



Government Attention Allocation in the Process of Building a Public Management System under the Rule of Law: A Textual Analysis of Chinese State Council Government Work Reports (1979–2020)

Bin Yang¹, Yani Wang² and Yuzhen Liu^{2,}*

¹ School of Management, Henan University of Economics and Law, Zhengzhou, 450000, Henan, China

² School of Economics and Law, Jingdezhen Vocational University of Art, Jingdezhen, 333000, Jiangxi, China

SUMMARY: *The rule of law government is the core of the basic national policy of law-based governance, which contains five dimensions: rule of law principle, limited government, standardized government, law-abiding government and responsible government. Taking the theory of attention distribution as the research perspective, QSRNvivo 12 software is used to analyze the text of 42 government work reports of The State Council from 1979 to 2020. The construction of a government under the rule of law realizes the transition from the rationality of legal tools to the rationality of legal values, the unification of entity legality and procedure legality, the construction of a modern government with legal power and equal power and responsibility, and the distribution of government attention is basically balanced in the construction process of the whole government under the rule of law. This paper tries to explain the basic logic of the construction of a law-based government by analyzing the orientation of goals, the law of development, and the need to focus on reality. Based on this, it should be optimized in the process of the construction of a law-based government from the aspects of strengthening the construction of a responsible government, strengthening the participation of multiple subjects, and scientifically allocating attention and resources, so as to avoid the situation of "attention strengthening" or "attention generalization".*

KEYWORDS: *government by law; Allocation of attention; Government work report*

1 The origin of research

In the following ten years, the connotation and extension of the rule of law have been enriched and expanded in practice. In 2004, the Outline for the Implementation of Comprehensively Promoting law-based Administration and in 2010, the Opinions of The State Council on Strengthening the Construction of a law-based Government have realized the change from law-based administration to a law-based government. In 2015, the Outline for the Implementation of the Construction of a law-based Government (2015-2020) and other programm-based documents for the construction of a law-based government were issued, which clarified the roadmap for the construction of a law-based government: by 2020, a law-based government will be basically completed.

Attention allocation is a multidisciplinary research theory widely used in psychology, management, and political science. It provides a novel perspective for observing and evaluating

*YosunCathy@163.com

<https://doi.org/10.65102/is20261201>

government behavior. In the theory of attention allocation, government and leadership attention are considered as scarce resources, and it is only when a focal event occurs that it can attract attention, leading to the advancement of the policy agenda. Scholars have had extensive discussions about the factors that influence the allocation of attention for organizations or individuals, and the academic community has mature analysis methods for measuring attention allocation. This helps to explore the underlying logic in abstract and intangible organizational or individual behaviors.

The attention to the construction of a rule of law government has always been high in the practice of national governance. Policy texts are a direct reflection of government attention allocation and represent the attention allocation of government decision-makers and policy-makers during a certain period in terms of governance subjects, entities, and content. [3] Therefore, can we glimpse the attention allocation and changes in the construction of the rule of law government in contemporary China from authoritative official documents? Through text analysis and information mining of the government work reports of the central government from 1979 to 2020, supplemented with software tools, we will explore the changes in government attention in the process of building a rule of law government in contemporary China from the perspective of attention allocation and analyze the mechanisms behind these changes.

2 Literature review and research design

2.1 Literature Review

2.1.1 Research on the Rule of Law Government

The study of the rule of law government has a rich historical background, and scholars from various countries have discussed legal thinking and practices. As early as the 3rd century BC, the Greek political philosopher Aristotle pointed out in his work "Politics" that "the rule of law should have two meanings: established laws receive universal compliance, and the laws that people comply with should be well-established themselves." [4] British scholar David Hume argued that all republics should be ruled by the rule of law, not by the rule of men [5]. Classical philosophical thoughts have laid the groundwork for modern concepts such as "good laws" and "good governance" in the realm of legal thinking.

From a modern political science perspective, governance reforms often focus on legitimacy and effectiveness, with governance being based on the theoretical foundations of responsibility, democracy, and the rule of law [6]. The rule of law, state governance, and governance share coexistence, homogeneity, and unity. The values of the rule of law, the legal system, the legal concept, and the legal framework nurture and shape the state's governance capabilities, ultimately promoting the modernization of the state governance system and its capabilities [7]. Some scholars have examined China's shift from administrative governance to the rule of law government in the context of the history of state theory. They argue that China's evolution towards a rule of law government involves moving from a "pre-administrative state" phase before the reform and opening-up, to an "administrative state" phase in the 1990s, and eventually towards a "good governance state" in the future [8].

The literature has extensively discussed the content of the rule of law government. From the perspective of development objectives, a rule of law government is one that is limited in its actions, transparent and clean, responsible, and efficient in providing services [9]. Regarding evaluation criteria, government powers should be limited to the scope of laws and regulations, and government activities must strictly follow the law. Government actions in a rule of law

government must be legal, reasonable, procedurally just, efficient, convenient, honest, and trustworthy, with clear delineation of powers and responsibilities [10]. Rule of law government should be based on legal principles, adhere to the rule of law, provide services, promote participation, and uphold integrity [11]. Some scholars have proposed five evaluation criteria from the perspectives of governing bodies and participating entities, which include the Party committee ruling by law, government administration according to the law, judicial fairness and justice, a comprehensive supervision system, and social harmony and stability [12]. From the perspective of building principles, a rule of law government should be a lawful, limited, regulated, lawful, and responsible government [13]. In summary, the government should establish functions based on the law, determine its functions according to the law, guide governance practices with legal principles, have clear rights and responsibilities, and harmonize rights and responsibilities. This paper defines the five key components of a rule of law government based on the logic of ideology and action and classifies and encodes the practice of building a rule of law government based on the "Government Work Report of the State Council." These five components are legal principles, lawful government, responsible government, regulated government, and limited government, each with its corresponding primary and secondary keywords.

