Grassroots Perspective to Reflect on the Plight and Division of the Anti-corruption System Construction

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Abstract
The most important knowledge and information of the governance and decision-making work of anti-corruption are from the grassroots, and the grassroots practice is not only the basis of formulating regulations and policies, but also is the starting point and ending point of constructing anti-corruption system. Therefore, this paper proposes the corresponding countermeasures from the grass-roots, in order to improve the insufficiency of anti-corruption system. Firstly, the anti-corruption procedures should be started by the losers of interests; Secondly, safeguarding the interests should be carried out as far as possible between the equality bodies. Thirdly, the anti-corruption work need to be carried out by multi-level and multiple bodies, in particular, to encourage non-governmental organization and commercial organizations, to nurture civic endorsement. Fourthly, adjust the position of public administration, emphasize the government's participation in the focus of anti-corruption work is also of importance. The government should mainly regulate itself and ensure an orderly system of pluralistic governance. Fifthly, approve the common people’s destructive creation, and alter the driving force of social transformation from “promote by elite” to “action of common people”.

China, undergoing a stage of pluralism, and no schoolbook could instruct us to cope with everything that happened in this rapid changing country by an easy manner. In today’s globalised world, where resources and information move freely in an increasingly borderless landscape, corruption does not stop at national boundaries (Transparency International 2010). Corrupt has already become a world wide disease, and China included, this country has the aspect of development and progress, and also has the aspect of corrupt. The reality proves, there are difference between central government and local government when treating appeal from common people, and sometimes even apparently different (DU Ping 2003). In struggle against corruption, we should pay more attention to grassroots. Because the most important knowledge and information of the governance and decision-making work of anti-corruption are from the grassroots, and the grassroots practice is not only the basis of formulating regulations and policies, but also is the starting point and ending point of constructing anti-corruption system.

The pursuit of equality and justice is a public problem, which is closely related to the daily life of common people. The anti-corruption is a systematic work, which needs full participation of all sections of society. The scientific construction of the system, rational division of work, and the formation of public knowledge is the indispensable foundation to the work of anti-corruption.

The individual, commercial organization, non-governmental organization (NGO) and organ of public power, play different roles, as organizers, participants, beneficiaries, and so on, but they can not be simply classified to single roles. Nowadays in China, it seems that various sections of society remain ambiguous to what its role is in anti-corruption system, and can not fulfill the responsibility
effectively in building up a clean society.

**Fundamental problems**

A series of problems and social phenomena (LIN Shangli 2010; GU Yu 2010) bring about the defective of anti-corruption system, and they also cause the distrust to the state machinery, besides the presentation of “relationship society”, the morbidity of the law system, the pluralistic standard of social value in transformation period and so on, the most important fundamental problems are: the absence of common belief, the ambiguity power boundary of organ of public power, the shackles of traditional Chinese culture and the collectivized conflict of interest.

1. The absence of common belief

Belief is a spiritual tie, it can unite all the people of a country. Belief is the psychological state in which an individual holds a proposition or premise to be true (Schwitzgebel 2006). From a certain point of view that in real life the belief is the viewpoints about the great issues of common people. The incarnation of these viewpoints is the “Constitution of the People's Republic of China”, though in the process of advancing rule of law the achievements are predominant (GAO Minquan and WAN Yi 2010), the problems are still complex. Even in the Criminal Law of the People's Republic of China (The 11th NPC 2011), there is no unconstitutional crime. Is there no act of unconstitutional, or no punishment to the act of unconstitutional?

The Cultural Revolution lead to the chaotic decade in mainland China, and many common beliefs disappear gradually among the common people (SHI Huiling and JING Xuemin 2010). The succeeding 30 years of reform and opening up in China, bringing up a rapid economic development, can not fulfill the mission, to rebuild the common beliefs for the whole country (XU Jun and LIU Kui 2009). The philosophy of market economy, affected the social relations, and even, to some extent, dominated it. Nowadays, it seems very hard to find out a viewpoint agreed by the majority, and the minority who do not agree with the viewpoint, will not oppose it fiercely. The common beliefs of the society is in a process of great change, especially the attitude to corruption, from severe hand to punish the official of corruption in the early days of New China; to put up with the light corruption in the middle of 30 years of reform and opening up; “If only it can benefit the society, the corruption is tolerate” in the new century. When the officials of corruption make use of the illicit money in a right purpose, the public opinion divided. This emphasized the change of viewpoint about the clean society. There is a trend of ethical legalization in modern society, and the change of the public opinion will embodied in juridical practice.

