# CONSTITUTIONAL LAW IN CHINA

XU CHONGDE NIU WENZHAN





# Constitutional Law in China

#### Xu Chongde Niu Wenzhan

This book was originally published as a monograph in the International Encyclopaedia of Laws/Constitutional Law.

General Editor: Roger Blanpain Associate General Editor: Michele Colucci Volume Editors: André Alen, David Haljan



Published by:
Kluwer Law International
PO Box 316
2400 AH Alphen aan den Rijn
The Netherlands
Website: www.kluwerlaw.com

Sold and distributed in North, Central and South America by:

Aspen Publishers, Inc.
7201 McKinney Circle
Frederick, MD 21704
United States of America
Email: customer.service@aspenpublishers.com

Sold and distributed in all other countries by: Turpin Distribution Services Ltd. Stratton Business Park Pegasus Drive, Biggleswade Bedfordshire SG18 8TQ United Kingdom Email: kluwerlaw@turpin-distribution.com

DISCLAIMER: The material in this volume is in the nature of general comment only. It is not offered as advice on any particular matter and should not be taken as such. The editor and the contributing authors expressly disclaim all liability to any person with regard to anything done or omitted to be done, and with respect to the consequences of anything done or omitted to be done wholly or partly in reliance upon the whole or any part of the contents of this volume. No reader should act or refrain from acting on the basis of any matter contained in this volume without first obtaining professional advice regarding the particular facts and circumstances at issue. Any and all opinions expressed herein are those of the particular author and are not necessarily those of the editor or publisher of this volume.

Printed on acid-free paper.

ISBN 978-90-411-4861-2

This title is available on www.kluwerlawonline.com

© 2013, Kluwer Law International BV, The Netherlands

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without written permission from the publisher.

Permission to use this content must be obtained from the copyright owner. Please apply to: Permissions Department, Wolters Kluwer Legal, 76 Ninth Avenue, 7th Floor, New York, NY 10011-5201, USA. Email: permissions@kluwerlaw.com

Printed and Bound by CPI Group (UK) Ltd, Croydon, CR0 4YY.

The Authors	3
List of Abbreviations	13
Preface	15
General Introduction	17
Chapter 1. Brief Introduction of the Constitutional History of China	17
§1. CONSTITUTIONS BEFORE THE ESTABLISHMENT OF THE PEOPLE'S REPUBLIC OF CHINA (PRC)  I. Preparations of Constitution-Making Late in <i>Ding</i> Dynasty II. Provisional Constitution  III. Constitutions during the Periods of the Northern Warlords and the Nanjing National Government  A. Constitutions during the Periods of the Northern Warlords  B. Constitutions of the Nanjing National Government  IV. Constitutional Documents in the Revolutionary Base Areas	17 17 18 18 18 19
§2. CONSTITUTIONS AFTER THE ESTABLISHMENT OF THE PEOPLE'S REPUBLIC OF CHINA  I. The Common Programme of the Chinese People's Political Consultation Conference  II. The Constitution of 1954  III. The Constitution of 1975  IV. The Constitution of 1978  V. The Constitution of 1982  VI. Amendments to the Constitution of 1982  A. Amendments to the Constitution in 1988 (Articles 1–2)  B. Amendments to the Constitution in 1993 (Articles 3-11)  C. Amendments to the Constitution in 1999 (Articles 12-17)	20 22 24 25 25 27 27 27 28
D. Amendments to the Constitution in 2004 (Articles 18-31)	28

Chapter 2. PRC, A Socialist Country	30
§1. THE CLASS STRUCTURE OF POLITICAL POWER  I. The People's Democratic Dictatorship is Led by the Working Class	30
II. The People's Democratic Dictatorship is Based on the Alliance of Workers and Peasants  III. The People's Democratic Dictatorship Perseveres in	31
and Solidifies the Patriotic United Front	31
§2. THE ECONOMIC BASIS OF THE STATE  I. The Socialist Public Ownership of the Means of Production	32
Lays the Foundation of the Socialist Economic System  II. The Non-Public Sectors of the Economy Constitute an Important Component of the Socialist Market Economy	32
§3. THE GUIDING IDEOLOGY OF THE STATE	33
I. The Decision of the Policy of Reform and Opening Made under the Guidance of Marxism     II. Guaranteeing the Socialist Character of Market-Oriented	34
Economy Institution III. Promoting the Building of a Moderately Prosperous Society	35
in All Respects	36
Chapter 3. PRC, A Developing Country	39
Chapter 4. The Basic Task of the Nation: Socialist Modernization	41
Part I. The Form of Government and the Political System of PRC	43
Chapter 1. The State Structure Form of PRC	43
Chapter 2. The Organization Form of Government of PRC I. Relations between the People and State Power II. Relations between the People and the Organs Who Exercise	45 45
State Power	45
<ul><li>III. Relations between the Organs Exercising State Power and Other State Organs</li><li>IV. Relations between the Central Authority and Local Organs of State</li></ul>	45 46
Chapter 3. The System of Multi-Party Cooperation and Political Consultations under the Leadership of CPC	48