2.1.2 Research on Attention Allocation

The concept of attention allocation originated in psychology and refers to the ability of an individual's psychological activity to focus and concentrate on a particular subject. According to the assumption of bounded rationality, decisions or actions made by individual decision-makers generally do not go beyond their cognitive scope. All actions taken by decision-makers are based on the allocation of their cognitive scope [14]. Research on attention allocation initially emerged in the field of business management. For instance, the organizational attention-based view considers organizations as attention allocation systems where decision-makers within the organization invest time and energy to discover, encode, interpret, understand issue environments, and make choices.

Subsequently, scholars discussed the distribution of attention within the scope of political science, and put forward the concept of "attention politics". In order to demonstrate the process of policy landscape and agenda change, scholars observe the effect of government attention allocation on policy agenda and policy change by observing the reflection of policy information and policy text framework on government attention allocation. According to the multi-source theory, the problem source of one of the three source streams refers to the process from "triggering" to "entering" when there are focus events, changes in core indicators, and feedback of policy information, thus affecting the policy agenda. The public policy choice model for non-proportional information processing is designed based on the "discontinuity - equilibrium" theory. From a dynamic perspective, the distribution of political attention to policy themes and the information processing methods of political systems are observed [15]. From the perspective of policy tools, the paper analyzes how American presidents allocate attention among different policy tools in the topic fields they focus on. Such as presidential addresses, hearings on proposed government legislation, amicus briefs (Amicus Curiae, from the Latin word for friend of the court. The "friend of the court" in the United States litigation is not the actual party to the case, but based on the strong interest or significant interest in the case, as a third party to submit legal opinions to the court (Brief) or even participate in oral arguments, expressing the views of the legal issues involved in the case.), and executive orders, in order to advance the issue.

In the public agenda, the academic community tries to explain the deviation or dislocation in the allocation of attention from the two aspects of capacity and cost. If attention is regarded

as a "container", when the capacity of attention increases, meaningful information may be ignored or not paid attention to, and it is easier for decision-makers to improve social well-being when they only have limited capacity than when they have unlimited capacity [16]. The high cost of information processing in multi-issues will lead to the neglect of some information and imperfect decision-making. Attention management can be optimized by limiting the output of information to reduce the cost of information processing for decision makers [17]. Due to the limitation of resources in all aspects, the government's attention is a kind of scarce resource objectively. Whether it can trigger the policy agenda depends on whether the government's attention is "focused" or not.

Domestic public administration scholars have localized interpretation and application of the research on attention allocation, and built a theoretical analysis framework based on the initiation of public issues, in which bureaucratic rules, bureaucratic interests, and external pressures interact with government behavior and attention allocation [18]. It mainly focuses on the two dimensions of organization and individual, and generally takes a specific public authority as the research object to investigate the characteristics and influencing factors of its attention allocation in a certain public issue or policy. For example, through the case analysis of a certain judicial department, it is pointed out that a feature of the Chinese government's behavior is the competition of attention in hats rather than in a straight line. This means that even if the functional department itself has the business guidance power to carry out a certain work, in order to show its position, it will basically choose to use the authority of the higher party committee to "wear hats" to promote.

In the personal dimension, the initial research mainly focuses on the leadership attention, focusing on the attention allocation of decision-makers in the Chinese context and its impact on the public agenda. Construct a model for the change of leaders' attention. In the case of stable formal positions, the importance of issues, the severity of problems and the preference of leaders affect the allocation of leaders' attention. Under the rational bureaucratic governance framework of a unitary power, "leaders attach great importance" is an objective phenomenon. Different forms of leaders' attention allocation are analyzed from the two dimensions of avoiding responsibility and taking credit. However, this form of "campaign" governance objectively reduces the professionalization degree of bureaucratic organizations and is prone to forming a "fire fighting" organizational culture, which leads to misjudgment of actual policy performance. At the grassroots level, street bureaucrats have become the entry point for observation. Through comparison and analysis of the working hours and work contents of street bureaucrats, the allocation of attention and the logic of their use of discretionary power under the bureaucracy system have been studied.

Based on domestic and foreign literature, attention allocation is a decision-making mechanism of government behavior. Under the premise of limited resources, attention allocation has a kind of selectivity. The academic community has conducted solid analysis and research from the aspects of influencing factors of attention, analysis framework, causes and consequences of improper attention allocation, etc. The current research on the theory of government attention allocation is carried out from the macro level and the micro level respectively. The macro level focuses on the actions taken by the government on a certain issue within a certain historical period, while the micro level focuses on the attention allocation and logic of high-level decision-makers and street bureaucrats in concrete practice. It can be seen that in the process of thinking about the construction and governance practice of the contemporary Chinese government, The theory of attention allocation has become a theoretical tool with more explanatory power. Based on the theory of attention allocation, this paper will use text analysis software and take the Government Work Report of The State Council from 1979 to 2020 as the text basis to analyze the change and logic of attention allocation in the

process of the construction of the Chinese government under the rule of law after reform and opening up.

