

A Research on Chinese Political Consultation

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Abstract: Based on the investigation and empirical analysis of the meeting process, the hot topic, the functional department's degree of integration, and the degree of policy conversion of the 76th Bi-weekly Consultation Symposium of the 12th CPPCC, top-down, ontology, and bottom-up constitute the three sources of symposium topics, the hot topic and hot analysis of the speech indicate that market supervision, technological innovation, and industrial structure optimization constitute the focus of consultation. Bi-weekly negotiations integrate the decision-making process with the negotiation process and translate it into public policy through an instructive path and a departmental adoption path.

Keywords: negotiation; hot topic; departmental integration; policy transformation

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I. RESEARCH BACKGROUND AND RESEARCH METHODS

The bi-weekly consultation symposium is rooted in the long-standing consultative culture of China. It originated from the "two-week symposium" implemented in the early days of the founding of the People's Republic of China and was continuously improved in the construction of socialist political civilization. It is an important form of deliberative democracy with Chinese characteristics. What kind of situation is the current practice of the bi-weekly consultation symposium? What kind of internal logic is reflected? How to further optimize the current regulatory policy in the context of the information age? Form the core issue of the discussion.

The process of the research method is mainly embodied in three steps. The first step: information and data collection. Based on the research of general office of the CPPCC national committee and the information release of the website, the first-hand information such as the conference texts, documents and data within the CPPCC system in the space-time scope of 2013-2017 was collected, and these materials were structured to form a standardized small database. , thus forming the cornerstone of evidence. This is also in line with the full sample analysis approach advocated by the era of big data, that is, "sample = total",^① to ensure the reliability and validity of the data and the reliability of the conclusion to the utmost. The second step: the quantitative analysis of the meeting text information. Document quantitative analysis introduces bibliometrics, network analysis, and content analysis methods into public policy analysis to reveal policy hotspot changes, policy tool selection and combination, and policy networks.^② The research is based on the quantitative processing of conference texts, and uses software to analyze the conference structure, conference process, topic heat, functional department integration, and policy transformation degree of the bi-weekly consultation symposium. The third step: theoretical analysis. On the basis of the empirical analysis of the conference text, from the metaphysical practice analysis to the theoretical analysis, it presents the hotspot of negotiation and reveals the inherent evolution logic of the bi-weekly Consultation Symposium.

II. bi-weekly CONSULTATION SYMPOSIUM: MEETING PROCESS

Voting democracy and Deliberative Democracy are two basic forms of democracy in the contemporary world. Deliberative democracy is the unique advantage of socialist democratic politics with Chinese characteristics, which is conducive to improving the orderly political participation of the people, helping to close the flesh-and-blood ties between the party and the people and promoting the scientific and democratic decision-making. In informationized China, the diversified stratum continues to generate diversified and complex interests. These interests appeal to each other, negotiate, adjust, transform, and optimize in the field of deliberative democracy, and ultimately export the inclusive overall will of the people. Conference consultation is the main form of performance of the CPPCC National Committee. The types of meetings mainly include the Plenary Session, the Standing Committee, the Symposium, and the bi-weekly Consultation

Symposium. The bi-weekly consultation symposium is in a prominent position in the structure of the National Committee of the Chinese People's Political Consultative Conference. It is usually held once every two weeks. About 75% of the CPPCC National Committee members will participate in the bi-weekly consultation symposium during their term of office. The bi-weekly consultation symposium is increasingly institutionalized, standardized, and procedurally. The main processes are: agenda setting—investigation and research—convene symposium—conversion of conference results.

Agenda setting. There are three main paths for agenda setting. The first path is set for top-down issues. The CPPCC is an important part of the national governance system. According to the national strategic deployment, the annual negotiation issues are planned according to procedures, and submitted to the CPC Central Committee for approval after discussion at the CPPCC chairman's office meeting. The second path is an ontological issue setting, which is proposed by the CPPCC system. First, hot topics are proposed by the democratic parties and people's organizations. Second, hot topics are proposed by the CPPCC members to the public from all walks of life. The third path is set for bottom-up issues. Based on the difficult hotspots of regional economic and social practice, the local CPPCC put forward the issue of strong and urgent demand of the masses, and the general office of the national committee of the CPPCC, after summarizing and screening, selected some topics as the subject of consultation.

