Corruption in the Selection and Appointment of Civil Servants in Ethnic Areas and Its Countermeasures

Feng li
School of Public Administration, Sichuan University, Chengdu, 610064, China

Abstract: The selection and appointment of civil servants in ethnic minority areas is an important content and key link in ethnic policy and frontier governance. There are some special regulations on the selection and appointment of civil servants in ethnic minority areas in China, such as the qualifications of academics and candidates. In the process of strengthening the governance of civil servants in ethnic minority areas in China, it was found that the issue of corruption not only seriously affected the construction of the civil service and the credibility of the government, but also caused great damage to the political ecology. Based on this, the article also analyzes the causes of corruption in the selection and appointment of civil servants in ethnic minority areas, and explores ways to improve the selection and appointment mechanism of civil servants.

1. Introduction
Since the 18th National Congress of the Communist Party of China, the Party Central Committee with Comrade Xi Jinping as the core has focused on improving the party and state governance capabilities. Under the background of the rigorous and in-depth development of the party, the "tiger", "flying" and "hunting fox" actions were carried out in depth. Not only a large number of high-ranking officials were punished, but a group of public officials who jeopardized grassroots governance were also punished according to law. Corruption has been effectively curbed. At the same time, the state has continuously strengthened party building, and strengthened its political and ecological pattern of not dare to persecut, not wanting to be corrupt, and not to corrupt by strengthening the ideals and beliefs and strengthening discipline education. It is undeniable that the corruption of public officials still exists to varying degrees, which greatly affects the credibility of the government and the development of civil service construction. This is also the root cause of corruption in many other fields. Facts have proved that corruption in ethnic minority areas is not uncommon, and it presents its own characteristics, and it is even more necessary to strengthen supervision. In short, in the process of improving the national governance system and capabilities, increasing supervision of public officials is a top priority.

Therefore, as the main body of state governance, it is very important to construct a scientific and orderly mechanism that is conducive to talents to stand out from the crowd and reshape the selection and appointment mechanism of Chinese civil servants. The state has introduced regulations to encourage cadre officers to start businesses, and encourages various regions to introduce policies that suit their own conditions in order to fully mobilize the enthusiasm of cadres. But in the end, it still needs a fair and transparent selection mechanism to protect. At present, party committees and organizations at all levels are actively exploring and innovating the selection and appointment of civil servants. In this context, this paper takes the civil servant selection mechanism in ethnic minority areas as the research object, and analyzes the factors that restrict the further development of this institutional
mechanism, with the aim of proposing some useful suggestions.

Chart 1. Comparison of the number of public officials investigated in 2018 and 2019

2. Significance of Selection and Appointment of Civil Servants in Ethnic Minority Areas

In December 1993, the Central Organization Department, the Central United Front Ministry and the National People's Committee jointly formulated and issued the Opinions on Further Training and Selecting Ethnic Minority Cadres. This series of measures are the active exploration and beneficial practice of the Party in the selection and appointment of minority cadres. The selection and appointment of civil servants in minority areas is also a question of how to select and employ people.

China is a multi-ethnic country. Regional national autonomy is a basic national policy and political system in China. Civil servants in ethnic minority areas are closely related to the people. They are important executors of regional ethnic autonomy and national policies. They are also the key to the development of national politics, economy, culture and society. The selection and appointment of civil servants in ethnic minority areas is the important content and key link of national policy and frontier governance. It is particularly important to select, appoint and build a civil servant team with good governing ability in ethnic minority areas.

Through the search in China Knowledge Network, the selection of civil servants and the selection of minority civil servants as keywords, we can find that there are few studies on this aspect. The total number of documents added is no more than 50. In particular, there are more than a dozen studies on the selection of civil servants in ethnic minority areas. Therefore, the research space in this area is still very large and has great research value.

Chart 2. Research on the “Civil Service Selection” and “Selection of Civil Servants in Minority Areas” by China Knowledge Network
3. The Main Causes of Corruption in the Selection and Appointment of Civil Servants in Ethnic Areas

With the further development and continuous reform of the selection and appointment of civil servants in minority areas, traditional political culture, rural regulations and civil conventions in minority areas, conflicts between old and new interest patterns and other factors begin to restrict the sustainable and healthy development of related work.