2.2 Research design

2.2.1 Textual sources of information

In academic circles at home and abroad, the analysis based on government texts is a mainstream way for scholars to investigate the allocation of government attention. As an annual report issued by the top administrative department, the Government Work Report of The State Council has the characteristics of authority, accuracy and planning, and the writing of the report has a strict process. A series of processes, such as research, writing, soliciting opinions, submission, and acceptance of deliberation, reflect the process of reaching consensus and unifying ideas in the Chinese political context. The report summarizes the work of the government in the past year and plans the work of the government in the coming year, or in the year when a new "five-year plan" begins, the plan outline of national economic and social development and the government work report are jointly issued, and the development of key economic and social fields are prospected. The Government Work report summarizes the actions of the government in the past year and influences the government's actions and development plans in the coming year or many years. It provides a reference for observing the change of government attention allocation from the historical dimension

2.2.2 Research methods

Text Analysis, also known as content analysis, aims to achieve research objectives through comprehensive, objective and systematic analysis and quantification of texts. According to research needs, researchers can extract and analyze information from meeting documents, official documents, instructions from leaders, newspapers and periodicals, etc., so as to verify research hypotheses. It is a popular analysis method in the field of social science. With the development of information technology, text analysis has more efficient analysis tools. QSR Nvivo 12 is a qualitative analysis software that can identify research materials in various formats, and has rich visualization functions and data cross-query and comparison functions, especially in text analysis with a large sample size. Effective information can be quickly and effectively located.

In NVIVO's pattern-based automatic coding, Term Frequency-Inverse Document Frequency (TF-IDF) is calculated to measure the importance of a word to a specific node. The calculation formula of TF-IDF is:

$$\text{TF-IDF} = \text{TF} \times \text{IDF}$$

Among them, TF (Term Frequency) refers to the frequency of a word appearing in the text of a certain node. IDF (Inverse Document Frequency) is calculated by $\log(N/n)$, where N is the total number of documents in the corpus, and n is the number of documents containing the word. For example, when analyzing a set of texts about "education", if the word "teaching methods" appears frequently in the text of a node related to "educational methods", its TF value will be high. At the same time, if it appears less frequently in other documents of the entire corpus, the IDF value will be high. Then, its TF-IDF value will be relatively large, indicating that it is of great significance to the node of "educational methods". NVIVO may encode the text paragraphs containing "teaching methods" into the node of "educational methods" based on this value.

This research will use this software to import 42 Government Work Reports of The State

Council into the software. Based on the previously clear connotation of the rule of law government, 15 first-level keywords and 91 second-level keywords contained in the connotation of the rule of law government in various dimensions are determined, as shown in Table 1. According to the idea-action coding logic, It basically covers the top-level design of the construction of the rule of law government, rule of law planning, rule of law practice, rule of law supervision and other aspects, and has good explanatory power. Through software retrieval and coding, the obtained data are integrated and cross-analyzed, and the change of attention of the central government in the construction of the rule of law government is effectively measured by word frequency and the total number of sentences.

Table 1: Summary table of the word frequency measurement of the connotation of the rule of law government

Connotation	First-level keywords	Second-level keywords
Rule of law principle	Party leadership	People-centered reform leads the way in seeking truth from facts and adopting strict norms
	Rule of law	Rule of law: Rule of law
	Legal system construction	The legal system; Legal system construction; Legal concept; Legal education; Environmental legal system; Legalization; Legal guarantee
Law-abiding government	Socialist legal system	Constitution: Legal system
	Rule of law culture	Thinking of the rule of law; The idea of rule of law; Rule of law culture; justice; Honest; Honest and upright
	Decision-making according to law	Legal authority; Procedure; Decision-making responsibility system; Hearing; Democratic decision-making; Participate; Scientific decision-making, collective decision-making; Expert consultation system: risk assessment expert demonstration, risk assessment, legality review; Group discussion; solicit
Responsible government	Clear authority and responsibility	Responsibility; Administrative power; Responsibility system; A sense of responsibility; Duties; Powers and responsibilities; Be responsible for; Responsibility system; Each has his own responsibility
	Supervision according to law	Inaction; Supervisor; Inspector: Bureaucracy; Formalism; Order today doctrine; Extreme individualism; Money worship
	Be held accountable according to law	Abuse; Illegal; Accountability; Error correction; To correct; Investigate; Accountability; Anti-corruption; Anti-corruption; Break the law
Regulating government	Administration according to law	strict law enforcement, law enforcement concept, unfair law enforcement; Legal means
	Openness of government affairs	Openness: transparency: sunlight; publicity
	Efficient administration	Optimization; To cancel; Delegate; Efficiency; Effectiveness; For the convenience of the people
Limited government	Functional science	Functions: Streamline administration and delegate power; Combination of pipe and discharge
	Reasonable scale	Cut down, close the well; Institutional reform; Streamlining of institutions; The bodies are swollen, overlapping
	Bounded power	Administrative law; Laws and regulations; Program specification

3 The multiple connotation of the distribution of attention in the construction of the rule of law government

3.1 Rule of law principle: the transition from instrumental rationality to value rationality

The establishment of government institutions must be made in accordance with the law, and the government behavior must be carried out in accordance with the law, as shown in Figure 1. Based on this, "Party leadership", "legal construction" and "rule of law" are selected as the main keywords of attention measurement. Constitution and law together constitute our country's socialist legal system and are rigid constraints on government behavior. Legal system means the general term of law and system, which requires all participants in social activities to be equally and strictly implemented and observed, and also emphasizes institutional constraints. The rule of law is a theoretical innovation that the Chinese government has abstracted in the practice of socialist construction. It not only emphasizes the rigid constraints of laws, but also requires the rule of law government to reflect the will of the people and conform to social laws. The operation of power should be under the framework of law, and individual will cannot override the law.