Investigation and research. Investigation and research are the cornerstones of democratic scientific negotiations, which directly affect the scientificity, effectiveness and influence of the consultation opinions. The special committees of the CPPCC undertake, organize research and collect data, obtain first-hand information, dig into problems through data analysis, and form scientific and effective proposals through scientific argumentation. For example, on April 7, 2016, the bi-weekly consultation symposium with the theme of "construction project quality problems and countermeasures" went to Shanghai, chongqing and shaanxi to conduct research on "construction project quality problems and countermeasures", extensively listened to the opinions of all parties, and collected primary information. During the 12th CPPCC, 1,635 members and 28,500 people participated in various inspections, research and consultations activities.

Hold a symposium. The National Committee of the Chinese People's Political Consultative Conference is the host unit of the conference, the office of the CPPCC or the special committee is the organizer, and sometimes the democratic parties are invited to jointly organize the conference. The chairman of the National Committee of the Chinese People's Political Consultative Conference presides over the meeting. First, a person in charge of the department briefed the meeting. Then, five members including CPPCC members and experts and scholars are invited to make an appointment. Other participants are free to speak; Heads of government departments hold two-way consultations with participants on issues. Finally, the chairman of the meeting make a concluding speech.

Transformation of results. There are three main forms of achievement transformation: one is the decision-making reference. The Office of the National Committee of the Chinese People's Political Consultative Conference sort out the opinions and suggestions, and submit them to the central leadership and relevant departments in the form of the CPPCC information special report for decision-making reference. Second, the government's functional departments adopt opinions. The heads of government functions attend the meeting to listen to opinions and suggestions, and through screening and studying, the beneficial opinions are incorporated into the policy agenda and translate into public policies. The third is news reporting. Through the news broadcast, People's Daily, and the authoritative media of Xinhua News Agency, the influence of the bi-weekly Consultation Symposium is promoted and strengthened.

III. NEGOTIATION TOPIC ANALYSIS

The analysis of the bi-weekly consultation symposium follows the analysis order from the table of entry, from the negotiation process to the negotiation topic analysis, and the negotiation theme can be observed and analyzed in three dimensions: macro, meso and micro levels.

1. Macroscopic Observation: The Five-in-one Negotiation Structure

From a macro perspective, the CPPCC, as an integral part of the national governance system, carries out consultation and discussion under the strategic guidance of the five-in-one concept of development. The bi-weekly consultation symposium covers all areas of the five-in-one development concept during the period 2014-2017 (as shown in Figure 1). In the five-in-one discussion structure, the frequency of social construction has reached 19 times and the frequency of economic construction has reached 24 times, which reflects the changes of major contradictions and hot spots in contemporary Chinese society from one side. As the major social contradiction turns into the contradiction between the people's growing need for a better life and unbalanced and inadequate development, the focus of national governance and the focus of CPPCC consultation gradually turns from simple economic development to the two-wheel drive of economic and social construction. With the change of major social contradictions, social management, medical care, old-age care and

education are directly related to the health and happiness of the people. Therefore, the field of social construction has also become a key topic of the bi-week symposium, which promotes more balanced and full development through democratic consultation. “Public discussions, rather than following a more mechanical voting process, may encourage public reasons and recommendations that will help promote the public interest.”^③

In the five-in-one consultation structure, the number of special sessions in the field of ecological construction has reached 11 times and became a field of consultation for significant growth. This reflects the concept of green development in the new era from a deeper level. Man and nature are the community of destiny of harmony between man and nature. Nature is the material carrier of human life, production and development. The Chinese Confucianism integrates the three factors of heaven, earth and people into an organic system, emphasizing the complementarity between man and nature. In the new era, green GDP has become the core indicator for measuring the quality of economic development, lucid waters and lush mountains are invaluable assets, intensive, intelligent, green and low-carbon development has become the focus of development and negotiation.

