively promote values centered around the public, encourage officials to step out of the office, engage with the masses, listen to public opinion, respect diverse perspectives, and create an organizational atmosphere that encourages innovation, advocates transparency, and values feedback. This requires regular public-private sector dialogue meetings to provide a platform for government, business, social organizations, and public representatives to discuss and govern together. Through face-to-face communication, mutual understanding can be enhanced, solutions can be explored together, and the scientific and feasible formulation of policies can be promoted.

In short, the integration of bureaucratism and participatory decision-making requires the government to work together in institutional design, cultural construction, technological application, and other aspects to gradually build a more efficient, transparent, and democratic modern governance system through continuous efforts and innovation.

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