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The way and the necessity of China administrative ethics construction

Huimin Yuan

Center for International Economic Research, School of Public Administration, Southwest Jiaotong University, Chengdu 610031,

*Corresponding Author Huimin Yuan Email: <u>yuanhuimin@my.swjtu.edu.cn</u>

Abstract: Administrative ethics is an important control mechanism of administrative power and an indispensable part of the political system reform. However, there are serious Administrative Ethics problems exist in Civil Service at this stage of China, how to strengthen the construction of administrative ethics is one of the important hot topics that get theoretical and practical great concern. This paper indicate that the construction of administrative ethics is very necessary for the building of service-oriented government, the prevent of administrative corruption, the development of a harmonious society and the improvement of the administrative system. Due to in the economic and social transformation period, the administrative ethics construction in China will encounter lots of difficulties and resistances. Therefore, we must strengthen the ethical education of administrative staff, promote the institutionalization and legalization of administrative ethics, establish the incentive mechanism of administrative ethics and perfect the supervision of administrative ethics. **Keywords:** China Administrative Ethics; Administrative Ethics Anomie; Administrative Ethical Education; Administrative Ethics Construction.

INTRODUCTION

In recent years, China has been promoting the political system reform. Comprehensively deepening political system reform, promoting the construction of political and legal system democracy and civilization, building a service-oriented government has become the target of Chinese reform. In this context, it is essential for government to take countermeasures, change administrative concepts and adjust administrative behavior, which can follow the development trend of the times, safeguard their own interests and have their own development characteristics. The change of administrative concepts and adjustment of behavioral is not only reflected in the rigid institution, but also reflected in the government's administrative behavior. Based on the practical problems, building the complete administrative ethics system, and undertaking the ethical responsibility, is beneficial to overcome formalism, bureaucracy, hedonism and extravagance, is conducive to improve the relationship between the party, the government and the masses, and in favor of the construction of service-oriented government.

In the early 1930s to the 1960s, western scholars began to study on Administrative Ethics as an independent discipline, addition to the research on the value orientation of Administrative Ethics, it is also studied the role selection of administrative staff in the face of administrative ethics dilemma. In Max. Weber's administrative model, efficiency is a main target widely pursued [1]. British Chief scientist Eaton pointed out that the innovation of administrative staff is not only a political act, but also a moral behavior. America scholars Wilson elaborated the generate and change of the civil service system have influence on administration ethics construction[2]. Administrative Ethicist Terry .L. Cooper summarized comprehensive the study about administration ethics all over the world[3]. Robert Denhardt and other scholars believe that public administration should be based on social justice and fairness as its main value target, when the government personnel encounter various ethical dilemmas, they shall be liable to the public. When there is a conflict between individual and public interests, we should enhance the administrative personnel's own quality, or establish the related systems or use social media to ensure the implementation of administrative ethics, or combine the both two above, so that the administrative staff can make responsible choices[4].

Chinese scholars research on administrative ethics later than in Western countries, beginning in the 1980s, along with the reform of the administrative system. Scholars generally believe that the administrative ethics is a special professional ethics or codes of conduct, including civil servants' personal integrity and professional ethics .etc. [5][6][7], it is argued that strength the rigid constraint on administrative staff, so it is necessary to strengthen the legal and institutional construction of China's administrative ethics.

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The existing research literatures show that the administrative ethics is a the role of ethics in the field of public administration, which based on the responsibilities, rights and benefits", is a behavior criterion and standard system to coordinate the relationship between individuals, groups and society, an important restriction mechanism of and administrative power [8][9]. Different from the general ethics that the personal behavior mainly rely on conscience and personality, administrative staff is not only under the constraint of traditional customs and public opinion, but also subject to the restricting of administrative even legal means, that is the government ethics also has certain mandatory. In addition, due to the particularity of the subject of administrative ethics, higher requirements than ordinary occupation ethics should be put forward. Therefore, the construction of administrative ethics has a special nature different from the general ethics construction [10].

This paper combined the realities and related policies issued by the government, based on the domestic and international research, using the theories and methods of political science, economics, and management .etc. analyze the administrative ethics anomie as well as the causes, and put forward recommendations on the construction of China's administrative ethics.