2. The ambiguity power boundary of organs of public power

The system of government is different to other countries, we can simply name the organs that manage or have great influence on public interest, the organ of public power, including the party in power the Communist Party of China (CPC), participatory parties, the National People's Congress (NPC), Chinese People's Political Consultative Conference (CPPCC) and government. In China, anti-corruption is the behavior of political party, not the behavior of government (LIN Shangli 2010).

In 1980s, the market economy expends its influence in economic base, and the structure and function of the organ of public power changed too. With the development of the country the strength of government increased rapidly, especially as the financial tsunami affected the real economy, the government became influenced the social and economic activities more strongly.

In many situations, the function of the organ of public power is changed, the organ of public power take part in the competition of market economy as companies. The company-like trend, caused
some organs of public power analyze the issues mainly around the economic interest. Such as the land acquisition and resettlement of local government, it has significant Chinese characteristics, and it has the most acute contradictions of grass-roots. In order to speed up the constructions of projects, and driven by multiple interests, the local government almost deem the house owner as the opponent in the environment of market economy. In many cases, introducing new project will benefit the local economic, and the common people will benefit from it too, the disadvantages are increasing. We can see a spot about the ambiguity power boundary of organ of public power. For example, the report to the 13th CPC National Congress have been calling for separating the functions of the Party and the government, and put forward the idea that the leadership of the Party is the leadership of political ( XIN Jiaqiang 1993).But in fact the demand is not totally put into practice ( LIU Pengbo 2007 ). Sometimes the relationship of multi-organ of public power is not clearly identified, and the power boundary of two organs of public power, often defined by game, and this kind of game is without the participation of the masses.

3. The shackles of traditional Chinese culture

China is the unique country that ancient civilization is not a thing of the past, traditional culture deeply affected daily life of the people and the operation of organ of public power. Conventional wisdom brings us benefits and in many ways causes problems.

Such as, the theory of “to govern the country with elite administration” and “take the government officials as teachers” will have an adverse impact to anti-corruption. The social stratum has been divided into “literati and officialdom, peasant, worker and businessman” in ancient China, and the stratum of “literati and officialdom” is the elite of the society, and the other stratum will follow them. From the government of ancient China, to the modern government, officials of government can not simply be classified to social elite, and alter the driving force of social transformation from “promote by elite” to “action of common people”. But the public still take the government officials as teachers and consider them to be the good example of the whole society, the problems caused by such kind of concept can not be ignored. For example, a government official will be condemned by social opinion for his immoral conduct, but actually there is no basis of laws or regulations to punish him. So this kind of situation caused a series of problems to the government. To submit to the will of the people, by the way of repugnant to common sense or even unlawful practice, to punish the government official for his immoral conduct; or otherwise try hard to change the will of the people or even suppress it. In another situation, the corruption of individual not only attracted great attention of society, but also destroyed the moral basis of society, because they are the moral models of society, and the people take the government officials as teachers. Some part of the traditional culture is a burden to government officials in this social environment, and it is easy to make adverse effects to value system of society.

4. The collectivized conflict of interest

In recent years conflict of interest ( COI ) has attracted vast attention in Chinese mainland ( ZHANG Ling 2011 ). And in practice, the work about COI is mainly focused on the conflict between personal interest and public interest. The conflict of interest between individual and the public, we can consider it is mostly by chance and have individual characteristics; but the conflict between organization and the public, is inevitability, and often it can blame the problem on the system or the organs of public power. Compared with the whole population behind the public interest, any organization is absolutely the minority, the interest group damage the national interest and public interest with monopoly especially in recent years, only can come down to the cause of the corruption of system. The interest groups take advantages of monopoly, with the law of the jungle, they run after the
interest without any restrict. The investigation and treatment of the corruption of a group is much harder than individual; and the public opinion will not simply blame the unlawful practice of some individuals. The process of the interest groups achieve its own economic interests is, as it were, a way “to exchange money with legitimacy of the political party in power”. It was gratifying to know that the central organs of the CPC and the general public began to be aware of the seriousness of the issue, and took certain measures to prevent the collectivized conflict of interest ( YAN Xinwen and SHEN Lianxuan 2011 ).

