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ARTICLES

ON THE STRENGTHENING OF PROCURATORIAL SUPERVISION IN THE NEW ERA: THEORETICAL LOGIC AND INNOVATIVE PATHS

Fu Rong

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ON THE STRENGTHENING OF PROCURATORIAL SUPERVISION IN THE NEW ERA: THEORETICAL LOGIC AND INNOVATIVE PATHS

Fu Rong[*]

Anchored in the strategic deployment of the 15th Five-Year Plan to 'strengthen procuratorial supervision and intensify public interest litigation', and guided by Xi Jinping Thought on the Rule of Law, this article examines pathways and practical innovations for strengthening procuratorial supervision in the new era. From four dimensions — historical logic, practical imperatives, strategic value, and international perspective — it explores the historical necessity of strengthening procuratorial supervision. It elaborates basic theory, clarifies institutional positioning, and delineates boundaries on the exercise of procuratorial power. It further analyzes basic orientation, priority areas, and four foundational relationships that practice must handle with care. On that basis, it proposes innovative pathways through renewal of ideas, institutional innovation, and digital-intelligent empowerment. Grounded in practical pain points and scholarly frontier, and integrating theoretical explanation with empirical inquiry, this article aims to contribute analytic support and workable reference for improving the socialist procuratorial system with Chinese characteristics and for advancing modernization of China's governance system and capacity.

I. INTRODUCTION

The 15th Five-Year Plan explicitly calls for 'strengthening procuratorial supervision and intensifying public interest litigation'. This formulation distills experience under the law-based governance of China in all respects in the new era and sets strategic expectations for procuratorial work within Chinese modernization. As an integral part of the national oversight system, procuratorial supervision is a core duty entrusted to procuratorial organs by the *Constitution* and laws. It is an important institutional support for securing unified and correct implementation of law, safeguarding fairness and justice,

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and protecting state and societal public interests. Xi Jinping Thought on the Rule of Law is the fundamental compliance and action guide for law-based governance in the new era. It clarifies the constitutional positioning, principal functions, and basic tasks of procuratorial legal supervision, and furnishes scientific guidance for strengthening procuratorial supervision.[1]

Since the 18th National Congress of the Communist Party of China (CPC), under the strong leadership of the CPC Central Committee with Comrade *Xi Jinping* at its core, China's procuratorial supervision has achieved historic advances: its coverage has expanded, its mechanisms have steadily improved, and its effectiveness has markedly increased, playing an important role in safeguarding national security and social stability, serving high-quality economic and social development, and protecting people's well-being. At the same time, it must be soberly recognized that, compared with the higher demands of advancing the rule of law in China during the 15th Five-Year Plan period and compared with people's evolving expectations regarding democracy, the rule of law, fairness, justice, security, and environment, procuratorial supervision still faces issues such as imprecise articulation of its positioning, insufficiently clear boundaries of power, inadequate supervisory functions, and limited innovative momentum, all of which require systematic responses in both theory and practice. Accordingly, research that integrates historical context with present needs, and that addresses strengthening procuratorial supervision from the dual angles of theoretical logic and practical innovation, has significant theoretical and practical importance.

II. THE INEVITABILITY OF STRENGTHENING PROCURATORIAL SUPERVISION AND ITS STRATEGIC VALUE

Strengthening procuratorial supervision is not mere functional expansion; it is an inherent requirement for modernizing China's governance system and capacity in the new era and an inevitable choice as law-based governance in all respects moves to greater depth. Its necessity and importance appear along multiple dimensions — historical continuity, practical needs, and strategic imperatives — and should be explored in depth and breadth through the integration of theory and practice, domestic and international perspectives, and immediate and longer-term horizons.

1 *See* Ying Yong, *Following Xi Jinping Thought on the Rule of Law as Guidance and Building an Independent Knowledge System of Chinese Procuratorial Science*, 24 Democracy and Legal System 11-17 (2025).

A. Strengthening Procuratorial Supervision as Continuity of the Founding Mission of the People's Procuratorial System and as a Demand of the Times

'In November 1931, the people's procuratorial undertaking set sail in Ruijin. Over the past 95 years, it has marched in step with the Party's leadership in revolution, construction, and reform, aligned itself with the cause of the Party and the State, and advanced alongside the building of the rule of law in China — growing from nothing to strength and pressing forward through trials. It has traveled an extraordinary path.'[2] Since its inception, the people's procuratorial system has shared its destiny with the cause of the Party and the State. A supervisory attribute is part of its foundational identity. From safeguarding revolutionary order and revolutionary achievements, to consolidating the people's political power and maintaining legal unity after 1949, and to serving economic construction and promoting judicial fairness after reform and opening up, the functional content of procuratorial supervision has continually enriched over time, yet its core mission — securing implementation of law and safeguarding fairness and justice — has remained constant. The *CPC Central Committee's Opinion on Strengthening the Work of Legal Supervision by Procuratorial Organs in the New Era* points out that people's procuratorates are organs of state legal supervision, judicial organs that secure unified and correct implementation of national law, important forces protecting state interests and social public interests, and important components of the national oversight system, and play an important role in advancing comprehensive law-based governance and building a socialist law-based state. It precisely defines the multiple orientations and highlights the unique value of procuratorial supervision in national governance.

In the new era, the principal social contradiction in China has undergone profound change. 'The building of the rule of law has shifted from the paradigm that 'there are laws to go by, they are observed and strictly enforced, and violators are brought to book' toward that of 'sound lawmaking, strict law enforcement, impartial administration of justice, and the observance of the law by all', thereby foregrounding core values of the rule of law — science, efficiency, fairness, security, and harmony — in law-based governance in all respects.'[3] The historical mission of procuratorial supervision has accordingly acquired new meaning for the times. Strengthening procuratorial

2 CPC Leadership Group of the Supreme People's Procuratorate, *Learning from History and Embarking on a New Journey for the People's Procuratorial Undertaking Under the Party's Absolute Leadership (Thoroughly Implementing the Spirit of the Sixth Plenary Session of the 19th CPC Central Committee)*, People's Daily, December 26, 2021, at 5.

3 Liang Yingxiu, *Advancing Toward a Higher-Level Rule-of-Law China*, Legal Daily, January 23, 2025, at 1.

supervision both carries forward more than ninety years of experience in the people's procuratorial system and responds necessarily to new conditions and challenges. By inheriting the sound tradition of 'supervision in handling cases and handling cases through supervision',[4] it aligns legal supervision with the needs of national governance and enables the people's procuratorial system to display greater vitality in the new era.

B. Strengthening Procuratorial Supervision as an Urgent Need to Address Practical Challenges of the Rule of Law

China's development of the rule of law has attained notable achievements, yet weaknesses persist in the implementation of law, and salient problems in law enforcement and the administration of justice await resolution through strengthened procuratorial supervision. At the level of enforcement, 'inaction and arbitrary action in enforcement, as well as campaign-style, selective, excessive, and profit-driven enforcement, still occur in some domains',[5] undermining the authority and unity of law. At the level of the judiciary, 'major problems existing in the judicial field are that judicial injustice and low public trust in the judiciary are salient; some judicial personnel have improper conduct and lack integrity in case-handling, deciding cases under the influence of money, personal connections or personal favour, and extorting benefits from both plaintiffs and defendants',[6] impairing popular faith in the rule of law. At the societal level, problems in food and drug safety, ecological environmental damage, and harm to public interests continue to arise, calling for specialized supervisory forces and safeguards of the rule of law.

As a specialized form of legal supervision, procuratorial supervision has distinctive procedural, professional, and authoritative advantages: it can proceed in parallel with litigation, promptly detecting and correcting unlawful law enforcement and judicial conduct. For example, 'in recent practice, unlawful investigative conduct still occurs with some frequency at the filing stage, impairing judicial fairness, credibility, and authority and requiring procuratorial organs to better perform their functions and correct

4 'Supervision in handling cases' means handling cases with legal supervision as the standpoint and goal, realizing legal supervision in judicial handling and overcoming mistaken tendencies such as one-sided or isolated handling; 'handling cases through supervision' means treating case handling as the basic path and means of legal supervision, stressing case handling within legal supervision and overcoming tendencies to sever supervision or leave it empty, and making full and good use of case handling as a means. *See* Xie Pengcheng, *Upholding the Procuratorial Idea of 'Supervision in Handling Cases and Handling Cases Through Supervision'*, Procuratorial Daily, January 22, 2021, at 3.

5 Ma Huaide, *Improving the Administrative Law Enforcement Supervision System to Remedy Weak Links in Law-Based Government Building*, 2 Chinese Rule of Law 48-50 (2025).