THE PRACTICAL NECESSITY OF CHINESE ADMINISTRATIVE ETHICS CONSTRUCTION

The construction of administrative ethics is not only the main content of deepen administrative system reform of our country at present, as well as an important component of administrative culture construction, which is related to public support, social stability and even the legitimacy of the government. Therefore, it is essential to establish a sound administrative ethics.

Firstly, the administrative ethics construction is the necessary condition to realize the goal of serviceoriented government". The service-oriented government is the basic goal of Chinese political reform, which is based on the humanities concern and democracy, transparency, accountability, legal system, etc. values, and accept the participation and supervision of the public. Namely, it's a form of government in order to maintain and realize the political rights of citizens as well as social demand, and with the purpose of provide a fair, high quality, efficient, convenient public service [11]. The 18th CPC National Congress stressed to build a service-oriented government that functions scientific, structural optimization; clean and efficient, people are satisfied, and put the realization the interests of the overwhelming majority of the people as the starting point and ultimate goal[12]. This is not only the goal

which modern government pursuit, but also the expectation of the masses. Its proposed clear the direction of the administrative reform, and bring a positive influence on the construction of administrative ethics of civil servants in china. Therefore, we must strengthen the construction of administrative ethics, guide the government to establish the goal of justice and public interest first, and cultivate public servant a sense of responsibility and service, in order to promote the construction of service type government.

Secondly, the administrative ethics construction is an important guarantee for preventing administrative corruption. The legal system indeed plays a key role in reducing and eliminating corruption, but it eventually belongs to the external constraints and has inevitable gaps and holes. Therefore, in order to prevent and punish the corruption fundamentally, we must strengthen the construction of administrative ethics and ask administrative personnel to establish a correct concept of value on interests and power. As the British historian Acton said, "Power tends to corrupt, and absolute power corrupts absolutely"[13]. While the administrative ethics has standardized and incentive function, we can develop administrative personnel's inner moral strength through education and training, and enhance their ability to resist external adverse temptation to reduce the possibility of abuse of rights; we should bearing in mind that do not reach out your hands, or you will be caught, so as to prevent corruption generation effectively. Therefore, strengthening the construction of administrative ethics and regulating people's behavior, can prevent the corruption fundamentally.

Thirdly, the administrative ethics construction is an important supplement to the administrative system construction. The administrative system construction is the foothold of the administrative system reform, and the construction of administrative ethics is an important part of administrative system construction. The system lack of humanistic care will be rigid, difficult to play its effectiveness in reality and lead to people's behavior anomie easily. However, administrative ethics has its own unique advantages and characteristics, it emphasis the training and cultivating on the personal qualities, pay attention to the guidance and education on humanity, which can overcome the shortage of other administrative system.

Finally, the administrative ethics construction is the inevitable requirement of building harmonious society. Harmonious society is democracy and rule of law, fairness and justice, honesty and friendship, which emphasis on people-oriented and make sure the masses share the fruits of reform and development. The administrative ethics emphasizes the responsibilities

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and obligations of administrative staff, requires the administrative norms and legal system to constraints administrative personnel's behavior, improve administrative efficiency, establish a good image of the government, promote the formation of good social atmosphere, so as to maintain social order and promote the development of country and society. The construction of administrative ethics and harmonious society is consistent, therefore, it is the inevitable requirement of constructing the harmonious society and realize social harmony.

THE PROBLEMS OF CHINA'S ADMINISTRATIVE ETHICS CONSTRUCTION

At present, the pace of China economic reform is relatively rapid, while the political system reform and administrative ethics construction is lagging behind, the level of ideological and moral consciousness is relatively low. One of the main problems is that the administrative staff did not comply the moral standards and norms that they should follow in the process of public administration. That is due to the cognition deviation and the lack of ethical institution, and fail to establish the moral cognition on public interests, resulting in the execution of fairness, responsibility and loyalty in the implementation of administrative activities. Essentially, the Administrative Ethics Anomie is an alienation of administrative power, however, in the operation of administrative power, disregard administrative subject tend to the administration ethical norms and principles, damaging the public interests, leading to the abuse of public power and corruption[7]. According to statistics, all types of crimes committed in 2014 are 41487 and relates to 55101 people, the number rose 7.4% compared to last year. The case investigated including corruption, bribery and embezzlement above 100 million yuan total 3664, rose 42% compared to the same period[14]. Although the party and the government is committed to building a fair, efficient, clean cadres and have achieved some results, there are still many ethical anomie phenomenon, mainly including the following aspects.