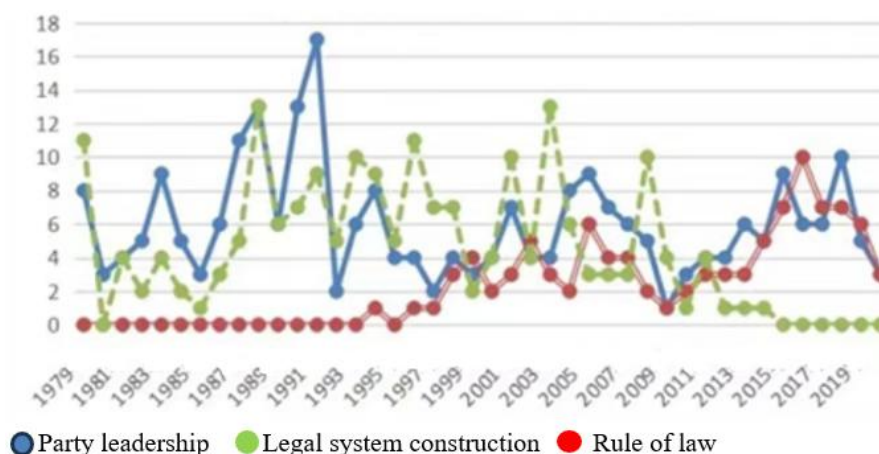


Figure 1: The change of attention of legal principles

After the relevant keywords are retrieved and encoded by the software, it can be observed through the mapping software that: The distribution of attention on constitution and law showed a stable and fluctuating trend, covering the government work report from 1979 to 2020. It began to rise in waves in 1979 and reached its peak in 1991. Due to historical reasons, the construction of the legal system in New China experienced a long period of stagnation, and the construction of the rule of law government suffered a serious blow. Since the reform and opening up in the early 1990s, the construction of China's socialist legal system has been in a state of "catching up and making up". In 1988, the socialist legal system based on the Constitution was initially formed, and national activities gradually entered the legal track. In 1991, the government work report systematically explained the fields involved in the law. Such as economy, administration, enterprise, environment, etc., then continued to fluctuate and rise, and reached two peaks of attention in 2015 and 2018, and the constitution and law are inseparable from the practice of national governance

In the discourse system at the beginning of reform and opening up, the construction of the rule of law was the mainstream discourse, which was used to express the objectives of social construction and norms of behavior, etc., while the rule of law was first proposed as a basic

national policy in 1996. The government's attention on the two aspects experienced a process of increasing successively, and the attention of the rule of law exceeded the construction of the rule of law for the first time in 2012. And it continues to rise. The construction of the legal system puts more emphasis on the instrumental rationality of the law, which can be deduced as the "rule of law" country, emphasizing the construction of a complete legal system to shape the society, while the rule of law emphasizes the governance of the country according to the law, echoing the value rationality of the law. Although the construction of the legal system has been declining year by year in the government work report, in essence, it is after the transformation of the instrumental rationality to the value rationality. The connotation of legal system construction has been integrated into the rule of law and continues to play an important role in the practice of national governance.

3.2 Limited government: from blurred boundaries to clear statutory powers

"No legal authorization, that is, no administrative power", the power of the administrative subject must come from the law or the authority of the authority. as shown in Figure 2. A limited government is a government with limited powers. In terms of the scope of power, the grant of power by the Constitution and laws is the boundary of power, and the way of exercising power is based on the provisions of the Constitution and laws. Therefore, attention is measured according to the three aspects of reasonable scale, legal perfection (specifically referring to administrative laws and regulations here), and functional science, so as to display statistical results more directly. Each congress not only summarizes the work achievements of the past five years, but also makes plans and top-level designs for the development of the next five years.

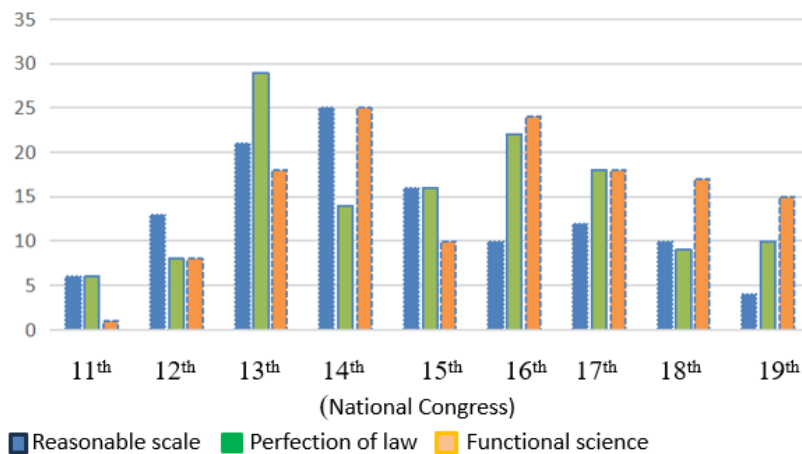


Figure 2: Changes in attention of limited government

In the 1980s and 1990s, government functions still had the color of planned economy, with bloated institutions, making plans and regulating the economy as the main functions. During this period, government functions were mainly simplified and decentralized. During the 14th CPC National Congress, a lot of efforts were made to determine and transform government functions: All departments are required to define their functions, institutions and establishment, gradually transform their functions, separate government from enterprises, cultivate a socialist market economic system, and strengthen social service functions, financial functions, regulatory functions, and improve government efficiency. After long-term efforts, a large departmental institutional framework with unified functions has been initially established during the 18th National Congress. The government will focus on transforming its functions

and improving its performance. Administrative laws and regulations have been gradually improved in the areas of enterprises, finance, environmental protection and real estate, and administrative regulations have been added or repealed in accordance with the objective situation of The Times and social changes.