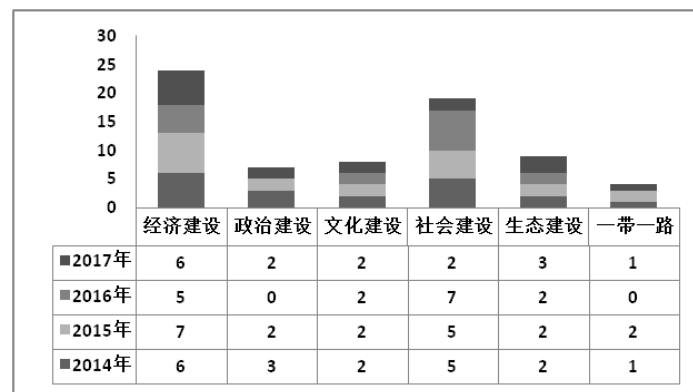


Fig.1 Five-in-one negotiation structure

2. Meso level: heat analysis of negotiation topics

American scholar David Easton believes that "the political system is the authoritative distribution of valuable things for society."^④ If the modern political system wants to realize the authoritative distribution of fairness and justice, it must pass a democratic, two-way, multi-level negotiation process, which is the process of expression, negotiation and integration of the people's will. Due to the relative scarcity of negotiation resources, there is a high comprehensive cost of negotiation. The negotiation resource allocation does not follow the principle of average distribution in the practice of bi-weekly consultation symposium, but presents the differential distribution and differential configuration according to the importance and urgency of the issue.

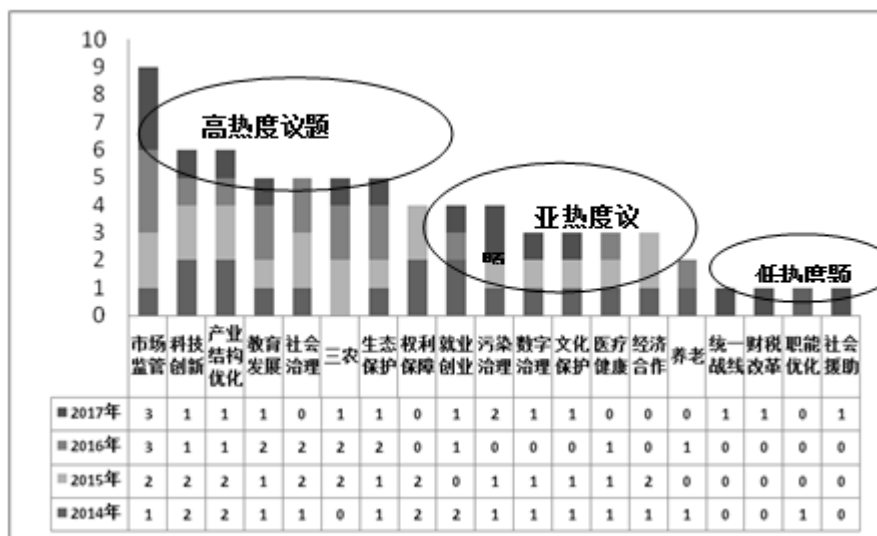


Fig.2 Heat issues

The bi-weekly Consultation Symposium has discussed a total of 19 consultation topics in 2014-2017. According to the hot topic, the 19 consultation topics can be divided into three types: high-heat issues, sub-heat issues, and low-heat issues (as shown in Figure 2). Hot topics has dominated the bi-weekly consultation, including market regulation, technological innovation, industrial structure optimization, education development, social governance, agriculture, rural areas and ecological protection issues. This reflects the difficult hotspots of current state governance from one aspect, and also reflects the strong policy needs of the party and the state for these issues. It is urgent to explore the new path of economic construction and social development under the new economic normalization process through the process of democratic consultation. The sub-heat issue has a relatively prominent position in the negotiation field, including rights protection, employment and entrepreneurship, pollution control, digital governance, cultural protection, medical health, economic cooperation, and pension issues. The issue of low heat is relatively weak in the negotiation field, including the united front, fiscal and tax reform, functional optimization, and social assistance.