The poor service consciousness of administrative personnel

In the concept of value, the service consciousness of administrative staff is still relatively weak, and the official standard ideological is still serious. Now, there are many problems in the party and government organs, including the efficiency of administrative staff is still low, the sense of responsibility and service is still bad, lack of the spirit service for the public. Such as part of the administrative staff's weak moral consciousness and the distorted world, life and values, the brutally law enforcement is an important performance. Recently the frequently occurrence of urban violence enforcement have aroused strong dissatisfaction and exacerbated the tension between the government and the public. In addition, some administrative officials living corruption, hedonic and money worship awareness first, lack of cost concepts, and working excessively bureaucratic, regardless of administrative outputs and costs, have caused administrative ethics anomie.

In terms of government responsibility, there exist the absence of responsibility. The administrative personnel is formed by a group of organized, capable personnel, on behalf of the state and government to fulfill the functions, but fundamentally speaking, they are still the "economic man". The same one person, if egoistic in the economic field, can not be completely changed and became selfless in the political field[15]. Therefore. the administrative personnel often unavoidable take own interests into consideration when making decision and implying function, might even ignoring the public interest and responsibility, namely exist the abuse of power, will eventually lead to the deviation of administrative decision-making and the absence of government responsibility.

The legal construction of relative lagging administrative ethics

Solely rely on the intrinsic binding of administrative ethics can not meet the development of modern society, it must also strengthen the construction of the external constraint mechanism. The legalization of administrative ethics refers to put the basic requirements of administrative ethics and values reflected in the rigid legal system and law, namely put its inherent requirements into a formal binding legal system and thus to regulate the government administrative staff behavior.

At present, the state has also promulgated the "Civil Servant Law" and "State Civil Service Code of Conduct" .etc. but it is still lack of systematic institutionalization and legalization construction on the whole, there are many gaps and holes. In this respect, we need to learn from the experience of western developed countries and the perfect political system of china, so as to adapt the need of economic development.

The imperfect rewards and punishments mechanism of administrative ethics

The coordination mechanism of interest is inadequate, it is difficult to establish an effective rewards and punishments mechanism for the practical of administrative ethics. At present, the main incentive for administrative officials is spiritual incentive, relatively neglect the material rewards. Under the impact of the market economy and pluralistic values, traditional incentives lack of material incentives gradually lost its former power, difficult to stimulate the enthusiasm of the administrative staff. In addition, the lack of institutionalized mechanisms for evaluation and performance appraisal, can not motivate the enthusiasm and initiative of administrative staff effectively, as well as provide an opportunity for adverse administrative action, eventually leading to administrative ethics anomie.

The restriction mechanism improvement of the administrative system

The government is organized by the public, it should serve and responsible to the public. The relationship between government and citizens can be regarded as a kind of principal-agent relationship, and the government must obtain the consent and on behalf of citizens [16]. But in the impact of the market economy, there exists a phenomenon of abuse of public power. Such as beyond the legal standard authority in the enforcement of administrative law, leading to excessive use of power, which damage most on the country and the people is authority corruption. The lack of strictly supervision and restriction of public power is an important condition of administrative ethics problems.

All people who have power are easy to abuse of power, this is an eternal and unchanging experience, they will use the right as far as possible until meet the limit [17]. Propaganda and calling from the ideology simply, overemphasize the role of self-regulation, relative neglect the role of institutional safeguards and heteronomy. Obviously, soft constraints is difficult to ensure the power is not be abused. Such as the role of organs of power fails to give full play; the position of supervisory organ is awkward and cannot perform the right of supervision effectively; people's initiative supervision consciousness is not strong, democratic channels is not open. The construction of supervision and restriction mechanism is lag behind, affected the role of supervision efficiency to some extent, and also provided space for the emergence of the abuse of power and administrative ethics problems. The abuse of public power and corruption, not only a waste of social resources, but also destroy a good social atmosphere.