3.1 Obstacles at the institutional level

Although our country is constantly exploring and reforming to find a better mechanism of cadre selection and appointment, some core contradictions have not been broken through. Cadre selection is mainly based on the appointment system from the top to the bottom. This administrative cultural atmosphere enables decision makers to make decisions based on personal authority and personal experience, which easily leads to the development prospects of subordinates to be determined by the leaders’ likes and dislikes. Ethnic minority areas have no exception, influenced by the narrow, closed, conservative and dependent ideas formed by the traditional small-scale peasant society, the administrative thinking mode of "supremacy" prevails among the administrative personnel in ethnic minority areas. In the current leadership system, the right to select and appoint cadres is highly concentrated in the hands of leading cadres. In order to form a multi-checks and balances, fair and transparent pattern of appointment and supervision, it is prone to corruption such as employing relatives, rent-seeking power, transaction of government official positions, promotion with illness, and rule of man is greater than rule of law.

3.2 Administrative Cultural Obstacles

Administrative culture refers to the sum of the administrative ideology, spirit, moral concepts and psychological customs that social culture plays a long-term role in the field of public administrative activities and in the administrative environment, which has a lasting impact on people's administrative behavior. The administrative culture in ethnic minority areas has not only the commonness of traditional Chinese administrative culture, but also the unique personality: the strong impact of nationality, religious concept, closeness and openness. This kind of administrative culture has a dual effect on social and political stability and development: the positive effect is reflected in the administrative culture based on the system of regional national autonomy, which has a strong concentration and centripetal force in regulating and restricting the subject and object of administration. The negative effect is mainly manifested in the conflict between the traditional national culture and the values of market economy development, which leads to the crisis of government trust and administrative confusion.

After years of observation by the author, the administrative culture in many ethnic areas is not only influenced by the dominant administrative culture, but also strongly branded by family politics, religious culture, patriarchal society, ethnic customs and ethical norms. These complex administrative democratic cultures are deeply rooted in the public in ethnic areas. The various links in the selection and appointment of civil servants affect the administrative thinking and behavior choice of civil servants. Generally speaking, the administrative culture in minority areas includes trustworthiness, diligence for the people, public service, honesty and integrity, self-control, wholeheartedness for the people, collectivism and so on. Under the influence of traditional political culture and administrative culture, such as official standards, local standards, national standards, family and religious standards, etc, administrative culture in ethnic minority areas shows different characteristics.
3.3 Obstacles at the level of quality

With the vigorous support of the Party and the state, and with the unremitting efforts of civil servants in minority areas, their overall quality has been continuously improved, but they are still unable to meet the great challenges of new tasks in the new era. Regardless of their educational level, knowledge accumulation, decision-making level and working ability, the overall quality of civil servants in ethnic minority areas still lags behind that in developed areas, and the ability of administration according to law is weak. This makes it more difficult for them to find the best balance to engage in administrative activities under the dual influence of traditional political culture and local administrative culture, and under the mutual impact and game between local culture and market economy. They are apt to fall into the narrow standard of official, local, national and family religion. Its administrative ability according to law is difficult to adapt to the acceleration of the process of governing the country according to law, and it is easy to breed a series of corrupt behavior in selecting and appointing persons.

In addition, in terms of quality structure and population proportion, the structure of civil servants in minority areas is unscientific. There are more civil servants of integrated management category, and less economic management and scientific and technological personnel; there are more national civil servants of minority nationalities in grass-roots units, and fewer in middle and high-level departments. Minority civil servants account for a relatively small proportion of them, especially female civil servants of ethnic minorities.

3.4 Institutional barriers

In the process of cadre selection and appointment, unscientific evaluation, vague standards, weak democratization, unreasonable communication mechanism and imperfect accountability system lead to obstacles in the system of civil servants selection task.

Firstly, the fuzzification of standards. Due to the lack of long-term planning for personnel training,
especially the lack of attention to the training of non-party, women and minority cadres in some ethnic areas, in order to meet the requirements of the structure and proportion of the team, a temporary method of selection and appointment has emerged, which does not take into account the matching process between the actual abilities of cadres and their posts.

Secondly, the degree of democratization is weak. Influenced by the idea of official standard and religious rank, the process of democratic recommendation often degenerates into a game between family forces and interest groups. Organizational will and public opinion are often constrained by the established interest pattern, rather than the optimal allocation of human resources.

Thirdly, the exchange mechanism is unreasonable. Because of the particularity of the administrative environment, the limitation of the management system and resources, the promotion space is small and the possibility of upward mobility is weak in ethnic minority areas. Most civil servants can only communicate and promote in their own areas.