3. Micro level: speech heat analysis

General Secretary Xi Jinping vividly expounded the connotation and characteristics of the deliberative democracy in the celebration of the 65th anniversary of the Chinese People's Political Consultative Conference: under the Chinese socialist system, there are things to discuss, and everyone's affairs are discussed by the people, and the will and requirements of the whole society are found. The greatest common denominator is the true meaning of people's democracy. We must persist in having more discussions, discuss things more, do more things, discuss more and deeper, and promote the extensive and multi-layered institutionalization of socialist deliberative democracy.^⑤ The Chinese culture is naturally rich in negotiation genes. Since the beginning of the spring and autumn period, it has been advocated to open up a wide range of views in political life, seek common ground while reserving differences, accept both sides and embrace greater tolerance."The development of deliberative democracy in China is reflected in the development of democracy by virtue -- the masses follow the line -- political consultation -- deliberative democracy -- digital deliberative democracy, which forms a modern democratic spirit based on communication and action advocated by habermas as well as the quintessence of Chinese Confucian governance."^⑥

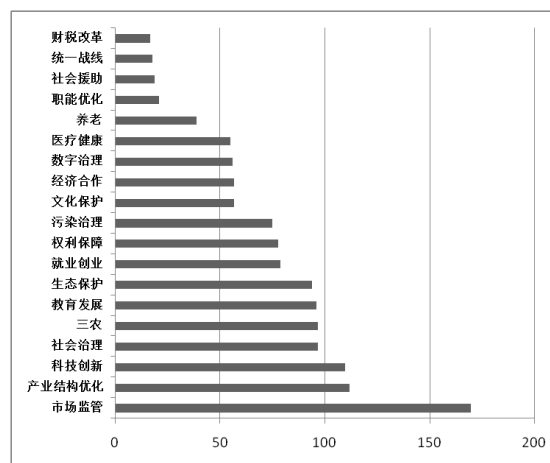


Fig.3 Distribution of Speakers on Various Issues (2014-2017)

The heat of the discussion can be observed by the number of speakers. Among them, market regulation (170 speakers), industrial structure optimization (112 speakers), and scientific and technological innovation (110 speakers) are directly related to current hot and difficult issues in national governance. Therefore, they have become hot topics for consultation and discussion. The bi-weekly consultation symposium optimizes the consultation atmosphere through the detailed design of the meeting. The venue does not arrange the seating according to the administrative level, and the participants sit around the oval table to negotiate, communicate and discuss on an equal footing. The deliberators, based on the needs of the communities they represent, express their views freely, rationally and orderly, and communicate and blend in a harmonious but different negotiation environment. Social interest appeal conflicts in diversity, collides in conflict, and builds consensus in collision. For example, in the bi-weekly consultation symposium on "nuclear power and clean energy" in January 2014, representatives from both sides of the "pro-nuclear" and "anti-nuclear" sides were specially invited. Based on their respective facts, the two sides exchanged ideas and found the greatest common denominator of public opinions through consultation.

IV. NEGOTIATION EFFECT: FUNCTIONAL DEPARTMENT BOUNDARY ENTRY DEGREE AND POLICY TRANSFORMATION DEGREE

The political system is like an organism. "The political system and the environment form an interactive relationship, and the system continues to be realized through continuous input, output, feedback, and re-input processes."^⑥ There is also a process of input-output-feedback in the bi-weekly consultation symposium. Although the CPPCC is only a platform for political participation and discussion, not a power organ and a decision-making body, the important yardstick for measuring the performance of the bi-weekly consultation symposium is the functional department's degree of involvement and policy transformation.

1. Functional department boundary entry analysis

In the political structure of socialism with Chinese characteristics, legislative powers and executive powers are not isolated, but a unity which is combination of legislative and executive powers. Political consultation, democratic supervision, and participation in politics constitute the three basic functions of the National Committee of the Chinese People's Political Consultative Conference. The bi-weekly consultation symposium will absorb the functional departments into the negotiation process, integrate the decision-making process with the negotiation process, and establish a bridge between the CPPCC and the functional departments, so as to integrate legislative powers and executive powers into an organic system. In the bi-weekly symposium has held from 2013 to 2017, the number of government functional departments attending the meeting has a change of 2, 3, 4, 5 and 6, but it is generally stable at 4 functional departments (as shown in figure 4), which are generally attended by the leaders at the level of vice minister. In the consultation field of economic issues, the functional departments are generally: the National Development and Reform Commission, the Ministry of Commerce, the Ministry of Transport, and the Ministry of Land and Resources. In the negotiation field of social issues, the functional departments are generally: the Ministry of Housing and Urban-Rural Development, the Ministry of Finance, the Ministry of Culture, the Ministry of Education, the Ministry of Human Resources and the Ministry of Social Security. The functional departments actively integrate beneficial consultation opinions and suggestions into the economic and social management process.