In terms of scale, due to the implementation of institutional reform, public institution reform and other measures, the degree of attention has gradually decreased. In terms of administrative regulation construction, the "doing addition" to make up for the shortcomings has shifted to "doing subtraction" to meet the needs of The Times. Vertical comparison of the 11th National Congress and the 19th National Congress at the beginning of reform and opening up shows an "upside down" of the proportion of structure, the transformation of government functions has become the core issue of the construction of limited government, and the scale control has "retreated to the second line". In the construction process of limited government, the government does not distinguish between government and enterprise, the government plans to regulate the market, and "large and comprehensive" is the main feature of the government. This is inseparable from China's administrative tradition and planned economic system. With the establishment of the socialist market economy system, the government not only faces the dilemma of having a big end and low efficiency, but also faces the challenge of the legitimacy of administrative regulations. The transformation of functions and powers by law is an important symbol of the boundary of government powers from infinite to limited.

3.3 Regulation of government: unification from substantive legality to procedural legality

On the practical level, the degree of standardizing government construction determines whether the government has completed the "integration of knowledge and action" in essence, that is, whether it has achieved substantive legality and procedural legality. Substantive legality means that the acquisition and application of administrative power comply with legal provisions. If the exercise of administrative power and the implementation of administrative acts conform to legal procedures, it is procedural legality. In practice, administrative organs should strictly abide by the law and regulations, comply with legal procedures such as methods, procedures, and time limits, strengthen the openness of government affairs, and ensure that all types of social entities can smoothly exercise their supervisory rights to express themselves in accordance with the law.

According to the connotation of standardized government, law-based administration, sunny administration and efficient administration are selected as first-level keywords. After searching and encoding the changes in the attention of standardized government, law-based administration has received the highest attention in the construction of standardized government. As shown in Figure 3, efficient administration has appeared in the government work reports in the past 42 years. Efficiency is always an important evaluation index, while the sunshine government continues to make efforts in the openness of government affairs, the exposure of idle government, and the improvement of policy transparency, but the overall attention is lower than law-based administration and efficient administration.

Looking at the measurement data of attention to standardize government construction, although it fluctuates greatly, showing an intermittent "bottoming out" and an overall climbing trend. The time point of "bottoming out" is generally the eve of the change of the Central Committee. In order to maintain political stability and build consensus, attention to standardizing government will appear on the surface of "trough". After the formation of systematic construction planning and objectives, more explicit, stricter and more comprehensive requirements are often put forward for standardizing government construction, and a lot of attention is paid to it. For example, in terms of efficient government construction,

in 2013, the institutional reform of The State Council was carried out in an orderly manner, and 416 items such as administrative approval were cancelled or delegated in batches, and pilot projects of replacing business tax with value-added tax were expanded. 348 administrative fees were abolished or exempted.

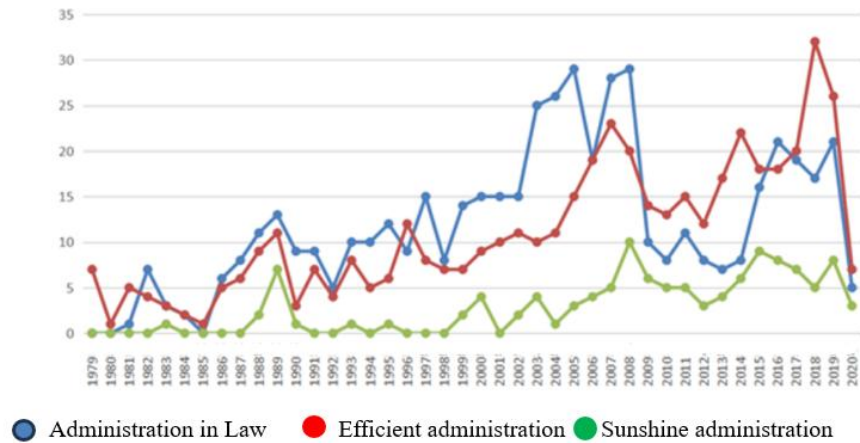


Figure 3: Change of attention of normative government

3.4 Law-abiding government: Integration from rule of law culture to rule of law supervision

Consciously apply the rule of law thinking and legal means to solve contradictions and problems in economic and social development, build a complete supervision system, severely punish corruption and corruption, and advocate the goal of fairness and honesty in administration. Therefore, the connotation of the government by law is divided into two aspects: rule by law culture and rule by law supervision, trying to observe and compare from the abstract concept and concrete practice. The rule of law culture means that the spirit of rule of law has been effectively integrated with the current mainstream culture of society, and the spirit of rule of law has been internalized in social culture, and has a beneficial impact on social public order and good customs, which is one of the important symbols of social civilization and progress. As one of the important indicators of the basic national policy of rule of law, the construction of rule of law culture will generate huge endogenous impetus for comprehensively promoting the construction of rule of law. It appears 17 times in 42 government work reports, and the total number of related sentences is low, which is mainly reflected in the advocacy of the rule of law culture, and the criticism of the lack of legal awareness and poor use of legal thinking of public officials.