Excellent administrative ethics environment formation

Economic transformation of society require administrative ethics transformation simultaneously, but the norm of the administrative ethics at present has not yet widespread formed and identity, the original administrative ethics concept got challenged in the fierce social change, resulting in the traditional administrative ethical standards lose its appeal [18].

A certain environment affects the administrative staff and the public's behavior in a certain extent. Compared to the developed western countries, the degree of democracy in our country is not high, the masses' people sovereignty consciousness and political participation enthusiasm is also not high. In such a social atmosphere and political environment, the people will not take the initiative to maintain and defend their own interests, on the contrary, they may seek the benefits by some improper channels. The administrative personnel in such environments also tend to get lost, forget their own responsibility, resulting in adverse social atmosphere, unable to solve the problem through the effective and legitimate channels, which is a major problem in the process of administrative ethics construction.

THE REASONS FOR ADMINISTRATIVE ETHICAL ISSUES

Now, with the reform of economic and political system, people's view on ethics and morality is also changed, the reasons for the administrative ethical issues are complex and diverse, including both the economic person nature of administrative staff and the drawback of administrative system. In addition, the influence of traditional administrative culture as well as the imperfect external supervision mechanisms and legal system are also included.

The conflicts between role and interest of administrative staff

The administrative staff have the freedom to pursue their personal interest, due to they possess the public authority, they should take the responsibility and obligation, and safeguard the health of public life [9]. However, the conflicts between role and interest, resulting in the administrative staff to pursuit the maximizing individual interest, and relative neglect the public interest.

Administrative staff is not only the citizens of the society, but also the trustee of public power and defenders of the public interest, therefore, it's easy to form the role conflict in the social life. The theory of public choice extends the "Economic Man "assumption under the condition of market economy to the political field, and proposes the administrative staff is also economic man. Affected by the pursuit of maximum interests, the individual from the buyer or seller in the market turn to voters, taxpayers, politicians or officials in the political process, their behavior will not change[19], namely the administrative staff is still pursuing the maximization of individual interests in the implementation of administrative activities, politicians seek votes maximization, administration officials pursue power maximization and job promotion.

If the characteristic of the "economic man" without any constraints, the administrative staff is likely to throw the responsibility of serving the people away, and regard the chase of personal interests as the driving force and the principles. The administrative personnel who master the public power also hold the power of resources distribution, are likely to seek personal gain at the expense of the public interest, leading to the power rent-seeking, resulting in the administrative ethics anomie. In addition, the opening of the market economy will bring economic prosperity as well as cultural pluralism, will impact the traditional ethical concepts, will led to the emergence of administrative ethics problems.

The existence of the discretion right in the administrative system

In order to deal with the complicated and changeable things, and ensure the administrative activities carried out smoothly, there is a need to provide some discretion for administrative staff objectively. But the discretion is a "double-edged sword", on the one hand provide free space for administrative staff play independent initiative in the administrative implementation activities; on the other hand, give the discretion is the subjective behavior rather than the performance of the system of arrangement, this implies there exists the potential to abuse at the same time exercise the power.

Certainly, the existence of discretion is necessity, and there is also need the administrative staff to improve their quality and ability, use the power in their hand properly, keep in mind the sense of public service. However, in reality, the abuse of discretion will appear due to various social factors, and resulting in administrative ethics anomie.

The improvement of imperfect administrative ethical norms

If human beings are angels, there is no need for government; If the angels govern human beings, there is no need for internal and external measures to control the government. In relation to the issue on human govern human, the biggest difficulty is: first the government have the ability to manage the ruled; second they have the ability to control their own [20].

The hypothesis of "nature is good" was proved to be unworkable, constraints lack of institutional and rigid cannot ensure the administrative staff proper conduct, the imperfect administrative ethics norms and not so noble moral quality, leading to the illegal administrative behavior. Therefore, we must learn and draw lessons from the experience of Western countries, and continue to improve the administrative ethics norms in china.

The adverse effects of traditional administrative culture

Although the contemporary social culture of China has been comprehensive secularization, the influence of tradition still cannot be underestimated due to its stability. In the traditional cultural values, have had the thought of "A good scholar can become an official", thus derived the idea of "official standard" still has great influence on the contemporary officialdom. Influenced by these ideas, the government official were regard as a means of acquiring fame and fortune, the size and level of official authority were regard as a symbol to measure social status [21].