Part II. Form of Government of PRC	53
Chapter 1. General Review of the Structure of the State I. The Structure of the State in the Common Program of 1949 II. The Structure of the State in the Constitution of 1954 III. The Structure of the State in the Constitution of 1975 and the Constitution of 1978 IV. The Structure of the State and Its Development in the	51 52 54
Constitution of 1982	55
Chapter 2. NPC	56
§1. NATURE AND STATUS OF NPC	56
§2. Composition, Terms of Service and Functions, and Powers of NPC	56
§3. Rules of Meetings and Procedures for NPC	57
§4. SPECIAL COMMITTEES AND COMMITTEES OF INQUIRY INTO SPECIFIC QUESTIONS OF NPC	58
§5. Deputies to NPC	59
Chapter 3. NPCSC	60
§1. NATURE AND STATUS OF NPCSC	60
§2. Composition, Term of Service, and Functions and Powers of NPCSC	60
§3. FUNCTIONS AND POWERS OF NPCSC	6
Chapter 4. The President of PRC	6.
§1. ESTABLISHMENT AND DEVELOPMENT OF THE PRESIDENCY OF PRC	6
§2. ELECTION AND TENURE OF THE PRESIDENT OF PRC	6.
§3. FUNCTIONS AND POWERS OF THE PRESIDENT OF PRC	6
Chapter 5. The State Council	6.
§1. Nature and Status of the State Council	6

§2.	COMPOSITION, LEADERSHIP SYSTEM AND MEETINGS OF THE STATE COUNCIL  I. The Composition of the State Council II. The Leadership System of the State Council III. The Meetings of the State Council	65 65 66 66
§3.	FUNCTIONS AND POWERS OF THE STATE COUNCIL	67
§4.	STRUCTURE OF THE STATE COUNCIL	68
Ch	apter 6. The Central Military Commission	70
§1.	NATURE AND STATUS OF THE CENTRAL MILITARY COMMISSION	70
§2.	COMPOSITION OF THE CENTRAL MILITARY COMMISSION	70
§3.	LEADERSHIP SYSTEM OF THE CENTRAL MILITARY COMMISSION	70
§4.	FUNCTIONS AND POWERS OF THE CENTRAL MILITARY COMMISSION	71
Ch	apter 7. The Local People's Congresses and Local People's Governments at Various Levels	72
§1.	LOCAL PEOPLE'S CONGRESSES AT VARIOUS LEVELS  I. Nature and Status II. Composition and Term of Office III. Functions and Powers IV. Special Committees and Committees of Inquiry into Specific Questions V. Deputies to Local People's Congresses at Various Levels	72 72 72 72 72 73 74
§2.	STANDING COMMITTEES OF THE PEOPLE'S CONGRESSES AT AND ABOVE THE COUNTY LEVEL  I. Nature and Status II. Composition and Term of Office III. Functions and Powers	74 74 74 74
§3.	THE PEOPLE'S GOVERNMENTS AT VARIOUS LEVELS I. Nature and Status II. Composition and the Leadership System III. Functions and Powers	76 76 76 77
Ch	apter 8. The Organs of Self-Government of the National	70