6 XI JINPING, ON UPHOLDING LAW-BASED GOVERNANCE IN ALL RESPECTS, at 98 (Central Party Literature Press, 2020).

such conduct in a timely manner.'[7] Strengthening procuratorial supervision means adopting a problem-oriented approach, concentrating on weak links in law implementation, exercising supervision in a targeted manner, fostering long-term mechanisms for standardized law enforcement and judicial conduct, and enabling the *Constitution* and laws truly to become behavioral norms for the whole of society.

C. Strengthening Procuratorial Supervision as Core Support for Advancing Modernization of National Governance

Xi Jinping Thought on the Rule of Law emphasizes that 'we must persist in advancing modernization of the national governance system and capacity under the rule of law. The rule of law is an important underpinning of the national governance system and capacity.'[8] As an important part of the oversight system of the Party and the State, procuratorial supervision, through whole-process supervision of law enforcement and judicial activities, helps ensure that governance tasks run under the rule of law. It is an important supporting force for modernization of national governance, thereby supplying solid guarantees of the rule of law for national governance.

In the process of Chinese modernization, the strategic value of procuratorial supervision appears along several dimensions: in safeguarding national security, through normalized efforts such as combating organized crime and punishing cybercrime; in serving high-quality economic development, through measures such as strengthening intellectual property protection, guarding against financial risks, and protecting the lawful rights and interests of enterprises, thereby improving the market environment under the rule of law; in protecting people's well-being, by focusing on pressing difficulties in food and drug safety, education, medical care, and wages, thereby consolidating the people's foundations of governance; and in protecting the ecological environment, through distinctive functions such as procuratorial public interest litigation work, promoting the improvement of the ecological environmental governance system. 'Oversight by people's congresses and procuratorial supervision are both important components of the national oversight system. They share common goals and missions in upholding Party leadership and protecting the people's interests, and their

7 Hou Yahui, Zhou Huiyong & Liu Zhongqi, *Adhering to the Constitutional Positioning of Legal Supervision and Strengthening Supervision of Criminal Filing and Investigative Activities: Commentary on the Fifty-Third Batch of Guiding Cases of the Supreme People's Procuratorate*, 6 The Chinese Procurators 3-8 (2025).

8 Xi Jinping, *Firmly Following the Path of Socialist Rule of Law with Chinese Characteristics and Providing Strong Guarantees of the Rule of Law for Building a Modern Socialist Country in All Respects*, 5 Qiushi Journal 10 (2021).

supervisory ideas, such as supervision in accordance with law and promotion of judicial fairness, are highly convergent. The coordination between the two can achieve complementary strengths and produce a supervisory effect in which 'one plus one is greater than two'.'[9] Strengthening procuratorial supervision can promote organic linkage and mutual coordination between legal supervision and Party oversight, oversight by people's congresses, supervisory commission oversight, and other forms of oversight.

D. Strengthening Procuratorial Supervision as China's Contribution to and Proposal for the Development of Civilization on the Rule of Law

A core trait of modern rule-of-law civilization is a sound mechanism of checks and balances over power. As an important part of the system of socialist rule of law with Chinese characteristics, procuratorial supervision has drawn on useful achievements of human rule-of-law civilization while innovating in light of China's national conditions, thereby forming a distinctive supervisory model. Unlike Western procuratorial systems, China's procuratorial supervision is an important component of the oversight system of the Party and the State. Under the centralized and unified leadership of the Party, it centers on securing unified and correct implementation of law and covers all four domains — criminal, civil, administrative, and public interest litigation — thereby reflecting institutional strengths of socialist rule of law with Chinese characteristics.[10]

Strengthening procuratorial supervision is not only an inherent requirement for improving the socialist procuratorial system with Chinese characteristics but also an important channel for presenting China's achievements of the rule of law to the world. Ideas embedded in the current system — such as Party leadership, putting the people first, whole-process supervision, and stress on practical results — offer reference for other countries seeking to improve mechanisms for power supervision.

In particular, the procuratorial public interest litigation system, as a vivid practice and original achievement of Xi Jinping Thought on the Rule of Law in the field of public interest protection, demonstrates the institutional strengths of socialist rule of law with Chinese characteristics throughout its development. 'From the Fourth Plenary Session of the 18th CPC Central Committee in 2014, which creatively proposed 'exploring the establishment

9 Fu Qianqian, Jiang Xixi & Xin Guoqiang, *Research on Mechanisms for Linkage and Coordination Between Procuratorial Supervision and Oversight by People's Congresses*, 5 The People's Congress of Beijing 40-42 (2025).

10 *See* Xu Xianming, *Several Basic Theoretical Issues of Chinese Procuratorial Science*, 4 Journal of National Prosecutors College 15-23 (2025).

of a system of public interest litigation instituted by procuratorial organs', to the 2017 amendment to the *Administrative Procedure Law* formally conferring on procuratorial organs the duty to institute administrative public interest litigation, to the Fourth Plenary Session of the 19th CPC Central Committee in 2019 calling for 'expanding the scope of public interest litigation cases', and to the *Report to the 20th CPC National Congress* in 2022 stressing 'improving the public interest litigation system', the system has evolved from its inception toward greater breadth and depth'.[11] From July 2015 through September 2025, procuratorial organs nationwide handled more than 1.224 million public interest litigation cases. After ten years of exploration and practice, the procuratorial public interest litigation system has become increasingly mature, forming 'a Chinese approach' to judicial protection of the public interest.[12] In June 2026, the draft *Procuratorial Public Interest Litigation Law* entered its second reading. This dedicated legislation marks a new stage of higher-level development for the public interest litigation system during the 15th Five-Year Plan period. This institutional innovation not only offers Chinese wisdom and solutions to address the worldwide challenge of the 'tragedy of the commons', but also makes significant contributions to the progress of global rule-of-law civilization. By strengthening procuratorial supervision and continually improving capacity and standards of supervision, the superiority of the socialist procuratorial system with Chinese characteristics can be more fully displayed, generating still greater contributions to the progress of human rule-of-law civilization.

III. THEORETICAL DELIMITATION OF PROCURATORIAL SUPERVISION

Strengthening procuratorial supervision must begin by clarifying constitutional positioning, defining boundaries of power, and handling several major relationships in practice, so as to avoid misplaced or excessive supervision arising from skewed positioning or blurred boundaries and to ensure that procuratorial supervision operates soundly under the rule of law.

A. Basic Positioning of Procuratorial Supervision

1. Constitutional Positioning. — Article 134 of the *Constitution of the People's Republic of China* provides that 'The people's procuratorates

11 Ying Yong, *Improving the Procuratorial Public Interest Litigation System*, 14 Qiushi Journal 4-9 (2025).

12 *See* PRESS CONFERENCE OF THE SUPREME PEOPLE'S COURT AND THE SUPREME PEOPLE'S PROCURATORATE ON TYPICAL CASES OF ADMINISTRATIVE PUBLIC INTEREST LITIGATION, at https://www.spp.gov.cn/xzgyssdxal/22xwfbh_sp.shtml (Last visited on September 1, 2026).

of the People's Republic of China are the legal oversight organs of the State.' This provision establishes the constitutional status of procuratorial organs and identifies the core attribute of procuratorial power as legal supervision power. Paragraph 2 of article 2 of the *Organic Law of the People's Procuratorates* further elaborates the purposes of the positioning as organs of legal supervision. Compared with other forms of oversight, procuratorial supervision exhibits specialization, procedurality, and authority: specialization means that procuratorial organs are the sole state organs specifically exercising legal supervision, enabling concentrated professional supervision; procedurality means that procuratorial supervision proceeds through statutory litigation procedures with strict procedural norms; authority means that procuratorial supervision is backed by state coercive force and that supervisory opinions carry legal effect.[13]

A correct grasp of the constitutional positioning of procuratorial supervision requires rejecting the mistaken notion that 'supervision means opposition', and 'clarifying that the essence of procuratorial supervision is oversight of public power, with litigation supervision at its core. It is mainly supervision of matters, manifested as the supervision of whether relevant state organs perform duties in accordance with law, rather than replacing other state organs in performing their duties'.[14] Through the supervision of law enforcement and judicial activities, procuratorial organs correct unlawful conduct and secure the implementation of law. This both regulates the performance of supervised organs and supports their lawful performance. In practice, organs must firmly adhere to supervisory duties conferred by the *Constitution* — neither absent nor overreaching — and, through precise and effective supervision, achieve the organic unity of safeguarding legal unity and ensuring that power is exercised in accordance with law.