In addition, China has always been focused on social etiquette and human feelings, the thought of rule by men over the rule of law, namely power above the law is widespread. Administrative staff would put the traditional code of conduct doping in their work, resulting in responsibility conflict. The thought emphasis on reciprocity, especially the phenomenon of unhealthy reciprocity distorts the relationship with the people seriously; damage the image of the party and government, and damage the normal political, economic and social order; provide an excuse for abusing power for personal gain, that is trading power for money. In short, the adverse effects of traditional culture, to a certain extent, provide the soil for adverse administrative ethics phenomenon.

THE APPROACH FOR THE CONSTRUCTION OF CHINA ADMINISTRATIVE ETHICS

The active construction of administrative ethics has far-reaching significance on the maintenance of justice, honest, fair, and efficient public administration and the development of harmonious society. The construction of administrative ethics is a systematic and complicated project, must be based on the principles of administrative ethics and from different angles, combined with the administrative ethics problems and its causes, we should promote the development of administrative ethics from the following aspects.

Strengthen the ethics education of administrative staff

The administrative personnel dominant in public administration, and their moral status will have a direct impact on the entire administrative system. In the field of public administration, the world, life and values manifests the administrative ethics. Administrative ethics have been affected and guided every administrative staff and their behavior at the level of fundamental values [10].

With the development of social economy, people's values tend to diversify, and the ethical concepts have

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also changed. Strengthening the ethics education of administrative staff, formulating a reasonable training program. the government should impart the administrative staff administrative ethical norms that comply with the new period of socialist modernization construction and social development by education, persuasion and induction, and internalize their inner conviction, so awaken self-discipline as to consciousness, and thus cultivate a fair and righteous political atmosphere.

If the public administration staff have formed a firm faith of moral responsibility, and deeply internalized in their mind, even without the presence of superiors or face some temptation in the outside world, the inner self-control administrative staff can still play a role [22]. Strengthen the education and training of administrative personnel, through the learning of administrative ethics values and norms, cultivate the consciousness of public servant and public interest, and philosophy of fairness and justice, thus format their inherent restraint mechanism and self-consciousness, resist the adverse atmosphere fundamentally.

Promoting the institutionalization and legalization of administrative ethics construction

Ethics legislation sets some general restrictions for the public administrative personnel who face and resolve ethical conflicts and ethical dilemmas, and impose sanctions for who beyond the purview established by the citizens [23].

The administrative ethical legislation is an important approach to promote the institutionalization of the administrative ethics, namely embodied the administrative ethics spirit and value through the law, and implement mandatory. The hypothesis of "economic man" suggested that the current construction of administrative ethics cannot simply rely on the moral level of administrative staff, but also pay attention to the construction of external mandatory system. The external coercive power defines the bottom line of ethics, to a certain extent, can play a role in anti-evil, is conducive to enhance the level of moral behavior, and then improve the whole level of administrative personnel.

Meanwhile, we can learn from the practices of Western countries and combined with Chinese own actual conditions. The successful experiences of America and Japan show that strengthen the legislation is an important measure to construct administrative ethics. Certainly, it is necessary to revise, supplement and perfect the legal systems, and form a complete system. More important is to comply with the law rigorously, enforce the law strictly, so that the concept of the rule of law enjoys popular support.

Establishing the incentive mechanism of administrative ethics

Given the consideration of the special nature of public power and "economic man", we can take the promotion and pay rise etc. into moral evaluation mechanism, and then establish the incentive guarantee mechanism of administrative ethics. According to the McClelland Achievement Need Theory, with the physiological needs met, we can develop different incentives according to the different needs(including need for achievement, need for power, need for affiliation) of the people, and then promote the development of administrative ethics construction.

Simultaneously. according Skinner's to reinforcement theory, we can establish a sound reward and punishment system and performance management system, give punish or reward according to the different behavior of administrative staff timely, in order to achieve the purpose of guide or correct the behavior[24]. That is, unite the administrative authority and obligation, establish effective evaluation mechanism, making the responsibilities and obligations of the administrative staff get full play, and the dereliction of duty get punished, in order to solve the in the process of administrative ethics problem construction.