§1.	A GENERAL INTRODUCTION OF THE ORGANS OF SELF-GOVERNMENT OF NATIONAL AUTONOMOUS AREAS	79
§2.	Nature and Status of the Organs of Self-Government of National Autonomous Areas	79
§3.	MEMBERS OF THE ORGANS OF SELF-GOVERNMENT OF NATIONAL AUTONOMOUS AREAS	80
§4.	Power of Autonomy of the Organs of Self-Government of National Autonomous Areas	80
Ch	apter 9. The People's Courts and the People's Procuratorates	83
§1.	THE PEOPLE'S COURTS	83
	I. Nature of the People's Courts	83
	II. Creation of the People's Courts	83
	III. Organization of the People's Courts	84
	<ul><li>IV. Functions and Powers of the People's Courts</li><li>V. Principles of Judicial Work</li></ul>	84
	The second state of the se	
§2.	THE PEOPLE'S PROCURATORATES	85
	<ul><li>I. Nature and Status of the People's Procuratorates</li><li>II. Creation and Organizational Structure of the People's</li></ul>	85
	Procuratorates	86
	III. Functions and Powers of the People's Procuratorates	87
	IV. Principles of Procuratorial Work	88
Ch	apter 10. The Political System of the Special	
	Administrative Region	89
81	THE 'ONE COUNTRY, TWO SYSTEMS' POLICY AND THE SYSTEM	
9	OF THE SPECIAL ADMINISTRATIVE REGION	89
82.	STATUS AND CHARACTERISTICS OF THE ORGANS OF THE SPECIAL	
5	ADMINISTRATIVE REGION	9(
	I. Status of the Organs of the Special Administrative Region	90
	II. Characteristics of the Organs of the Special Administrative Region	9(
§3.	THE CHIEF EXECUTIVE OF THE SPECIAL ADMINISTRATIVE REGION	9
§4.	THE EXECUTIVE AUTHORITIES OF THE SPECIAL ADMINISTRATIVE	
	REGION	93

§5. THE LEGISLATURE OF THE SPECIAL ADMINISTRATIVE REGION	93
§6. THE JUDICIAL ORGAN OF THE SPECIAL ADMINISTRATIVE REGION	95
Part III. Fundamental Rights and Freedom of Citizens of PRC	97
Chapter 1. Human Rights and Fundamental Rights of Citizens	97
§1. Classification of Fundamental Rights	98
§2. Nature of Fundamental Rights	98
Chapter 2. Right of Equality and Political Rights	99
§1. RIGHT OF EQUALITY  I. Conception of the Right of Equality  II. Contents of the Right of Equality	99 99
§2. POLITICAL RIGHTS  1. Conception of Political Rights  II. The Right to Vote and Stand for Election  III. Freedom of Speech  IV. Freedom of the Press  V. Freedom of Association  VI. Freedom of Assembly, of Procession, and of Demonstration	100 100 100 100 101 102 103
Chapter 3. Freedom of Religious Beliefs	105
Chapter 4. Freedom of the Person	107
§1. Safeguarding the Right to Life	107
§2. Freedom of the Person is Inviolable	107
§3. Personal Dignity is Inviolable	108
§4. RESIDENCE IS INVIOLABLE	110
§5. Freedom and Privacy of Correspondence are Protected	110
Chapter 5. Social and Economic Rights of Citizens	112
§1. RIGHT TO PROPERTY	112
82 RIGHT TO WORK	112

§3. Labourer's Right to Rest	112
§4. RIGHT TO SOCIAL SECURITY	113
§5. RIGHT OF ACCESS TO MATERIAL ASSISTANCE	113
Chapter 6. Cultural and Educational Rights	115
§1. CONCEPT OF CULTURAL AND EDUCATIONAL RIGHTS	115
§2. THE RIGHT TO RECEIVE EDUCATION	115
§3. RIGHT TO ENGAGE IN CULTURAL PURSUITS	116
Chapter 7. The Right of Supervision and the Right to Claim	117
§1. THE RIGHT OF SUPERVISION  I. The Right to Criticize and the Right to Make Suggestions II. The Right to File Complaints and Charges III. The Right of Appeal	117 117 117 117
§2. The Right to Claim	118
Chapter 8. The Consistency between the Fundamental Rights and Duties of Citizens	119
§1. General Introduction	119
<ul> <li>§2. PRINCIPAL CONTENTS OF FUNDAMENTAL DUTIES OF CITIZENS</li> <li>I. The Duty to Safeguard the Unification of the Country and the Unity of All Its Nationalities</li> <li>II. The Duty to Abide by the Constitution and Other Laws</li> <li>III. The Duty to Safeguard the Security, Honour, and the Interests of the Motherland</li> </ul>	119 119 119
<ul><li>IV. The Duty to Perform Military Service in Accordance with Law</li><li>V. The Duty to Pay Taxes in Accordance with the Law</li></ul>	120 120
Selected Bibliography	121
Appendices	123
Appendix I. The Administrative Division of the People's Republic of China	123

* *	The System of the People's Congress in the People's Republic of China	124
	The Central People's Government of the People's Republic of China from 1949 to 1954	125
	The Central State Structure of China prescribed by the 1954 Constitution of the People's Republic of China	126
t	The Central State Structure of China prescribed by the 1975 Constitution of the People's Republic of China	127
	The Central State Structure of China prescribed by the 1978 Constitution of the People's Republic of China	128
Appendix VII.	The Central State Structure of China prescribed by the 1982 Constitution of the People's Republic of China	~
Index		131

# Constitutional Law in China

## Xu Chongde Niu Wenzhan

This book was originally published as a monograph in the International Encyclopaedia of Laws/Constitutional Law.