In 1983, the central government for the first time proposed that laws must be followed, law enforcement must be strictly enforced, and violations of the law must be punished, setting the initial standard for law-abiding governments. Since the 1990s, with the increase of the overall national strength and the continuous improvement of the level of social and economic development, the environment and content of national governance have become increasingly complex, and corruption and crimes committed by public officials have become a major obstacle to the construction of a law-based government. In this regard, the central government has always maintained a high-pressure situation and explored the establishment of a power supervision mechanism. Since the 18th National Congress, we have severely punished corruption, punished the "four winds", and strengthened the construction of a clean government. In particular, the introduction of the "Supervision Law" has further tied up the "cage of power" from the legal system, as shown in Figure 4.

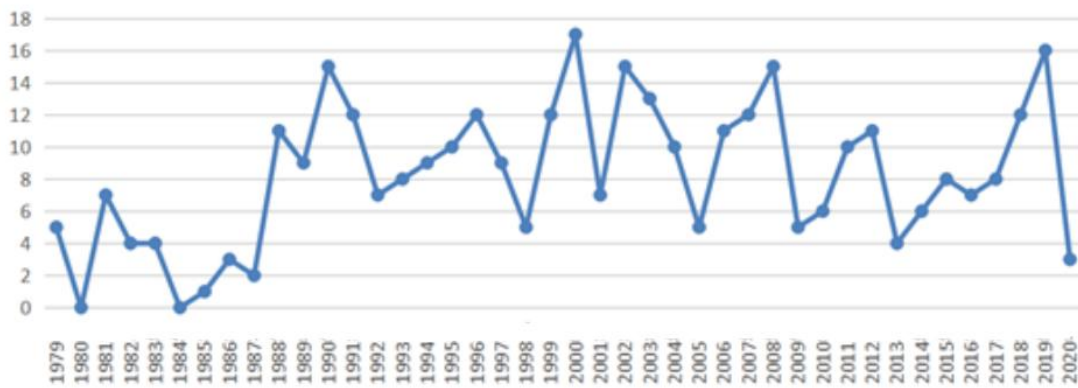


Figure 4: Legal supervision

3.5 Responsible government: the regulation from power and responsibility heterotopic to power and responsibility equal

Responsible government requires that the government must actively perform its duties and obligations and respond to the needs of the society and the people in a timely manner. As an institutional arrangement for democratic control of government public management, responsible government means a power constraint mechanism to ensure the realization of government responsibilities, such as legislative supervision and judicial supervision. Administrative organs should not only be responsible to the law, but also be responsible for their own administrative acts. In administrative practice, they should be consistent with their powers and responsibilities, assume legal responsibilities caused by their own acts in accordance with the law, and improve the administrative error correction mechanism and accountability mechanism. There are sound and effective administrative error correction mechanisms and accountability mechanisms.

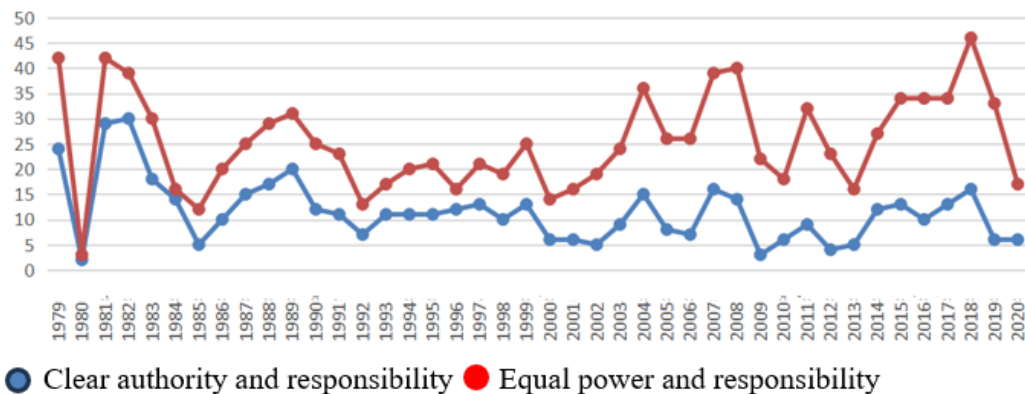


Figure 5: Change of attention of responsible government

The key words were extracted and analyzed from the two dimensions of clarity of authority and responsibility and equivalence of authority and responsibility. As shown in Figure 5, the two are almost "in the same frequency resonance", which indicates that the central government pays clear and comprehensive attention to building a responsible government, and does not favor one side. It attaches importance to gradually clarifying the power and responsibility of public power institutions. The list system of power list, responsibility list and negative list is an important measure to build a responsible government in recent years. "Legal duty must be done", otherwise it is lazy government inaction; Statutory powers and duties are in accordance with

the law, otherwise it is abuse of power. Exceeding, failing to act and abusing power shall bear legal responsibility. The responsibility of equal administrative power should be further clarified. In terms of equal power and responsibility, we will continue to correct administrative acts of inaction and disorder, and resist bad organizational cultures such as bureaucracy and formalism.

Through the measurement of various connotation indicators of attention allocation in the construction of a law-based government, it is found that it basically conforms to the law of attention allocation, that is, attention allocation in a complex system follows a "random-process"

The frequency distribution curve does not follow a normal distribution, but rather a leptokurtic distribution. Data are integrated and the five connotations of the government by law are compared horizontally. As shown in Figure 6, the distribution of attention among the indicators of the government by law is basically balanced. Limited government (25%), standardized government (23%) and rule of law principle (22%) have received more attention, while the construction of law-abiding government (12%) and responsible government (18%) started late. Although the proportion is relatively small, from the perspective of development, the investment of attention is still on the rise.