**Ideal operation mode by grassroots angle of view**

No matter at the central level or at the grass-roots level, the work of anti-corruption is a complex systemic project, and it can only be improved by the way of collective creation, with the effort of several generations. We can not put forward a solution to anti-corruption, but we hope to discuss the operation mode for improving. The corruption is the phenomenon that the behavioral agent’s abuse its authority, the force of anti-corruption must come from notion to protect the interest, and the interest can be the material wealth, the sensation of happiness and morality.

Firstly, the anti-corruption procedures should be started by the losers of interests. The social environment is the foundation for the work of anti-corruption. Most of the time, the clue from accident or investigate and deal of related cases start the anti-corruption procedures, and pushing the work forward. Usually, the corruption is directed to public goods, but to a specific man the interest is negligible, and the public should have the consciousness to stand against the infringement. In addition, the organization of anti-corruption should respect the information from the person whose interest was damaged, and even their behavior is not out of a simple purpose.

Secondly, safeguarding the interests should be carried out as far as possible between the equality bodies. The components of modern society, whatever between individuals, individual and organization, organization and organization, may have the conflict of interests, sometimes even came to a zero-sum game. Once the two sides were badly mismatched, the game will come to make the strong side have the profit or gain beyond what is expected or due, and it is a heavy blow to the other side, the vulnerable individual of organization. It is must to promote the process of forming a polycentric governance pattern, support the development of semi official organization or NGOs, such as trade unions, associations and so on. And in order to form a game, that the individuals, NGOs, commercial organizations, government and its specialized organization of anti-corruption, all sections should be involved in the game. And to nurture civic endorsement, avoid the individuals to be a player in that game. By this way, we can strengthen the effect of anti-corruption, and meanwhile it will reduce the comprehensive costs of anti-corruption of individuals who take part in it.

Thirdly, the anti-corruption work need to be carried out by multi-level and multiple bodies, in particular, to encourage non-governmental organization and commercial organizations, to nurture civic endorsement. To form a continuously and successful governance, we can not do the work in a single level or focused in one point. Such as, to strengthen the work of anti-corruption does not necessarily means to go with severe punishment. The reform of system, and education, supervision should be carried out to strengthen and enrich the function of individuals, NGOs, commercial organizations, government.

Fourthly, adjust the position of public administration, emphasize the government's participation in the focus of anti-corruption work is also of importance. The government should mainly regulate itself and ensure an orderly system of pluralistic governance. The origin of corruption is the abuse of public
power. However, without the checks and balances, the public can not count on the moral sense of officials to accomplish the evolution of organ of public power. In short, morality can not take the responsibility of systems and laws. And on the other side, the organ of public power transform the adverse opinions to driving power not resistance power.

Fifthly, approve the common people’s destructive creation, and alter the driving force of social transformation from “promote by elite” to “action of common people”. Nowadays, the government is the most powerful organization of society, and the error of government will easily cause big problems. The misconduct of organ of public power often caused the most serious damage to the common sense and generally acknowledged truth. To avoid this kind of bad situation, the organ of public power should hold a proper attitude, to respond to the voice of the people with goodwill, to oversight the trivial violation of the people with good intentions, to tolerant the destructive creation of the people with wisdom. And believe that the public understand what they are need most, believe that the public understand the problems of themselves most, believe truth among the people, and let the public organized by different organizations to define the boundary of the organs of public power.

The social division of anti-corruption work
In the anti-corruption work, existing regulation and measures are too much dependent on the internal effort to anti-corruption, and in many times social effort to anti-corruption did not paid enough attention to. Robert Dahl suggested that the participation and opposition are important criterion of democracy (Dahl 1971). Also, the participation and opposition of all sections in the society, is the necessary condition of improving the work of anti-corruption. From a point of view, all social forces should take part in anti-corruption, whatever the object are, the individuals, NGOs, commercial organizations or government. Whatever the intention is, maintenance of justice, the respect of generally acknowledged truth, or go after the legal interest; and whatever the method is, appeal by letter and visit, supervision by public opinion, or the judicial channel, all should be given affirmation and support. From the point of view of opposition, only to form the polycentric governance will avoid the situation of objective monopoly, and will prevent the social anti-corruption system out of order, as any single part is too powerful. The Chinese mainland's organs of public power possessed and consumed excessive social resources, and it not only dominated the political life but also the economic life of society.