General Editor: Roger Blanpain Associate General Editor: Michele Colucci Volume Editors: André Alen, David Haljan



Published by:

Kluwer Law International

PO Box 316

2400 AH Alphen aan den Rijn

The Netherlands

Website: www.kluwerlaw.com

Sold and distributed in North, Central and South America by:

Aspen Publishers, Inc.

7201 McKinney Circle

Frederick, MD 21704

United States of America

Email: customer.service@aspenpublishers.com

Sold and distributed in all other countries by:

Turpin Distribution Services Ltd.

Stratton Business Park Pegasus Drive, Biggleswade

Bedfordshire SG18 8TO

United Kingdom

Email: kluwerlaw@turpin-distribution.com

DISCLAIMER: The material in this volume is in the nature of general comment only. It is not offered as advice on any particular matter and should not be taken as such. The editor and the contributing authors expressly disclaim all liability to any person with regard to anything done or omitted to be done, and with respect to the consequences of anything done or omitted to be done wholly or partly in reliance upon the whole or any part of the contents of this volume. No reader should act or refrain from acting on the basis of any matter contained in this volume without first obtaining professional advice regarding the particular facts and circumstances at issue. Any and all opinions expressed herein are those of the particular author and are not necessarily those of the editor or publisher of this volume.

Printed on acid-free paper.

ISBN 978-90-411-4861-2

This title is available on www.kluwerlawonline.com

© 2013, Kluwer Law International BV, The Netherlands

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without written permission from the publisher.

Permission to use this content must be obtained from the copyright owner. Please apply to: Permissions Department, Wolters Kluwer Legal, 76 Ninth Avenue, 7th Floor, New York, NY 10011-5201, USA. Email: permissions@kluwerlaw.com

Printed and Bound by CPI Group (UK) Ltd, Croydon, CR0 4YY.

# The Authors



XU Chongde was born in Qingpu, Shanghai in 1929. He received his Bachelor's Degree from the Department of Law, Fudan University in 1951, and after obtaining his Graduate Certificate, started his teaching career at the School of Law, Renmin University of China in 1953. Xu Chongde was appointed as Professor and Tutor of Doctoral Students in 1986 and has been teaching Constitutional Law at the University since then. Beginning in the late 1980s, he has been invited to lecture at the University of Macao, the City University of Hong Kong, Seoul National University, Chungang University, New York State University, Yale University, and Ritsumeikan Uni-

versity. It is well known in China that Xu Chongde gave lectures on Constitutional Law for the Standing Committee of the National People's Congress in 1998 and for the first learning meeting of the Central Political Bureau of the Communist Party of China in 2002.

In 1954, Xu Chongde, was a contributor to the drafting of the *Constitution of 1954*, engaging in collecting relevant information. In 1979, he participated in the draft and revision of the *Organic Law of Local People's Congresses and Governments at All Levels* and the *Election Law*. From 1980 to 1982, as a member of the Secretariat of the 'Constitutional Revision Committee', he was involved in the drafting of the current Constitution. He was nominated by the Standing Committee of The National People's Congress (NPC) as a member of the drafting committee for the *Basic Law of Hong Kong Special Administrative Region* in 1985 and for the *Basic Law of Macao Special Administrative Region* in 1988. Also, he was nominated by the Standing Committee of the NPC as a member of the preparatory committee of the Hong Kong Special Administrative Region in 1995 and of the Macao Special Administrative Region in 1998; thus witnessing the establishment of two special administrative regions.

At present, Xu Chongde is a member of the academic committee of the Law Society of China and Honorary President of the Constitution Research Association of China, and has also held offices as Vice President of the Political Research Association of China, the editor of the Political System volume of the Chinese Encyclopaedia, among other positions. Xu Chongde has been engaged in teaching and legal research since 1953 and has made bold innovations to the structure of constitutional textbooks. Some of his research results and opinions regarding the matters, for instance, that the President of The People's Republic of China (PRC) shall 'engage

#### The Authors

in activities involving State affairs' and the protection of human rights should be written into the Constitution have been accepted by the central authority.