2. Functional Positioning. — Functional positioning of procuratorial supervision is the concrete embodiment of its constitutional positioning. Its core lies in the organic integration of plural values. Functionally, procuratorial supervision embodies guarantee, correction, prevention, and governance: the guarantee function secures unified and correct implementation of the *Constitution* and laws and protects lawful rights and interests of citizens, legal persons, and other organizations. The correction function promptly detects and corrects unlawful law enforcement and judicial conduct and safeguards judicial fairness. The prevention function, through supervision, promotes

13 *See* Jin Xin, *Accurately Grasping the Essential Meaning and Practical Requirements of 'Adhering to Legal Supervision as the Main Responsibility and High-Quality Case Handling as the Ontological Foundation'*, Procuratorial Daily (Theory), January 26, 2026.

14 Zhu Quanbao, *The Constitutional Connotation of the Legal Supervisory Organ*, 1 China Legal Science 137-157 (2022).

standardized performance by law enforcement and judicial organs and prevents and reduces the occurrence of unlawful conduct. The governance function, through supervision, promotes resolution of deep-seated problems in social governance and improves the effectiveness of national governance.

Strengthening procuratorial supervision in the new era requires coordinating the internal connections among these functions and realizing their synergistic fulfillment. We should take the guarantee function as the foundation, the correction function as the core, the prevention function as the extension, and the governance function as the goal. Individual-case supervision should promote the governance of similar cases, and the resolution of concrete problems should promote the improvement of systems.

B. Boundaries on the Exercise of Procuratorial Power

1. Vertical Boundaries. — Vertical boundaries of procuratorial power chiefly concern the division of authority between central and local procuratorial organs, that is, between the Supreme People's Procuratorate and local people's procuratorates at all levels and between higher-level and lower-level procuratorates. Article 10 of the *Organic Law of the People's Procuratorates* provides that 'The Supreme People's Procuratorate is the highest procuratorial organ. The Supreme People's Procuratorate leads the work of the local people's procuratorates at all levels and the special people's procuratorates. People's procuratorates at higher levels lead the work of people's procuratorates at lower levels.' This leadership structure supplies an institutional guarantee for unified and efficient procuratorial supervision. In the vertical division of authority, the supervisory priorities of each level should be clear: the Supreme People's Procuratorate should focus on national, overarching, and strategic issues, strengthen supervision and guidance of major cases, formulate procuratorial work rules and guiding cases, and promote improvement of the procuratorial supervision system. Provincial people's procuratorates should prioritize major cases within their administrative regions, coordinate cross-regional supervision, and strengthen professional guidance for lower-level procuratorates. Municipal and county-level people's procuratorates should proceed from grassroots realities, focus on unfair law enforcement and judicial conduct affecting people's daily lives, and carry out regularized supervision to ensure that legal supervision delivers tangible results.[15] At the same time, linkage mechanisms between higher-level and lower-level procuratorates should be improved to form a supervisory pattern of 'overall planning from above, implementation

15 *See* Han Chengjun, *Functional Positioning and Division of Authority Among Procuratorial Organs at Different Levels*, 2 Henan Social Sciences 57-63, 123 (2016).

below, and synergy between levels', avoiding the fragmentation of supervision.

2. Horizontal Boundaries. — Horizontal boundaries of procuratorial power chiefly concern clarifying its relationship with other state powers, especially judicial power, administrative power, and supervisory power. The core lies in adherence to the principle of division of functions, mutual cooperation and mutual restraint, so that every power operates in a standardized manner in accordance with the law.

Regarding the relationship between procuratorial power and judicial power, procuratorial organs promote lawful adjudication by people's courts through supervision of adjudication activities while respecting independent adjudication and refraining from interfering with normal trial work. In criminal procedure, procuratorial organs perform duties of review for approval of arrest and review for prosecution and issue corrective opinions or lodge protests against unlawful circumstances in adjudication. In civil and administrative procedures, they supervise adjudication activities through protests, procuratorial suggestions, and other means, forming a benign interactive relationship of 'supervision and being supervised'. 'Procuratorial power and judicial power alike bear major responsibility for judicial fairness and play important roles in pursuing it. Although the two maintain a certain procedural tension, they share the same substantive objective — judicial fairness'.[16]

In terms of the relationship between procuratorial power and administrative power, 'for administrative acts still in progress, procuratorial organs should exercise procedural control; for completed administrative acts, they should conduct the review of outcomes'.[17] Procuratorial organs must not replace administrative organs in exercising administrative management functions. Rather, through statutory procedures, they urge administrative organs to correct unlawful administrative acts, and where universal problems exist in administrative performance, they promote institutional improvement by issuing procuratorial suggestions on social governance.

Regarding the relationship between procuratorial power and supervisory power, smooth and authoritative mechanisms should be improved to align criminal justice with supervisory investigation procedures and evidentiary standards. Procuratorial organs and supervisory commissions adhere, in handling duty-related crimes, to the principles of mutual coordination and mutual checks, improving mechanisms such as advance intervention,

16 Shi Maosheng, *Thinking About the Relationship Between Procuratorial Authority and Jurisdiction Again: Based on the Research on Prosecution Trial Run*, 2 Law Science Magazine 95-102 (2015).

17 Wang Xuecheng & Zeng Chong, *Institutional Construction of Procuratorial Power Checking Administrative Power in China*, 4 Administrative Law Review 61-68 (2007).

return for supplementary investigation, and supplementary investigation by procuratorial organs themselves, thereby forming synergy against corruption. At the same time, the division of duties between procuratorial supervision and supervisory oversight should be clear: 'supervisory commissions mainly oversee the integrity and diligence with which public officials perform duties, aiming to secure integrity and diligence; procuratorial organs oversee the legality of the exercise of state power by relevant organs, aiming to maintain the unity of the national rule of law and correct the implementation of law'.[18]

3. Internal Boundaries. — Internal boundaries of procuratorial power concern internal checks and norms on its operation — division of authority and mutual oversight among internal departments and among procuratorial personnel — with the core being sound internal management mechanisms to ensure that procuratorial power is exercised in accordance with law and in a standardized fashion.

Regarding the division among departments, the principle of 'clear division of labor and unity of power and responsibility' should be applied to define the scope of criminal, civil, administrative, and procuratorial public interest litigation work and avoid overlapping or missing functions. Cross-department coordination mechanisms should be established. For complex cases spanning multiple domains, joint handling and coordinated supervision should be implemented to improve effectiveness. Regarding division among personnel, the judicial responsibility system should be improved to clarify the authority and responsibility of procurators, chief procurators, and procuratorial committees. Integrated attention to 'three managements' should help implement the principle that 'whoever handles a case is responsible and whoever decides is responsible.' At the same time, internal checks on procuratorial organs should be strengthened by constructing and improving standards for checking procuratorial power that integrate substance, procedure, and results, and by using digital empowerment to improve whole-process mechanisms for checking the operation of procuratorial power. Systems such as withdrawal from handling cases where conflicts of interest exist and tenure restrictions for procuratorial personnel should be improved to prevent abuse of power. Appraisal mechanisms for procuratorial business should be established, with the quality and effects of supervision as important indicators, guiding procuratorial personnel to perform duties in accordance with law and in a standardized fashion.

18 Zhu Xiaoqing, *Consolidation and Development of the Procuratorial System After the Reform of the State Supervision System*, 4 Chinese Journal of Law 3-19 (2018).

IV. BASIC ORIENTATION, PRIORITY AREAS, AND PRACTICAL REQUIREMENTS FOR STRENGTHENING PROCURATORIAL SUPERVISION IN THE NEW ERA

During the 15th Five-Year Plan period, strengthening procuratorial supervision must proceed from the historical position of the new development stage in the new era, accurately grasp the strategic deployment of law-based governance in all respects, focus on the overall work of the Party and the State, clarify supervisory priorities, and respond to practical requirements, so that procuratorial supervision always advances in the correct direction.