From the view point of present state of affairs, we analyze and describe the responsibility and power of individual, commercial organization, non-governmental organization and organ of public power:

1. The individual
   In the system of anti-corruption, any single person is absolutely the weak one, no matter he is one of the general public or one of the authority. In the struggle against corruption, the general publics only have to bear a moral obligation. But the right is concrete: the general publics have the right to accrue lawful benefit; to supervise the use procedure of public power; he has the right to defend and counterattack as the corruption harm the interest of himself, others or society, and he can let a organization act as his agent, and he can get support and compensation from organ of public power; Meanwhile he has the right to give up his right to defend or counterattack for self-protection and so on, and without any reason.

2. The commercial organization
There are many different types of commercial organizations, there are state-owned enterprises with monopoly, there are general commercial companies, and there are a great number of micro-enterprises. As they are participants in market competition, and chase profits is one of they are business targets, so the responsibility and right of commercial organization have something in common. The responsibility is: pursue the good social value while chasing profits; respect the law; to be a good enterprise citizen, take methods that approved by public morals to take part in market competition; do not intend to practice bribery, without pressure. The right is: acquire legal interest; to supervise the use procedure of public power; as it is treated in the way of injustice in the market competition, the commercial organization has the right to institute a charge or an accusation as the corruption harm the interest of himself, others or society; being not liable, if there are evidence to prove that the commercial organization take the initiative to bribe.

3. The non-governmental organization

NGO is normally used to refer to organizations that do not form part of the government and are not conventional for-profit business (Wikipedia 2011). As a legally constituted organization, the NGOs in Chinese Mainland is the same as “civil society organizations”, he can not serve the function of pressure group, but he need to bear the responsibility to delimit the power boundary of organs for power with The commercial organizations. The responsibility is: pursue the good social value while realizing its self-valuation; respect the law; take methods that are approved by public morals to take part in market competition; do not intend to practice bribery, without pressure. The right is: acquire legal interest; to supervise the use procedure of public power; as it is treated in the way of injustice, the NGO has the right to institute a charge or an accusation as the corruption harm the interest of himself, others or society; being not liable, if there are evidence to prove that the commercial organization take the initiative to bribe.

4. The organ of public power (and its specialized organization of anti-corruption)

Compare with individuals the organ of public power in the other polarity of anti-corruption system, it possessed public power, it administered social affairs for the people, and it has great influence on individuals, NGOs, commercial organizations. So in the anti-corruption system, the organ of public power takes entire responsibility without any right. The responsibilities are: internal: to fulfill the inner management, in accordance with the law; strengthen the legal education of government employees; to establish a organizational culture of “clean, diligent, pragmatic and efficient”.

External: making the information available promotes government accountability and trust in the government by the public; advance the social culture of honest and clean; define the boundary of public power, according to law; enforce the law; Encourage, support the individuals, NGOs, commercial organizations, to anti-corruption.

Among the 4 aspects above, the individual, NGO, commercial organization, can not possess public power as its nature, and the organ of public power (and its specialized organization of anti-corruption) possess public power by birth. So in the process of constructing the system of anti-corruption, the organ of public power (and its specialized organization of anti-corruption) is at a disadvantage in the game, and it is possible to form an equilibrium, and form an effective supervision of operation of public power. Only to define the responsibility and right, can all parties to form the common knowledge of anti-corruption system.

Conclusions
The corruption is a parasite of modern society, in current environment of China, which will be more harmful to the country and society. The absence of common belief, the ambiguity power boundary of organs of public power, the shackles of traditional culture and the collectivized conflict of interest, and its synthetic effects can explain the source of corruption to a certain degree. And to define the responsibility and right of all parties in the system of anti-corruption, in order to form the common knowledge and vision to spur all parties take actions that approved by the all, for the long term interest.

REFERENCES

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