Improving the supervision mechanism of administrative ethics

Administrative power is a kind of public power, susceptible to corruption, must be subject to strict supervision. Chinese existing supervision mechanisms including the oversight of state organs, administrative and judicial authority, especially the monitoring of network media plays a very important role. To improve the supervision mechanism, the supervision should be changed from the previous passive defense to active prevention, supervision afterwards should be changed into advance or during in the process, setting up a scientific and reasonable authority, avoiding the overconcentration of power, and increasing the transparency of work, so that the power operate in the sunshine. As Wilson put it, Sunshine is the only magic weapon to fresh political atmosphere, and it can reveal government secrets to the public[2]. For instance, speeding up the legislation of administrative supervision, improving the position and of power supervisory organs, and strengthening its independence. Establishing and perfecting the supervision and coordination mechanism, we should clarify the relationship between the various supervisory authority, and guide the supervision subject restrict and cooperate with each other, thus forming a virtuous coordination mechanism.

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In addition, we should pay attention to the power of the masses supervision, strengthen the capacity of political participation, and create the necessary conditions for supervision. At the same time, the role of television, news and network .etc. on the construction of administrative ethics mass media cannot be ignored. GuangshengFei .etc. believe that the accountability will experience a "power of accountability" to "the system of accountability" and then "ethical accountability" different stages. In the near future, the heteronomy "institution accountability" must be replaced by the self-regulation "ethical accountability"[25].

Deepening the reform of administrative system

The arise of administrative ethics issues is associated with excessive power and function of the government, the power that is too large and not subject to restrictions and constraints provides a convenient for the abuse of rights. Therefore, we must further deepen the reform of administrative system, straighten out the relationship between the government and the market, take the decentralization as the focus of reform and the construction of a clean government.

Improving the appointment and removal mechanism of the administrative personnel, so that only the person who is competent and honest can enter the civil service, forming the talent flow mechanism to ensure the quality of the administrative staff. Strengthen the administrative ethics responsibility and establish high sense of responsibility of administrative personnel, thereby ensure the public power operate health and effectively. Perfect the feasible accountability mechanisms, so that the government departments assume the corresponding responsibility for all power exercised. Only deepening the reform of the administrative system from the aspects, can the progress of the construction of administrative ethics proceed smoothly.

Creating a good environment of administrative ethics

With the development of economic globalization and Chinese market economy, people's living standard has improved gradually, the exchange with the international society increasing frequency, people's ideology is also undergoing profound changes, hedonism, individualism and money worship swooped. In the field of public administration, administrative staff is also pursuing the maximization of individual interests, we need cultivate a good environment for the administrative ethics, reestablish the values of social governance system, strengthen the responsibility of civic, government and social. At the same time, we should pay attention to the guiding role of public administrative moral, encourage and reward the

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administrative staff who have good performance in the material and spiritual aspects, and then promote the formation good moral environment in society.

The traditional of administrative ethics is indispensable, we must understand the diversity of cultural and organizational with the historical perspective [26]. China has a profound traditional culture, it also including some excellent officialdom culture, such as the thought of importance to peasant. Regard the people as masters of the country, safeguard the interests of the general public earnestly, and respect the political rights of citizens fully. If every citizen can exercise the right of political participation conferred by law correctly, the abuse of public power will be impossible. we must carry forward the excellent traditional culture of china, and the traditional administrative ethics emphasize impartiality, fairness and honesty .etc. virtues, furthermore, the thought of governing with morals still has a strong educational value and significance even today.

CONCLUSIONS

The administrative ethics anomie of civil servants will damage the government and the country's image, and reduce the credibility of the government. Therefore, we must strengthen the construction of administrative ethics of civil servants. Certainly, the construction of administrative ethics is a huge and systematic project, and is the objective requirement of building an honest and clean government, require the joint efforts of all parties.

At present, China is in the economic and social transformation period, and we will encounter many difficulties and resistance in the process of the administrative ethics construction. Therefore, we must firm our faith, improve the laws and regulations constantly, and strengthen the public and the society effective supervision on government, so as to create conditions for the construction of administrative ethics.

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