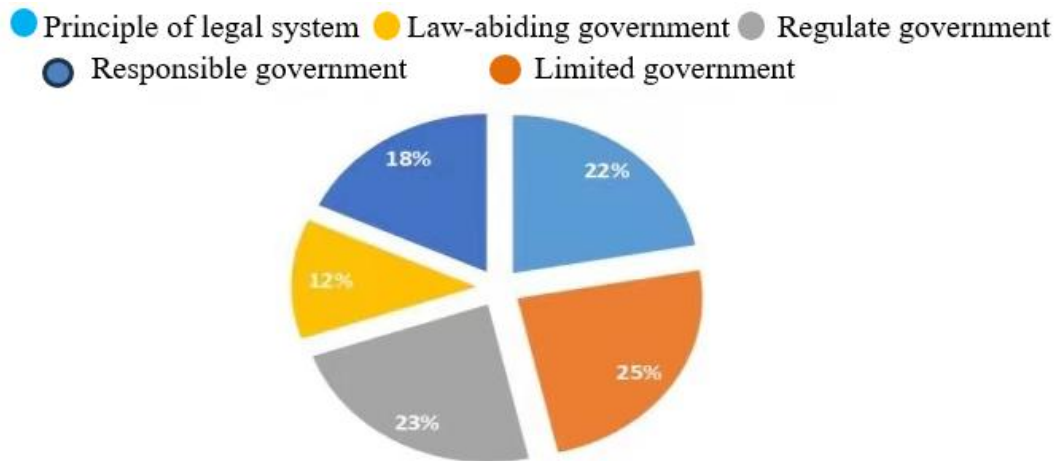


Figure 6: The proportion of attention distribution in the rule of law government

4 The logic of the attention distribution of the rule of law government

According to the existing research, attention allocation is determined by institution, preference and information at the same time, and the interaction among the three affects attention allocation. Specifically in the context of China, it can be analyzed from three aspects: the government system (institutional factors), the nature of the ruling party (preferences) and the social environment (information).

4.1 Goal-oriented restructuring of government functions

In turn, the process of modernization of the national governance system reflects not only the process of social modernization to a large extent, but also the process of democracy and rule of law in China to a large extent. According to the goal orientation, in order to remove obstacles, the primary task of building a law-based government is to restructure its functions. Under the framework of the Constitution and laws, the government should rationally allocate organizational attention resources, scientifically plan the intensity and direction of attention ,

optimize government functions from the aspects of streamlining administration and delegating power, administrative efficiency and responsibility system, and clarify government responsibilities.

4.2 Respect the law of development and fulfill the promises of governance

According to historical materialism, in the face of complex problems, seeking truth from facts is an important governing philosophy of the Communist Party of China. Only by seeking truth from facts to understand and face up to the essential attributes of things and grasp the law of the development of things, can we explore feasible solutions to development problems and realize the modernization of national governance capacity and governance system. Governing for the people and realizing their aspirations for a better life is its commitment to governance.

In the governance of a super-large country, breaking away from the rule of law will bring disorder and decline. The Communist Party of China pays attention to and reflects the interests of the people in its governing practice. Since the reform and opening up, the Communist Party of China has taken "emancipating the mind and seeking truth from facts" as its guiding ideology, respects the objective laws of historical development, and always pays attention to maintaining its own advanced nature. Through the renewal of the governing concept, adjustment of organizational structure, strict party conduct and discipline, improve the power supervision mechanism and other ways to fully tap the governing resources, improve the governing ability, in order to fulfill the governing commitments.

4.3 Combine long-range goals with close-range goals to respond to the needs of social reality

The practice of the Chinese government has shown that the relationship between politics, law and administration should be considered as a whole in realizing governance modernization. Underdeveloped countries lacking the basis of rule of law may find it difficult to promote rule of law through reform and fall into the dilemma of political polarization, populism and governance decay. In the long run, the long-term goal of Chinese government construction is to build a moderately prosperous society in an all-round way. Start a new journey to comprehensively build a modern socialist country, and combined with the actual situation, the short-term goal of our government construction is to enhance the people's sense of access, participation, and optimize the social environment. Today, China is facing a more complex and changeable domestic and foreign environment, which puts higher requirements on the country and the government. With the popularization of smart devices and the empowerment of technological revolution, the public pays huge attention to focal social events and government behaviors in a short period of time. Moreover, the distribution of social attention presents "tracking effect" and "cumulative iterative effect", the public will continue to pay attention to focal events, and when similar events occur, the superimposed effect will be generated to build a government under the rule of law. Bringing government actions under the rule of law and providing the people with a law-based, compliant, responsible, transparent and open government is a response to the actual needs of the people.

5 Conclusion and discussion

In the current practice of the construction of the rule of law government, we should continue to strengthen the construction of the responsible government. At present, the phenomenon of "attention intensification" appears in some local governments. In the context of China's bureaucratic organization, changing the intensity of task situation by adjusting the enproxy, task

mode, supervision mechanism and incentive mechanism can affect the distribution results of local governments' attention. Although this change of attention distribution will produce better results in the short term, the improper use of this tool will not only lead to the path dependence of the government on the governance model, weaken the responsibility attribute of the government, but also lead to the deviation from the governance goal.