4. Strategies to Curb Corruption in the Selection and Appointment of Civil Servants in Ethnic Areas

4.1 Build an open and transparent mechanism of cadre selection and appointment

The reform of government administration system is an important part of the reform of political system. It is necessary to establish a government administration system that is compatible with the socialist market economy system, reflecting scientific decision-making, equivalence of power and responsibility, reasonable division of labor, efficient execution and strong supervision. It is necessary to transform government functions, establish a service-oriented government and strive. The innovation of management system is an important measure to effectively curb the corruption of public power from the source. Reform the top-down appointment system which was most used in the selection and appointment of civil servants in the minority areas, promote public election and competitive induction, and broaden the selection channels by building an open and transparent selection and appointment mechanism. Continuous deepening the reform of the over-centralized management system, accelerate the pace of the reform of the cadre selection and appointment system, further expand the rights of the people in the cadre selection and appointment work, and establish an open, orderly, standardized and up-to-date system for the selection and appointment of civil servants.

4.2 Doing a good job in top-level design and guiding the selection and appointment of civil servants in ethnic areas

4.2.1 Reasonable top-level design

Changing the components of centralization and autocracy and build the spirit of democratic participation in administrative thought. The national standard gives way to the social standard and the official standard to the people standard, which is the core of the reconstruction of administrative culture in minority areas.

The essential feature of socialist market economy is fair competition and the elimination of the fittest. Under the background of market economy, it is necessary to introduce the competition mechanism to the training, selection and use of minority cadres. Firstly, to encourage minority cadres to participate actively in competition and seek development in competition. Secondly, proceeding from the reality of minority nationalities, we should conscientiously implement the Party's and state's ethnic policies, objectively evaluate cadres, and give priority to the selection and use of minority cadres under the same conditions. Thirdly, take effective measures to actively provide them with various opportunities for learning and improvement. Last but not the least, for ethnic minorities with relatively backward economy and weak competitiveness, we should adopt necessary protection policies. Selecting and equipping appropriate numbers of national cadres in a certain proportion. Through such macro-guidance and top-level design, we advocate a fair, legal and competitive selection and appointment environment to guide the correct direction of civil servants' selection and appointment in
4.2.2 **Strengthen the Construction of Administrative Ability According to Law**

The progress and development of ethnic minority areas need to be based on the cornerstone of the system of regional autonomy of ethnic minorities. We need to shape civil servants' administrative consciousness according to law, realize the transformation of administrative culture from traditional regional, random and subordinate to modern open, effective and service-oriented. The study of legal knowledge, scientific knowledge and political theory are effective ways to break the stereotypes and improve the legal literacy and ability to handle affairs according to law.

At the same time, we should strengthen the training of talents urgently needed for economic and social development, such as management and professional technology, constantly improve the quality of cadres, optimize the structure of cadres, and improve their ability to manage social affairs, carry out mass work, deal with contradictions among the people and maintain social stability. Through standardization, institutionalization and legalization of the selection and appointment process, as well as the continuous cultivation of the quality of civil servants, we can improve the scientificity and standardization of the selection and appointment process of civil servants in ethnic areas.

4.2.3 **Enhance the construction of relevant supporting systems**

Institutional construction has the characteristics of fundamentality, overall situation, stability and long-term. Our country has initially established the mechanism of selecting and appointing cadres, the mechanism of normal withdrawal of cadres and the mechanism of supervising and managing cadres. However, the relevant mechanism of selecting and appointing cadres still needs to be improved and perfected, especially the mechanism of assessing and evaluating cadres. Qualifications for selecting and appointing posts should be set reasonably, and the qualities of the examinees should be evaluated comprehensively and objectively, their work achievements, knowledge structure, age level, development potential and so on should be comprehensively evaluated and analyzed. According to the economic development situation of different regions, the types of posts, the responsibilities and requirements of leading cadres at different levels, a scientific and feasible cadre assessment and evaluation index system is formulated. Through democratic assessment, public opinion survey, individual conversations, etc. Practical analysis and on-the-spot investigation are used to evaluate the performance of cadres comprehensively so as to select the best among the best.

5. **Conclusion**

The civil service selection system determines the overall quality of the civil service group. Without a highly efficient and clean civil service team, the foundation of the entire social governance cannot be stabilized. Especially in ethnic minority areas, the governance objects and governance methods are unique, and the scientific system is also needed to select and appoint civil servants. The above analysis shows that in the civil service selection system in China, it also receives the influence and restriction of various factors such as cultural factors and institutional factors. To effectively improve the quality of the selection and appointment of civil servants of ethnic minorities, we must start with the system and drive the optimization of the entire system to achieve its intended purpose. In short, this paper believes that we should deal with various corruption issues in the selection and appointment of civil servants in minority areas from four aspects: institutional reform, top-level design, quality improvement and institutional construction.

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