A. Basic Orientation

The basic orientation for strengthening procuratorial supervision in the new era lies in the organic unity of upholding Party leadership, putting the people first, and taking the rule of law as the guide. The Party's absolute leadership is the highest principle and greatest strength of procuratorial work and the fundamental guarantee for strengthening procuratorial supervision. Xi Jinping Thought on the Rule of Law treats 'upholding the Party's leadership over law-based governance in all respects' as the first of the 'Twelve Upholds', thereby defining the political direction of procuratorial supervision. 'Procuratorial organs take political organs as their primary identity, and the primary attribute of procuratorial work is its political attribute. Procuratorial organs must be clear-cut in upholding political principles'.[19] We should run Party leadership through the entire process and all aspects of procuratorial supervision, strictly implement the reporting system, and ensure that procuratorial supervision proceeds in an orderly manner under Party leadership.[20]

Putting the people first is the value pursuit of procuratorial supervision and the fundamental stance of procuratorial work in the new era. Prosecutor General *Ying Yong* has stressed that 'Justice should not be cold-hearted. It should be the justice with warmth, with strength, and with the unity of legal principle, reason, and sentiment.' As people's aspirations for a better life

19 OVERALL DESIGN FOR HIGH-QUALITY DEVELOPMENT OF PROCURATORIAL WORK IN 'THE 15TH FIVE-YEAR PLAN PERIOD': AN OFFICIAL OF THE GENERAL OFFICE OF THE SUPREME PEOPLE'S PROCURATORATE INTERPRETS 'THE 15TH FIVE-YEAR PLAN' FOR THE PEOPLE'S PROCURATORIAL UNDERTAKING, at https://www.spp.gov.cn/xwfbh/wsfbt/202607/t20260723_732552.shtml#2 (Last visited on August 15, 2026).

20 *See* SUPREME PEOPLE'S PROCURATORATE, OPINION ON COMPREHENSIVELY DEEPENING PROCURATORIAL REFORM AND FURTHER STRENGTHENING PROCURATORIAL WORK IN THE NEW ERA, at https://www.spp.gov.cn/xwfbh/wsfbh/202412/t20241205_675614.shtml (Last visited on September 2, 2026).

shift from material needs to higher-level needs such as democracy, the rule of law, fairness, and justice, procuratorial supervision must focus on pressing difficulties in people's lives, intensify supervision in livelihood-related fields, and enable the people to feel fairness and justice in every judicial case. Strengthening procuratorial supervision means consistently applying a people-centered approach to development, taking popular satisfaction as an important measure of supervisory effectiveness, addressing law enforcement and judicial unfairness raised by the people through precise and effective supervision, and continually consolidating the popular foundations of governance.

Taking the rule of law as the guide is the fundamental principle for procuratorial supervision and the key to improving the credibility of supervision. As legal supervision, procuratorial supervision must strictly proceed in accordance with the *Constitution* and laws, adhere to facts as the basis and law as the measure, and ensure that supervisory conduct is lawful and compliant and supervisory outcomes are fair and authoritative. Strengthening procuratorial supervision requires always respecting the bottom line of the rule of law, applying rule-of-law thinking and methods in supervision, and being both bold and adept in supervision while supervising in accordance with law and in a standardized fashion.

B. Priority Areas

Procuratorial organs should concentrate supervisory force on key links of national governance. 'The basic pattern of legal supervision formed through deepening reform in 2018 — criminal, civil, administrative, and public interest litigation procuratorial work, known as the 'four procuratorial domains' — is a major reform and practical innovation of the procuratorial system in the new era and a core lever for procuratorial organs to respond to change in the principal social contradiction and to modernize legal supervision'.[21] In addition, in response to the needs of national governance and the development of procuratorial practice, 'particular attention should be paid to the emerging phenomenon of 'domain-specific procuratorial science', treating formed priority business lines as emerging subdisciplines within procuratorial science — for example, financial, digital, and foreign-related procuratorial work.'[22] Thus, the four domains together with financial,

21 Qin Qianhong, *Directions for Building an Autonomous Knowledge System of Chinese Procuratorial Science*, 12 People's Procuratorial Semimonthly 8-12 (2025).

22 Guo Lixin & Zhang Xunyin, *Methodology for Constructing an Autonomous Knowledge System of Chinese Procuratorial Science*, 13 People's Procuratorial Semimonthly 24-28 (2025).

digital, and foreign-related procuratorial work constitute priority areas for strengthening procuratorial supervision in the new era.

1. Criminal Procuratorial Supervision. — Criminal procuratorial supervision is a traditional strength of procuratorial supervision and an important guarantee for safeguarding national security and social stability. Strengthening it in the new era requires focusing on the entire criminal process, prioritizing correction of problems such as improper filing, illegal evidence collection, disproportionate sentencing, and extended pretrial detention, and preventing miscarriages of justice at the source. Regarding the supervision of filing, in light of the facts that charges in supervised filing cases are relatively homogeneous and sources are relatively narrow and that the quality of supervised case withdrawal needs improvement, mechanisms for supervising the failure to file cases that ought to be filed and the filing of cases that ought not to be filed shall be refined, and information-sharing and case-briefing systems with public security organs shall be improved, to resolve the problems of 'difficulty in case-filing' and 'difficulty in exercising supervision'. For the supervision of investigation, the mechanism of investigation supervision and cooperation should be deepened to move the supervisory threshold forward, with advance intervention and guidance of investigation in major cases and standardized investigative conduct. Regarding the supervision of adjudication, an objective and impartial stance should be maintained, evidence review strengthened, and the exclusionary rule against illegally obtained evidence strictly implemented, with protests filed in accordance with law where conviction and sentencing are manifestly improper or the trial procedure is seriously unlawful. In terms of the supervision of execution, mechanisms combining resident and circuit procuratorial work in prisons and detention centers should be improved, with synchronized supervision of commutation, parole, and temporary execution outside prison.

2. Civil Procuratorial Supervision. — 'Civil procuratorial supervision strictly follows the *Civil Procedure Law*'s principled requirements and directional guidance on full-coverage, full-scope, and whole-process legal supervision by procuratorial organs over civil litigation, truly achieving the coexistence of trial supervision and execution supervision, the balance of process supervision and outcome supervision, the parallel supervision of persons and matters, and simultaneous advance of litigation supervision and non-litigation supervision, thereby displaying new content and a new landscape of the civil procuratorial supervision system'.[23] Strengthening civil

23 Tang Weijian & Lin Wei, *A New Journey of Civil Procuratorial Supervision in the New Era*, 7 People's Procuratorial Semimonthly 8-10 (2024).

procuratorial supervision should take the implementation of the *Civil Code* as an opportunity to prioritize cases involving proprietary rights, personal rights, and personality rights, intensify combat against sham litigation and malicious litigation, and unblock channels of judicial relief. Regarding the supervision of legally effective judgments, mechanisms for accepting and reviewing appeals against effective civil judgments should be improved, with priority for cases where judgments are manifestly unfair, procedure is unlawful, or social public interests are harmed. For the supervision of execution, advance sharing of execution and supervision information between courts and procuratorates should be deepened, with strengthened supervision of unlawful, passive, or selective execution to help resolve difficulties in execution. Regarding the support for litigation, focus should be placed on vulnerable groups such as the elderly, persons with disabilities, and rural migrant workers, supporting them in accordance with the law in safeguarding lawful rights and interests and promoting social fairness and justice. In terms of the supervision of sham litigation, the cooperation with adjudication and public security organs should be improved to accurately identify sham litigation and pursue legal liability of relevant persons in accordance with law.

3. Administrative Procuratorial Supervision. — 'Administrative procuratorial work in the new era bears the dual duty of promoting lawful adjudication by people's courts and promoting lawful performance by administrative organs.'[24] 'At present, administrative procuratorial work faces problems such as unclear theory on the scope of supervision, unclear positioning of the supervisory system, and a lack of normalization and effectiveness in supervisory methods, leading to weak phenomena such as reluctance or inability to supervise.'[25] Strengthening administrative procuratorial supervision requires prioritizing the supervision of unlawful circumstances in administrative litigation while actively carrying out the supervision of unlawful administrative conduct and promoting substantive resolution of administrative disputes. In terms of the supervision of administrative litigation, 'the growing intensity of procuratorial supervision over legally effective administrative judgments is an important sign of full performance of administrative procuratorial supervisory functions in the new era'.[26] Whole-process supervision should be strengthened over legally effective administrative judgments, administrative trial procedure,

24 Dong Fanchao, *Supreme People's Procuratorate Issues Opinion Clarifying Tasks and Goals of Comprehensively Deepening Procuratorial Reform*, Legal Daily, December 7, 2024, at 3.

25 Xie Pengcheng, *On the Procuratorial Work System*, 2 Legal Forum 79-89 (2025).

26 Zhang Zhiyuan, *Approaches to Procuratorial Supervision over Effective Administrative Judgments in the New Era*, 5 Chinese Journal of Law 21-37 (2024).

and administrative execution to promote lawful adjudication and uphold judicial authority. Regarding the supervision of administrative performance, where administrative organs exercise powers unlawfully or fail to exercise them, procuratorial suggestions and other means should be used to urge correction and promote administration according to law. For the resolution of administrative disputes, the 'Fengqiao Model' for the new era should be upheld and developed, using hearings, conciliation, and other methods to address deep-seated problems behind administrative disputes and striving to 'take law as the basis, persuade with reason, and move with sentiment, making efforts to achieve the best unity of legal, political, and social effects.'[27] Regarding the supervision in priority areas, focus should be placed on key fields of administrative performance such as work safety, environmental protection, and market regulation, with intensified supervision to promote the unity of administration according to law and impartial administration of justice.