Xu Chongde has published 318 academic articles to date, and published scholarly works, as author, contributor, or chief editor, of 75 different categories of books, including the *Constitutional History of the PRC*, *Discussing the Constitution by Learning, Theory of Power Division, Head of State*. One of the textbooks, *Constitutional Law of China* by the Press of Renmin University in 1988, has been published several times with over one million copies issued. *The Constitutional History of the PRC* won the Special Prize for outstanding achievement at the Eighth Beijing Philosophy and Social Sciences Congress in 2004 and again gained the Special Award of the Fifth Wu Yuzhang Humanities and Social Science Congress in 2007. Xu Chongde was designated, through online national voting hosted by China Central Television (CCTV), as the leading Rule of Law Figure in 2004. In January 2009, he was granted an Outstanding Contribution Certificate by the Beijing Education Committee and Beijing Degree Committee.



NIU Wenzhan was born in Yongji City, Shanxi Province in December 1975. He received his Master's Degree and Doctoral Degree as a Constitutional and Administrative Law major at the School of Law, Renmin University of China in 2004 and 2007 respectively. He gained a Bachelor of Arts Degree at the School of Foreign Languages, Beijing Forestry University in 1996. He has worked at the Standing Committee of the National People's Congress since July 2007. He has published articles on Chinese con-

stitutional issues, including Some Suggestions on the Fourth Amendment to the Current Constitution (2004), Development and Perfection of State Organs of China (2006), and How the Supervision Law Perfects the System of Reporting the Regulations for Record in China (2007), and two works, one being Administrative Law in the Political System (3rd edition) (Kenneth F. Warren, translated from English into Chinese and published by the Press of Renmin University in 2005), and the other being Interpretation System of the Macao Basic Law, published in the Macao Special Administrative Region of China in 2011.

The Authors	3
List of Abbreviations	13
Preface	15
General Introduction	17
Chapter 1. Brief Introduction of the Constitutional History of China	17
§1. CONSTITUTIONS BEFORE THE ESTABLISHMENT OF THE PEOPLE'S REPUBLIC OF CHINA (PRC)  I. Preparations of Constitution-Making Late in <i>Ding</i> Dynasty II. Provisional Constitution  III. Constitutions during the Periods of the Northern Warlords and the Nanjing National Government  A. Constitutions during the Periods of the Northern Warlords  B. Constitutions of the Nanjing National Government  IV. Constitutional Documents in the Revolutionary Base Areas	17 17 18 18 18 19
<ul> <li>\$2. Constitutions after the Establishment of the People's Republic of China</li> <li>I. The Common Programme of the Chinese People's Political Consultation Conference</li> <li>II. The Constitution of 1954</li> <li>III. The Constitution of 1975</li> <li>IV. The Constitution of 1978</li> <li>V. The Constitution of 1982</li> <li>VI. Amendments to the Constitution of 1982 <ul> <li>A. Amendments to the Constitution in 1988 (Articles 1–2)</li> <li>B. Amendments to the Constitution in 1993 (Articles 3-11)</li> <li>C. Amendments to the Constitution in 1999 (Articles 12-17)</li> </ul> </li> </ul>	20 22 24 25 25 27 27 27 28
D. Amendments to the Constitution in 2004 (Articles 18-31)	28

Chapter 2. PRC, A Socialist Country	30
THE CLASS STRUCTURE OF POLITICAL POWER  I. The People's Democratic Dictatorship is Led by the	
Working Class  II. The People's Democratic Dictatorship is Based on the Alliance of Workers and Peasants	30
III. The People's Democratic Dictatorship Perseveres in and Solidifies the Patriotic United Front	31
§2. THE ECONOMIC BASIS OF THE STATE  I. The Socialist Public Ownership of the Means of Production	32
Lays the Foundation of the Socialist Economic System II. The Non-Public Sectors of the Economy Constitute an Important	32
Component of the Socialist Market Economy	
§3. THE GUIDING IDEOLOGY OF THE STATE  I. The Decision of the Policy of Reform and Opening Made under	33
the Guidance of Marxism  II. Guaranteeing the Socialist Character of Market-Oriented	34
Economy Institution III. Promoting the Building of a Moderately Prosperous Society	35
in All Respects	36
Chapter 3. PRC, A Developing Country	39
Chapter 4. The Basic Task of the Nation: Socialist Modernization	41
Part I. The Form of Government and the Political System of PRC	43
Chapter 1. The State Structure Form of PRC	43
Chapter 2. The Organization Form of Government of PRC I. Relations between the People and State Power II. Relations between the People and the Organs Who Exercise	45 45
State Power	45
III. Relations between the Organs Exercising State Power and Other State Organs	45
IV. Relations between the Central Authority and Local Organs of State	46
Chapter 3. The System of Multi-Party Cooperation and Political Consultations under the Leadership of CPC	48