According to the discontinuous equilibrium theory in attention distribution, the government's attention distribution alternates between long-term stagnation and drastic imbalance. If social attention and participation are absent, information sources are single, and new focus events are blocked from entering policy issues, the government will pay attention to known issues for a longer period of time. Thus, the best time to identify and adjust the problem is missed.

Scientific allocation of attention and attention resources, in the hierarchical government, there are often "a thousand threads above and a needle below", and the same department coordinates multiple agendas at the same time, the first negative impact of this "multi-functional" is the generalization of attention, attention means selective [19], and the generalization of attention leads to the loss of focus of organizational attention. In addition to occupying public resources and the energy of public officials, it does not significantly promote the overall governance effect. However, under the premise of limited rationality, politicians often rely on third-party monitoring to expand information supply. This strategy often fails, and with excessive information supply comes high information processing costs and information confusion. The allocation of government attention should be based on the principle of proper focus, balance and attention to reality.

Author's Profile

Bin Yang, born in 1989 in Zhengzhou, Henan Province, China, She obtained a postgraduate degree from East China University of Political Science and Law in 2015. She is currently a doctoral candidate at the School of Government Management, East China University of Political Science and Law, Her main research direction is local government governance.

Yani Wang was born in Jingdezhen, Jiangxi, China, in 1996. She earned a Master's degree from Jiangxi University of Finance and Economics and currently works at the College of Finance, Economics and Law, Jingdezhen Vocational University of Art. Her primary research focuses on Public Administration and Social Work.

Yuzhen Liu was born in Fuzhou, Jiangxi, China, in 1996. She obtained a Master's degree from Liverpool University in the UK. She currently working at the School of Economics and Law, Jingdezhen Vocational University of Art. Her main research direction is Human Resource Management and Organizational Behavior.

References

- [1] Derryberry D, Reed M A. Anxiety-related attentional biases and their regulation by attentional control[J]. JOURNAL OF ABNORMAL PSYCHOLOGY, 2002,111(2):225-236
- [2] Farmer J L. Connecting Theory With Practice: The Institutional Evolvement of US Counties Functioning as Regional Service Providers[J]. AMERICAN REVIEW OF PUBLIC ADMINISTRATION, 2018,48(8):808-821.

- [3] Fox E, Russo R, Bowles R, et al. Do threatening stimuli draw or hold visual attention in subclinical anxiety?[J]. JOURNAL OF EXPERIMENTAL PSYCHOLOGY-GENERAL, 2001,130(4):681-700.
- [4] Gavetti G, Levinthal D. Looking forward and looking backward: Cognitive and experiential search[J]. ADMINISTRATIVE SCIENCE QUARTERLY, 2000,45(1):113-137.
- [5] Funashima Y, Hiraga K. Wagner's law, fiscal discipline, and intergovernmental transfer: empirical evidence at the US and German state levels[J]. INTERNATIONAL TAX AND PUBLIC FINANCE, 2017,24(4):652-677.
- [6] KOWLER E, ANDERSON E, DOSHER B, et al. THE ROLE OF ATTENTION IN THE PROGRAMMING OF SACCADES[J]. VISION RESEARCH, 1995,35(13):1897-1916.
- [7] Sapsford R, Tsourapas G, Abbott P, et al. Corruption, Trust, Inclusion and Cohesion in North Africa and the Middle East[J]. APPLIED RESEARCH IN QUALITY OF LIFE, 2019,14(1):1-21.
- [8] Sassi S, Ben Ali M S. Corruption in Africa: What role does ICT diffusion play[J]. TELECOMMUNICATIONS POLICY, 2017,41(7-8):662-669.
- [9] Wirth W, Hartmann T, Boecking S, et al. A process model of the formation of spatial presence experiences[J]. MEDIA PSYCHOLOGY, 2007,9(3):493-525.
- [10] Bortolotti B, Faccio M. Government Control of Privatized Firms[J]. REVIEW OF FINANCIAL STUDIES, 2009,22(8):2907-2939.
- [11] Brewer M B, Chen Y R. Where (who) are collectives in collectivism? Toward conceptual clarification of individualism and collectivism[J]. PSYCHOLOGICAL REVIEW, 2007,114(1):133-151.
- [12] Agovino M, Garofalo A, Mariani A. Institutional quality effects on separate waste collection: some evidence from Italian provinces[J]. JOURNAL OF ENVIRONMENTAL PLANNING AND MANAGEMENT, 2018,61(9):1487-1510.
- [13] Coull J T, Nobre A C. Where and when to pay attention: The neural systems for directing attention to spatial locations and to time intervals as revealed by both PET and fMRI[J]. JOURNAL OF NEUROSCIENCE, 1998,18(18):7426-7435.
- [14] Herbert A. Simon. "Administrative Behavior." Beijing: Machinery Industry Press, 2013.
- [15] Ocasio W. "Towards an Attention-Based View of the Firm." Strategic Management Journal, 1997, 18(1), pp. 187-206.
- [16] John W. Kingdon. "Agendas, Alternatives, and Public Policies." Beijing: Renmin University of China Press, 2014.
- [17] Jones B. D., Baumgartner F. R. "A Model of Choice for Public Policy." Journal of Public Administration Research and Theory: J-PART, Vol. 15, No. 3, 2005.

- [18] Lipnowski E., Mathevet L., Wei D. "Attention Management." *American Economic Review: Insights*, Vol. 2, No. 1, 2020.
- [19] Bryan D. Jones, *Decision Making in Rethinking Democracy: Attention, Choice, and Public Policy*, Beijing: Peking University Press, 2010.