4. Procuratorial Public Interest Litigation Work. — 'As a special type of litigation, public interest litigation embodies policies such as the national sustainable development strategy in the litigation system. Its purposes include not only satisfying parties' claims and resolving disputes but also protecting public interests such as the national environment and resources and maintaining sustainable social development.'[28] Procuratorial public interest litigation work is a major innovation of procuratorial work in the new era and a priority task explicitly stressed in the 15th Five-Year Plan. Strengthening procuratorial public interest litigation work requires proceeding from the positioning as 'representatives of the public interest', focusing on traditional statutory domains such as ecological environment and resource protection, food and drug safety, the protection of state-owned assets, the transfer of state-owned land use rights, and the protection of the reputation and honor of heroes and martyrs, while actively exploring supervision in new domains such as the protection of traditional cultural heritage, national defense and military interests, and countering sanctions or the improper extraterritorial application of foreign laws.[29] Regarding ecological environmental public interest litigation, the supervision over acts of environmental pollution and ecological damage should be intensified. We should explore the establishment of management systems for ecological restoration funds and realize the goal of 'hearing one case is to govern one

27 XI JINPING, *supra* note 6, 260.

28 Fan Chongyi & Bai Xiufeng, *Several Reflections on Procuratorial Organs Instituting Public Interest Litigation*, 5 Law Science Magazine 78-86 (2017).

29 *See* Li Huawei & Fu Rong, *Leveraging Procuratorial Strength to Support the Implementation of the Counter-Sanctions Legal System*, Legal Daily (Theory), July 29, 2026.

field'. For food and drug safety public interest litigation, the 'four strictest' requirements should be implemented, unlawful conduct endangering food and drug safety should be severely cracked down on, and people's life and health should be protected. In terms of the protection of state-owned assets, supervision should be strengthened over the loss of state-owned assets and unlawful disposition of state-owned property by administrative organs to recover losses. Regarding the exploration of new domains, the scope of cases in which procuratorial organs institute public interest litigation should be adjusted in accordance with law in light of socioeconomic development and the operation of litigation mechanisms, responding to new public expectations for the protection of public interests.[30]

In addition, in the field of financial procuratorial work, financial crimes should be handled prudently and solidly, with emphasis on punishing mass illegal fund-raising and mass economic crimes in securities and futures, active efforts to overcome difficulties in recovering stolen assets and compensating losses, and strengthened combat against new types of crime such as financial credit-related offenses, virtual-currency money laundering, cross-border financial fraud, and crimes involving equity funds. Public interest litigation in the financial field should be carried out in a law-based, precise, and standardized manner with respect to special populations, fields, and industries. In the field of foreign-related procuratorial work, transnational crimes harming national sovereignty, security, and interests should be combated. Foreign-related civil and commercial adjudication and execution should be supervised. The supervision should be strengthened over sham litigation and over recognition of foreign civil and commercial judgments and arbitral awards, with equal protection of lawful rights and interests of Chinese and foreign parties. New domains of public interest litigation such as countering abusive foreign litigation, cross-border data security, and labor rights protection should be expanded. Procuratorial mechanisms should be constructed in areas such as counter-sanctions, counter-interference, counter-long-arm jurisdiction, and anti-corruption.[31] Criminal judicial assistance should be improved and paths for procuratorial participation in civil and commercial judicial assistance should be constructed.[32]

30 *See* Yang Qin, *Exploration of Several Issues Concerning Public Interest Litigation Instituted by Procuratorial Organs*, 12 Justice of China 84-87 (2015).

31 *See* THE ROLE AND FUNCTIONS OF PROCURATORIAL ORGANS IN COUNTER-SANCTIONS (Li Huawei & Wang Wei eds., Law Press · China, 2025).

32 *See* Fu Rong & Wang Yuhan, *Building a System of Foreign-Related Procuratorial Work: Theoretical Logic and Performance Paths*, 1 People · Rule of Law 58-61 (2026).

C. Practical Requirements

1. Coordinating Comprehensive Supervision and Targeted Supervision. — Procuratorial supervision in the new era should both achieve broad coverage and highlight priorities to improve precision, properly handling the relationship between 'quantity' and 'quality'. Targeted supervision is not inconsistent with maintaining an appropriate scale of case handling. We should strive to achieve a positive interaction between 'quantity underpinned by quality' and 'quality supported by quantity'.

Regarding comprehensive supervision, overall and coordinated development of criminal, civil, administrative, and public interest litigation in procuratorial work should be promoted to realize whole-process, all-direction supervision of law enforcement and judicial activities. Mechanisms for discovering supervisory leads should be established and improved, using multiple channels such as big-data analytics, public reporting, and referrals by departments to broaden supervision. Supervisory methods such as protests, corrective opinions, and procuratorial suggestions should be applied in combination. The supervision of matters and the supervision of persons should be combined.

For targeted supervision, we should focus on key areas, key links and key cases, concentrate efforts on supervising and correcting prominent problems, and prevent supervision from becoming overgeneralized and formalized. First, supervisory depth should increase, from superficial supervision such as procedural flaws, single cases, and simple questions of evidentiary determination or legal application toward deep supervision such as substantive issues, similar case supervision, and complex evidentiary and legal questions. Similar case supervision should be further strengthened: systematic research on similar cases or similar universal problems, the supervision through similar case procuratorial suggestions, the expansion from points to surfaces of the scope of procuratorial supervision, and the enhancement of actual supervisory effects. Second, supervisory methods should be precise: protests, corrective opinions, and procuratorial suggestions should be differentiated according to the object and matter of supervision. Third, the timing of supervision should be precise, with timely intervention at key nodes of law enforcement and judicial activities to avoid belated or excessive intervention. Fourth, supervisory quality should be high: targeted supervision requires procuratorial supervision to stress the improvement of quality, center on improving supervisory effectiveness, and thereby achieve the balance between procuratorial means and ends and between input and output. Fifth, supervisory effects should be sound: 'we should focus on substantive correction,

procedural safeguards, dispute resolution, and the optimization of governance, realizing the organic unity of political, social, and legal effects.'[33]

2. Coordinating the Rigidity and Restraint of Supervision. — Strengthening procuratorial supervision requires enhancing supervisory rigidity to ensure that supervisory opinions are effectively implemented, while also adhering to supervisory restraint, respecting statutory powers of supervised organs, and avoiding supervisory overreach or misplacement.

Rigidity manifests in the legal effect and enforceability of supervisory opinions; where units or individuals refuse to accept supervision or fail to implement supervisory opinions, corresponding measures should be taken in accordance with the law to hold them accountable and uphold supervisory authority. To enhance the rigidity of procuratorial supervision, legislation should retain procuratorial investigation authority over duty crimes discovered in performing duties, confer strong binding force on procuratorial supervision, and vest procuratorial organs with the power to investigate and verify together with necessary measures.[34]

Restraint means that procuratorial supervision should follow judicial regularities and the regularities of power operation and must not excessively interfere with normal performance by supervised organs. For example, the design and exercise of the procuratorial power to protest should reflect restraint.[35] In adhering to restraint, 'the content and extension of litigation supervision should be scientifically defined without arbitrarily expanding its boundaries'.[36] Independent adjudication and administrative management powers should be respected, and supervisory purposes should be achieved through procedural justice. At the same time, 'supervision and support should be stressed equally', supporting supervised organs in lawful performance within supervision and forming synergy in law enforcement and justice.[37]

3. Coordinating Supervisory Innovation and Supervisory Standardization. — Reform and innovation are sources of momentum for strengthening procuratorial supervision. Orderly standardization is an important guarantee of healthy development. In procuratorial work in the new era, local procuratorial

33 Wang Jing & Zheng Yajing, *Ideas and Standards for Targeted Civil Procuratorial Supervision*, 5 The Chinese Procurators 45-47 (2020).

34 *See* Zhang Jie, *Power to Investigate and Verify from the Perspective of the Rigidity of Procuratorial Legal Supervision*, 3 Tribune of Political Science and Law 95-105 (2023); Zhu Xiaoqing, *Strengthening the Rigidity of Procuratorial Supervision*, 15 The Chinese Procurators 5-8 (2018).

35 *See* Sun Qian, *Procuratorial Reform in China*, 6 Chinese Journal of Law 3-25 (2003).