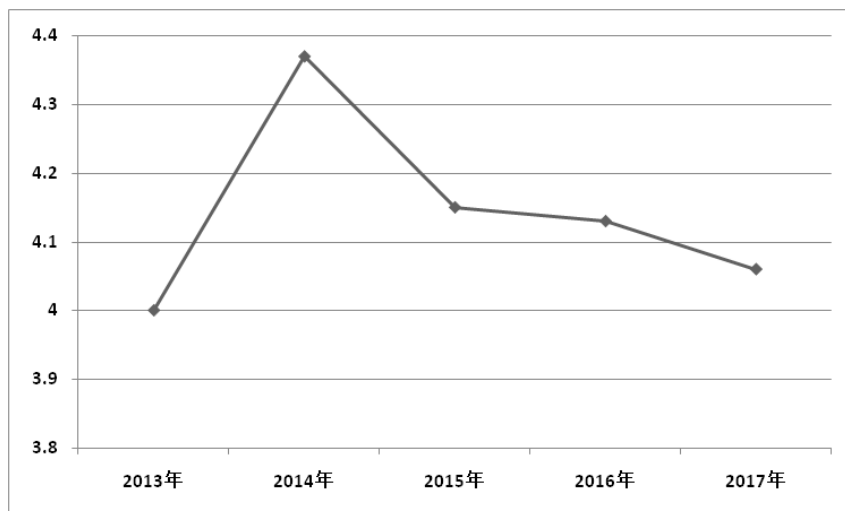


Fig.4 Changes in the number of meetings attended by functional departments (2014-2017)

2. Policy transformation analysis

The CPPCC is a platform for all parties, people of all ethnic groups and groups of people from all walks of life to promote democracy and participate in state affairs. It is an important part of the deliberative democracy system and has a unique voice and influence. The function of the CPPCC consultation is not based on the final say, but on the right and accuracy of speaking. The CPPCC has linked consultations and decision-making. Many opinions and suggestions have been valued and adopted by the party and government departments to promote the scientific, democratic and modernization of government decision-making. Some scientific and effective proposals have been adopted by the State Council or government functional departments and eventually translated into policies. Thus has embodied as a benign process of input-negotiation-output-policy-feedback.

There are two main ways in which the bi-weekly consultation symposium affects public decision-making: the first is the instructional path and the second is the department adoption path. The instructional path is mainly reflected in: meeting negotiation - sorting out opinions to form "information special

report" - presenting to the central leadership - being approved by the leader and transferring to the government department - departmental research - issuing relevant policy documents. This is represented by the second bi-weekly consultation symposium of the CPPCC national committee on "construction industrialization", and the instructions of the central leadership played an important role in promoting policy transformation. The second is the department adoption path. The responsible persons of the department participate in the consultation and actively absorb reasonable opinions and directly promote the formulation of policies. For example, after a two-week symposium on "protection of workers' rights on industrial injury in construction" (November 2014), "the opinions on further improving industrial injury insurance in the construction industry" were issued.

At present, the development of human society is stepping into the era of information civilization from industrial civilization. big data has started a major transformation. Big data is changing the way we live and understand the world and becoming the source of new inventions and services, and more. The change is gaining momentum.... Along with the information wave, the content and form of deliberative democracy have also changed. Internet + deliberative democracy has become a trend, and a series of new concepts have been derived: digital democracy, cyber-democracy, e-democracy. In the context of the information age, the bi-weekly consultation symposium is also facing the innovation and development of the negotiation chain from input, conversion and output, so as to give full play to the consultative function of the CPPCC.

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