36 Cheng Xiaolu, *On the Modesty of the Litigation Supervision from Procuratorial Organs Supervision*, 2 Journal of National Prosecutors College 50-56 (2012).

37 *See* FENG XIAOGUANG, PROMOTING SCIENTIFIC DEVELOPMENT OF SUPERVISION OVER LEGALLY EFFECTIVE CIVIL JUDGMENTS BASED ON 'TARGETED SUPERVISION', at https://www.spp.gov.cn//llyj/201909/t20190916_431803.shtml (Last visited on September 2, 2026).

organs should be encouraged to innovate supervisory mechanisms in light of actual conditions, exploring new models such as digital procuratorial work, cross-regional supervision, and coordinated supervision to overcome supervisory difficulties. For example, since 2021, procuratorial organs in Beijing have sought to overcome difficulties in discovering supervisory leads and insufficiently full performance of supervisory functions by shaping new forms of legal supervision, innovatively proposing the 'four procuratorial domains' together with the 'three structural ratios', effectively promoting comprehensive and coordinated development of the four domains, and unprecedentedly strengthening the initiative and attributes of legal supervision.[38] At the same time, standardization of supervision should be strengthened by clarifying boundaries and procedures for innovation and ensuring that all supervisory innovation remains within the framework of the *Constitution* and laws. Evaluation mechanisms for supervisory innovation should be established and improved to assess and refine various innovative measures. Mature experience should be elevated into institutional norms to avoid arbitrary or blind innovation.

4. Coordinating Internal Supervision and External Coordination. — Procuratorial supervision should both strengthen internal checks so that organs are upright and sound and strengthen coordination with external departments to form supervisory synergy. Internally, a three-dimensional system of internal checks on the operation of procuratorial power should be constructed — through strengthening Party supervision within the system, improving the allocation of procuratorial power, and strengthening the supervision and management of leading cadres — to achieve whole-process linkage before, during, and after events, full coverage of procurators and procuratorial organs at all levels, and supervisory effects that combine substantive and procedural supervision. Externally, coordination with public security, courts, supervisory commissions, administrative organs, and other departments should be strengthened by establishing and improving mechanisms for information sharing, case notification, case transfer, and joint enforcement, and promoting a pattern of coordinated supervision of 'procuratorial supervision plus other oversight'.[39] The relationship between 'internal supervision' and 'external coordination' should be handled well: internal supervision secures the fairness

38 *See* Zhu Yapin, *Strengthening the Driving Force of the 'Three Structural Ratios' to Promote Comprehensive and Coordinated Development of the 'Four Procuratorial Domains'*, Procuratorial Daily, July 23, 2024, at 3; PEOPLE'S PROCURATORATE OF BEIJING MUNICIPALITY, MAIN CASE-HANDLING DATA OF PROCURATORIAL ORGANS IN BEIJING, at https://www.bjjc.gov.cn/c/bjoweb/rdxw/75267.jhtml (Last visited on September 1, 2026).

39 *See* THE RESOLUTION OF THE CENTRAL COMMITTEE OF THE COMMUNIST PARTY OF CHINA ON FURTHER DEEPENING REFORM COMPREHENSIVELY TO ADVANCE CHINESE MODERNIZATION, at https://www.gov.cn/zhengce/202407/content_6963770.htm?1sRedirectHit=11454859 (Last visited on September 1, 2026).

and authority of procuratorial supervision, while external coordination improves the holism and effectiveness of supervision, forming a pattern of internal-external linkage and joint governance.

V. INNOVATIVE PATHWAYS FOR STRENGTHENING PROCURATORIAL SUPERVISION

During the 15th Five-Year Plan period, for strengthening procuratorial supervision, we must uphold the integration of problem-oriented, goal-oriented and result-oriented approaches, take Xi Jinping Thought on the Rule of Law as guidance, in light of salient problems in procuratorial supervision practice, and explore innovative pathways from the dimensions of concepts, mechanisms, methods, and science and technology, so as to build a procuratorial supervision system that is systematic, scientifically standardized, and effective in operation.

A. Renewing Ideas of Procuratorial Supervision

1. A Systematic Supervision Idea. — General Secretary *Xi Jinping* has pointed out that 'system thinking is a foundational idea and working method.'[40] System thinking is an important methodology of Xi Jinping Thought on Socialism with Chinese Characteristics for a New Era and an important guiding thought for strengthening procuratorial supervision. A systematic supervision idea requires situating procuratorial supervision in the overall national oversight system of the Party and the State, coordinating the four domains of criminal, civil, administrative, and public interest litigation in procuratorial work, and promoting comprehensive and coordinated development of all supervisory tasks. It is necessary to strengthen coordination between procuratorial supervision and other forms of oversight to foster a supervisory pattern featuring vertical linkage, horizontal coordination, and internal-external connectivity. We should adhere to the unity of 'supervision and governance', combining individual-case supervision with similar case governance and source governance, and, through supervision, promoting the resolution of deep-seated problems in social governance to achieve the effect that 'hearing one case is to govern one field'.

2. An Active Supervision Idea. — 'The attribute of legal supervision of procuratorial organs means that procuratorial review possesses greater

40 *See* THE PROPOSAL OF THE CPC CENTRAL COMMITTEE ON FORMULATING THE 14TH FIVE-YEAR PLAN FOR ECONOMIC AND SOCIAL DEVELOPMENT AND THE LONG-RANGE OBJECTIVES THROUGH THE YEAR 2035, at https://www.gov.cn/zhengce/2020-11/03/content_5556991.htm (Last visited on September 1, 2026).

dynamism than adjudication by courts.'[41] Active supervision is a salient feature of procuratorial supervision in the new era, and its core is proactive performance of duties. We should establish the idea of active supervision, break away from the traditional office-bound case-handling model, proactively expand supervisory reach, and go deep into the front lines of law-enforcement and judicial work to identify problems. It is necessary to strengthen research on emerging fields and new types of cases and actively explore supervisory paths and methods to respond to new public expectations. We should adhere to 'supervision in handling cases and handling cases through supervision', integrating supervision into the whole process of case handling, discovering supervisory leads through case handling, and improving case-handling quality through supervision. It requires active participation in social governance, issuing procuratorial suggestions on social governance regarding universal or trend-like problems discovered in supervision, and promoting institutional improvement and source governance.

B. Innovating Operating Mechanisms of Procuratorial Supervision

1. Innovating Mechanisms for Discovering Supervisory Leads. — 'Case leads are the premise and foundation of procuratorial case handling and the bridge linking case handling and supervision.'[42] The *Opinion on Comprehensively Deepening Procuratorial Reform and Further Strengthening Procuratorial Work in the New Era* issued by the Supreme People's Procuratorate calls for improving internal mechanisms for transferring legal supervision leads and exploring the establishment of a legal supervision lead repository. A lead-discovery system of 'plural collection, precise screening, and efficient handling' should be built. Regarding collection channels, public reporting channels should be smoothed by establishing diversified reporting vehicles such as online platforms and hotlines and implementing reward systems for reporting. Lead-transfer cooperation with public security organs, courts, supervisory commissions, and administrative organs should be strengthened, and normalized lead-transfer mechanisms should be established. Relying on big-data technology, intelligent models for discovering supervisory leads should be built to automatically identify abnormal law enforcement and judicial situations through data collision and comparison and to generate

41 Miao Shengming, *Positioning Characteristics and Development Trends of Procuratorial Power in the New Era*, Legal Daily, January 15, 2020.

42 XU HUACHENG & FU XUEHUI, ESTABLISHING A LEAD REPOSITORY AND IMPROVING TRANSFER MECHANISMS TO HANDLE EVERY CASE WITH HIGH QUALITY, at https://www.spp.gov.cn//llyj/202502/t20250225_685668.shtml (Last visited on September 28, 2026).

supervisory leads. Regarding screening mechanisms, evaluation criteria for leads should be established, with comprehensive assessment from the angles of authenticity, investigability, and importance and precise diversion of leads. Lead-management ledgers should be established with full-process tracking and supervision to ensure timely handling of leads.

2. Innovating Mechanisms for Implementing Supervision. — Mechanisms for implementing supervision are the core link of procuratorial supervision, and improving them can enhance standardization and effectiveness. A whole-process mechanism of 'filing, investigation, handling and feedback' should be improved. At the filing stage, conditions and procedures for supervisory filing should be clarified and an approval system for filing should be established to ensure orderly filing. At the investigation stage, measures for investigation and verification should be improved, with clarification of investigative means available to procuratorial organs and their procedures. At the handling stage, handling decisions such as protests against judgments, corrective opinions, and procuratorial suggestions should be made in accordance with law in light of the nature and circumstances of supervisory matters. At the feedback stage, a mechanism for feedback on supervisory results should require supervised organs to report rectification within specified time limits so that supervisory opinions are effectively implemented.

Similar case supervision mechanisms should be innovated by establishing a whole-process work model on identification, analysis, and handling of similar cases. Innovation and improvement require clear rules for identifying similar cases. Big data technology should be used to screen leads, analyze common problems and institutional defects behind similar cases, issue procuratorial suggestions for similar cases, and urge relevant departments to improve institutions and strengthen regulation. A repository of similar case supervision examples should be built, and guiding cases on similar case supervision should be released to supply reference for procuratorial organs at all levels. Appraisal mechanisms for similar case supervision should be improved.[43]

Cross-regional supervision mechanisms should be improved. In light of supervisory difficulties in cross-regional law enforcement and judicial activities, cross-regional cooperation platforms should be established to coordinate transfer of leads, investigation and evidence collection, and case handling in different localities. Mechanisms for cross-regional supervision and handling of major cases should be established, with higher-level procuratorial organs coordinating major supervisory cases involving multiple regions,

43 *See* Teng Yanjun & Liu Lina, *Implementation of the Civil Code and Civil Procuratorial Similar Case Supervision Mechanisms*, 3 The Chinese Procurators 48-52 (2023).

designating lead units and cooperating units, and forming supervisory synergy. In addition, digital technology is the key to steady and long-term cross-regional procuratorial supervision in the new era. We should explore intelligent auxiliary systems for legal supervision, build rule-of-law supervision platforms, enrich tiers of data application and optimize digital procuratorial affairs, so that digital veins circulate the lifeblood of supervision and supervisory efficiency keeps pace with the pace of development.[44] For example, the Gansu Provincial People's Procuratorate and the Qinghai Provincial People's Procuratorate jointly signed the *Opinion on Establishing a Cross-Regional Procuratorial Public Interest Litigation Cooperation Mechanism Between Gansu and Qinghai Provinces*.[45] The Yanchi County People's Procuratorate in Ningxia Hui Autonomous Region, the Otog Front Banner People's Procuratorate in the Inner Mongolia Autonomous Region, the Dingbian County People's Procuratorate in Shaanxi Province, and the Huan County People's Procuratorate in Gansu Province jointly signed the *Procuratorial Supervision Cross-Regional Cooperation Mechanism for Adjacent Areas of Shaanxi, Gansu, Ningxia, and Inner Mongolia to Support Winning the Battle of the Yellow River's 'Ji-Shaped Bend'*, charting a new 'road map' for cross-regional procuratorial cooperation.[46]

3. Innovating Mechanisms for Securing Supervisory Effects. — Supervisory effects are the lifeline of procuratorial supervision. Improving mechanisms to secure them is key to strengthening supervision. A performance guarantee system featuring rigid constraints, effect tracking and accountability enforcement shall be established.

First, regarding rigid constraints. Law should confer hard binding force on procuratorial supervision, clarify the legal effect of procuratorial suggestions, and specify in detail how relevant organs should correct problems upon receiving supervisory opinions or suggestions, how they should report on correction, what remedies exist when they refuse to correct, whether responsible persons who committed unlawful acts or made erroneous decisions should be handled, and how they should be handled.[47] Protest work mechanisms should be improved to increase the rate of judgments changed after protest and enhance the authority and effectiveness of protests.

Second, regarding effect tracking. Mechanisms should track the

44 *See* JIANG WENJUN, BUILDING A NEW PATTERN OF CROSS-REGIONAL PROCURATORIAL SUPERVISION THROUGH DEEP INTEGRATION, at https://www.spp.gov.cn//llyj/202306/t20230621_618131.shtml (Last visited on September 28, 2026).

45 *See* Shi Dandan, *Gansu and Qinghai Provinces Establish Cross-Regional Procuratorial Public Interest Litigation Cooperation Mechanism*, Gansu Daily, April 10, 2025, at 8.

46 *See* Shen Dong, *Procuratorates in Shaanxi, Gansu, Ningxia and Inner Mongolia Jointly Establish a Cooperation Mechanism to Pool the Strongest Efforts in the Battle to Protect the 'Ji-Shaped Bend' of the Yellow River*, Legal Daily, April 14, at 9.

47 *See* Zhu Xiaoqing, *supra* note 18.

implementation of supervisory opinions through on-site inspection, documentary review, third-party evaluation, and other means to ensure full rectification. An evaluation system for supervisory effects should be built, with comprehensive assessment from the angles of rectification by supervised organs, public satisfaction, and institutional improvement. For example, the Zhejiang Provincial People's Procuratorate issued the *Working Guidelines of Procuratorial Organs in Zhejiang Province on Procuratorial Suggestions for Social Governance (Trial)* in 2023, which clarify that 'after a procuratorial suggestion is issued, active follow-up, urging, support, and cooperation with the suggested unit in implementation should be pursued', thereby institutionalizing follow-up and notably improving supervisory quality and effectiveness.[48]

Third, regarding accountability enforcement. Optimizing procuratorial management is a necessary requirement for implementing and improving the judicial responsibility system and further comprehensively deepening procuratorial reform. Integrated attention to 'three managements', especially quality management, is an important lever for implementing accountability. Accordingly, in line with the 'three managements', systems should be improved for holding supervisory organs accountable for failure to perform supervisory duties, with clear circumstances, procedures, and methods of accountability.

4. Innovating Mechanisms of Coordinated Supervision. — Coordinated supervision is an important path to improving the overall effectiveness of procuratorial supervision. Improving its mechanisms can form supervisory synergy. First, coordination mechanisms should be established and improved between procuratorial supervision and Party oversight, oversight by people's congresses, supervisory commission oversight, democratic oversight, public oversight, and media supervision. Regarding the coordination with Party oversight, cooperation with discipline inspection and supervisory commissions should be strengthened through mechanisms for lead transfer, case cooperation, and sharing of results to achieve complementary supervision. In terms of the coordination with oversight by people's congresses, supervision by people's congresses should be actively accepted, with periodic reports on procuratorial supervision and earnest handling of motions and suggestions by deputies. For the coordination with democratic oversight, we should strengthen communication and cooperation with the Chinese People's Political Consultative Conference (CPPCC), solicit opinions and suggestions

48 *See* FAN YUEHONG, ZHEJIANG: WORKING GUIDELINES ISSUED TO STANDARDIZE SOCIAL GOVERNANCE PROCURATORIAL SUGGESTIONS, at https://www.spp.gov.cn/spp/dfjcdt/202310/t20231007_629782.shtml (Last visited on September 1, 2026).

from CPPCC members on procuratorial supervision, and invite them to take part in procuratorial supervision activities. For the coordination with public and media oversight, channels for public oversight should be smoothed, media oversight should be actively accepted, and social concerns should be responded to in a timely manner, turning public and media oversight into an important force for procuratorial supervision.

Second, coordination mechanisms should be established between procuratorial supervision and administrative law enforcement and judicial adjudication. Regarding the link between administrative punishment and criminal punishment, systems for information sharing, case notification, and case transfer should be improved to achieve a lawful connection between administrative and criminal sanctions. For procuratorial and judicial coordination, mechanisms such as consultation on major cases, resolution of divergences in legal application, and information sharing should be established and improved to raise the level of judicial fairness. In terms of procuratorial and administrative coordination, normalized communication and cooperation mechanisms between administrative and procuratorial organs should be established to jointly advance law-based government. For example, in recent years, the Mentougou District People's Procuratorate of Beijing has seized the opportunity for the district to build 'a demonstration zone for law-based government'. It actively facilitated the Commission for Comprehensive Law-Based Governance of the Mentougou District Party Committee to issue the *Work Plan on 'Procuratorate plus Administration' Government-Procuratorate Linkage for Advancing the Development of a Law-Based Government Demonstration Zone* in June 2023. Centered on the objectives of information sharing, joint legal research, joint dispute mediation, joint governance over abuse of power, and joint consultation on governance, it has fostered the Mentougou model of government-procuratorate linkage, characterized by Party committee leadership, government-procuratorate coordination, social participation and integrated supervision.[49]

C. Digital and Intelligent Empowerment for Modernization of Procuratorial Supervision

1. Strengthening Platforms for Digital Procuratorial Work. — Digital procuratorial platforms are important vehicles for deep integration of digital technology and procuratorial supervision. It is necessary to accelerate the

49 *See* YAN JUNYING, EXPLORING AN INNOVATIVE MODEL OF 'GOVERNMENT-PROCURATORATE LINKAGE' TO EMPOWER LAW-BASED GOVERNMENT, at https://www.spp.gov.cn/spp/zdgz/202506/t20250611_697988.shtml (Last visited on September 28, 2026).

building of a whole-process digital procuratorial system of 'data integration, model building, intelligent application and effect evaluation'. In terms of data integration, 'algorithmic models should be connected and integrated and normative paradigms for algorithmic rights in law enforcement and justice should be constructed. Systems for protecting data-related legal interests should be promoted and improved',[50] substantive and procedural legislation should be coordinated, and tiered and classified data protection should be implemented to ensure data security. Regarding intelligent application, digital procuratorial platforms should be deeply integrated with procuratorial business systems to realize functions such as automatic discovery of supervisory leads, intelligent case diversion, automatic generation of documents, and intelligent evaluation of supervisory effects. Mobile office and case-handling functions should be developed to facilitate supervision anytime and anywhere. For effect evaluation, an evaluation system for the application of digital procuratorial platforms should be established, with comprehensive assessment from the angles of supervisory efficiency, quality, and effects, continually improving the level of platform application.

2. Optimizing Research and Development of Big-Data Supervisory Models. — Whether big data can yield useful conclusions depends on effective construction of computational models, often called big-data modeling. Big-data supervisory models are the core content of digital procuratorial work. In 2025, the Supreme People's Procuratorate built and put into operation version 2.0 of the big-data legal supervision model management platform supporting use by procuratorial organs at four levels. By the end of 2025, 826 models had been placed on the platform, comprehensively covering 138 supervisory points and 167 new supervisory matters in different business scenarios of the four domains, and using models to discover more than 350,000 supervisory leads and handle more than 160,000 supervisory cases.[51] Research, development, and application of big-data supervisory models should be intensified to promote a shift in supervisory models from 'manual screening' to 'intelligent early warning'.

First, targeted supervisory models should be developed with emphasis on criminal, civil, administrative, and public interest litigation supervision. In the criminal domain, models for supervision of filing, investigation activities, and adjudication should be developed to realize intelligent supervision of the whole criminal process. In the civil domain, models for supervision of sham litigation, civil execution, and civil judgments should be developed to

50 *See* Gao Jingfeng, *The Value Goal and Practice Path of Digital Procuratorial Work*, 6 China Law Review 35-48 (2022).

51 *See* JIAN ZHENGPING, A BROAD PERSPECTIVE ON INTELLIGENCE: EMPOWERING HIGH QUALITY WITH 'NUMBERS', at https://www.spp.gov.cn//zdgz/202603/t20260305_721813.shtml (Last visited on September 28, 2026).

improve the precision of civil procuratorial supervision. In the administrative domain, models for supervision of administrative litigation, administrative performance, and resolution of administrative disputes should be developed to improve the quality and effectiveness of administrative procuratorial supervision. In the public interest litigation domain, models for ecological environmental, food and drug safety, and state-owned asset protection public interest litigation should be developed to strengthen the protection of public interests.

Second, mechanisms for developing and applying big-data supervisory models should continue to be strengthened. We should integrate the strengths of procuratorial organs, research institutions and technology enterprises to build a collaborative R&D workforce. Training on model application should be strengthened to improve procuratorial personnel's ability to use models in supervision. A repository of model application examples should be established to summarize and spread experience with excellent models and promote wide application of models nationwide.

3. Promoting Application of Artificial Intelligence in Auxiliary Supervision. — Artificial intelligence (AI) can supply intelligent support for procuratorial supervision. We should strengthen the application of AI-assisted supervision and raise the intelligent level of procuratorial supervision. Regarding case review, AI may be used to conduct intelligent analysis of case materials, automatically identifying key information, evidentiary defects, and issues of legal application, to supply reference for procuratorial review. For the generation of legal documents, natural language processing may be used to automatically generate documents such as protests and procuratorial suggestions from facts and law, improving efficiency and quality of drafting. In terms of legal retrieval, intelligent legal retrieval systems may be built to supply procuratorial personnel with precise retrieval services for legal provisions, judicial interpretations, and guiding cases. Regarding the prediction of supervisory effects, machine learning may be used, on the basis of historical supervisory data, to predict the probability and effects of implementation of supervisory opinions, thereby providing references for procurators in selecting supervisory methods.

At the same time, it must be noted that 'AI has injected strong impetus into improving the quality and effectiveness of case handling, expanding the dimensions of supervision, and realizing precision in justice, and has become an important engine driving the transformation of legal supervision in the new era and improving its quality and effectiveness. The novelty and complexity of AI technology itself, together with the distinctive attributes arising from its deep integration with judicial activities, have also brought

key issues such as technological risks, ethical challenges, and the need to clarify boundaries of principal responsibility.'[52] Ethical norms for the application of AI should be established to ensure that the use of AI complies with law and ethics. First, at the level of technical standards, a unified national technical standard system for procuratorial AI should be established, including standards for algorithm auditability, norms for data quality control, and requirements for system security. Second, at the level of procedure, unified national procedural norms for AI applications should be formulated to clarify whole-process management requirements for AI-assisted case handling. For example, 'a tiered and classified application mechanism should be established. For simple and repetitive criminal cases, intelligent auxiliary systems may be moderately introduced throughout the public prosecution process. For difficult and complex criminal cases, support should mainly be supplied at stages such as information retrieval and case comparison.'[53] Third, at the level of responsibility, a unified national responsibility system for AI applications should be established to clarify the boundaries of duty of technology providers, users, and regulators. 'A sound human-machine collaborative decision-making mechanism should be established, maintaining the auxiliary role of AI and ensuring that core decision-making power in cases always remains with procurators.'[54] Fourth, at the level of supervisory evaluation, a unified national ethical supervision and evaluation mechanism for AI should be established, with a national-level ethics committee for procuratorial AI responsible for formulating ethical guidelines, conducting ethical review, and supervising the implementation of norms.[55]

VI. CONCLUSION

During the 15th Five-Year Plan period, as supporting mechanisms continue to improve and innovative pathways are implemented in depth, China's procuratorial supervision will achieve high-quality development and display more distinct characteristics of the times and institutional strengths in supervisory ideas, systems, capacity, effects, and institutional innovation.

52 ZHONG RUIYOU, ARTIFICIAL INTELLIGENCE EMPOWERING PROCURATORIAL WORK REQUIRES GRASPING 'FOUR PAIRS OF RELATIONSHIPS', at https://www.spp.gov.cn//llyj/202508/t20250804_703039.shtml (Last visited on September 28, 2026).

53 LI HONGYU, COORDINATED EFFORTS TO STRENGTHEN ARTIFICIAL INTELLIGENCE EMPOWERMENT OF PUBLIC PROSECUTION, at https://www.spp.gov.cn//llyj/202512/t20251214_713527.shtml (Last visited on September 28, 2026).

54 Wang Xianfeng, *Artificial Intelligence Empowering the High-Quality Handling of Every Case*, Legal Daily, May 12, 2025.

55 *See* ZHANG YU, STRIVING TO BUILD AN ECOSYSTEM OF LARGE-MODEL APPLICATION WITH PROCURATORIAL CHARACTERISTICS, at https://www.spp.gov.cn//llyj/202504/t20250423_693903.shtml (Last visited on September 28, 2026).

Procuratorial organs should take Xi Jinping Thought on the Rule of Law as the guide, thoroughly implement the requirements of the 15th Five-Year Plan, uphold Party leadership, put the people first, and take the rule of law as the guide. We should continually renew supervisory ideas and mechanisms, adhere to digital and intelligent empowerment of procuratorial performance, strengthen duty performance, and provide high-quality procuratorial supervision to serve high-quality economic and social development, making new and greater contributions to building a modern socialist country in all respects and advancing the great rejuvenation of the Chinese nation.

(Edited by Gong Li)

新时代强化检察监督的理论逻辑与创新路径

内容提要 本文紧扣“十五五”规划“强化检察监督，加强公益诉讼”的战略部署，以习近平法治思想为根本指引，研究新时代检察监督的强化路径与实践创新。从历史逻辑、现实需求、战略价值、国际视野四重维度，深度挖掘强化检察监督的时代必然性，深入阐述检察监督的基本理论，厘清其基本定位和检察权行使边界，进一步分析检察监督的基本方位、重点领域和实践中应当处理好的四大基本关系。在此基础上，从理念革新、机制创新、数智赋能三个方面，提出检察监督的创新路径。立足检察监督实践痛点与学术前沿，通过理论阐释与实践探索的有机结合，为完善中国特色社会主义检察制度、推进国家治理体系和治理能力现代化提供学术支撑与实践方案。