

Dilemma and Breakthrough of Intergovernmental Cooperation in Ecological Environmental Protection Management

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Abstract. With the development of economy, the attention of ecological environment is increasing day by day, and the ecological environment has its special integrity, which makes the local governments cooperate in governance. Local governments for environmental protection industry and environmental division and governance program differences and local responsibilities and other issues, environmental governance intergovernmental cooperation is facing difficulties. Through the establishment of shared interests, strengthening incentives, changing models to create a new inter-governmental governance path, mining suitable for China's current development of inter-governmental cooperation environmental governance path, to promote the benign development of environmental protection industry governance advice.

1 Introduction

At present, with the rapid operation of China's economy and society, industrialization and urban development are inseparable, accompanied by a large number of ecological and environmental problems. As many as 11 times in the bulletin of the Fifth Plenary session of the 19th CPC Central Committee put forward the word "ecology", and at the same time put forward the main goal of ecological civilization construction during the development of the 14th Five-Year Plan. The construction of environmental protection industry is also increasing attention.

2 ISSUES

With the development of economy, the gradual increase of cross-regional and public things, the treatment and solution of some things involve many administrative regions, which also includes ecological governance. Because the ecological environment itself has the characteristics of "integrity" and "systematicness", ecological governance can not be undertaken and managed by a single government or region. Faced with the frequent "delocalization" ecological governance crisis^[1]According to the traditional mode of regional administration, "taking care of one side or the other" is in the danger of government governance failure. Therefore, all levels of regional governments and relevant departments involved in this ecological problem should work together to solve the problem. Under the guidance of the traditional governance thought, the ecological governance gradually leaks out some problems, such as the "fragmentation" of the ecological environment caused by local partition and governance, and the difficulties of collective cooperation caused by

different regional governance concepts. The current situation obviously can not adapt to the new requirements advocated by China's ecological governance at the present stage. In order to improve the effectiveness of ecological governance, it is urgent to strengthen the regional governments at all levels to form a unified track of action. Therefore, we should actively explore the dilemma of intergovernmental cooperation, innovate ways according to existing problems, bring new ways of cooperation, and promote ecological governance to break the dilemma of cooperation.

3 Dilemma of inter-governmental cooperation in ecological governance

3.1 Resistance of local governments to ecological values and objectives

First, the basis of intergovernmental cooperation between governments at all levels is that the administrative departments and governments should have a common governance concept for the values of ecological governance. The Chinese government's performance evaluation is still based on the GDP growth rate. Therefore, some regional government administrators believe that the speed of GDP development is the primary criterion to measure the development strength of the region, and put ecological governance and ecological environment problems in the insignificant position. Thus making ecological environment problems common. Driven by economic interests, economically difficult cities have to tolerate some more polluted industries, reduce their governance, reduce the degree of supervision, and thus obtain certain fiscal revenue. Secondly, the intergovernmental cooperation of

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ecological governance can be regarded as collective action. In the process of collective action, the interests of different individuals and governments are often very different, thus forming different governance goals. In the choice of governance objectives according to the maximization of their own interests and action, which makes the local governments indifferent to the public interest. Ecological governance needs certain economic costs, but local governments do not want to take the initiative to provoke the banner of intergovernmental

cooperation and governance costs in ecological governance. Most governments, with the idea of "hitchhiking", are bent on how to obtain external resources and benefits. So that the central government alone in the economic pressure such as table1 is now operating on their own, resulting in the overall interests are difficult to converge, in cooperation will produce a decentralized cooperation power, which is extremely unfavorable to ecological governance^[1].

Table 1 National Investment in Environmental Pollution Control

Year	Total investment in environmental pollution control (100 million yuan)	Environmental protection acceptance project completed in that year (100 million yuan)	Investment in environmental pollution control as a proportion of GDP (billion yuan)
2011	7114.0	2112.4	1.45
2012	8253.5	2690.4	1.53
2013	9037.2	2964.5	1.52
2014	9575.5	3113.9	1.49
2015	8806.4	3085.8	1.28
2016	9219.8	2988.8	1.24
2017	9539.0	2771.7	1.15

3.2 The unequal responsibilities and interests of local governments in ecological governance

First, another important factor affecting the cooperative behavior of local governments in ecological governance is the unequal power and responsibility of local governments in the process of ecological governance. That is to say, some local governments have obtained the benefits arising from the destruction of the ecological environment and promoted the economic development of the region, but on the contrary, they have not assumed the responsibility of destroying the ecological environment, while some local governments, on the contrary, have not enjoyed the benefits and benefits of destroying the ecological environment, but have to bear the full cost of ecological governance without reason and a series of consequences caused by the development of the ecological environment. Cross-regional pollution and control are major problems of inter-governmental cooperation, among which ecological pollution is difficult to define. The acquisition of interests is the inevitable motive force to promote the cooperation of local governments. In a certain period of time, local governments still have the status quo of cooperation with their own interests. Secondly, although the Constitution of the people's Republic of China as early as 1982 stipulated the functions and powers of local governments at all levels, it only stipulated the authority of the government to deal with the scope of self-administered regions alone. There is no explicit regulation on the treatment of cross-regional things, especially in ecological governance, but also the lack of legal rules and regulations to regulate government cooperation.

3.3 Lack of reward and punishment mechanism and communication platform for the government in ecological governance cooperation

For the ecological environment governance only depends on the market mechanism will inevitably appear out of control, the government intervention is a necessary means. The biggest difficulty in intergovernmental cooperation in ecological governance is to resolve disputes, which is largely due to the lack of relevant systems. Most of the time, local governments agree with each other, but lack of intergovernmental cooperation supervision mechanism, each other's words and decisions, or never do in the overall process of ecological governance, the supervision of inter-governmental cooperation has been faced with gaps, inter-governmental cooperation mutual non-implementation, non-compliance, false cooperation has eventually become the mainstream, on the other hand, the results of the supervision of the establishment of reward and punishment machine also lost its original significance. At the same time, the inter-governmental cooperation and communication mechanism is not perfect. At present, most of China's inter-governmental cooperation is in the form of collective discussion, and there is no good institutionalization restriction. In addition, most of the forums, meetings and so on are once a year, which greatly limits the communication between governments, and the lack of communication makes the situation of fragmentation difficult to solve. Poor information and cooperation lead to reduced efficiency of public policies^[2].

4 Breakthrough paths for inter-governmental cooperation in ecological governance

4.1 Changing the traditional development philosophy of local governments

First, if we want to change the concept of ecological value of inter-governmental cooperation, we should attach importance to the ecological consciousness of government officials^[3]To provide a solid foundation for inter-governmental cooperation in ecological governance. At the present stage, China's economic development has reached a certain level, and some cities have reached the upper limit on ecological damage, which requires that urban development should not take an extensive development line. In pursuit of rapid economic development, we must adhere to the road of sustainable development in order to achieve intergenerational balance, not in exchange for the interests of future generations, and must not deprive future generations of the resources needed for their development. First of all, it is necessary to break down the intergovernmental assessment system dominated by economic benefits, and only emphasizing GDP growth and neglecting ecological governance will break the balance of existing development. Enable officials at all levels to more consciously and actively promote GDP green development. The development of circular economy and low-carbon economy is determined not to sacrifice ecological environment for short-term economic growth^[4]At the same time, the implementation of responsibility accountability system, adhere to who destroys who governs, who develops who protects, who is responsible for the interests also take away accordingly, severely crack down on upstream enjoyment of interests, downstream responsible for governance phenomenon occurred again. At the same time, the responsible government should be responsible for the management and protection of the damaged ecological environment until the ecological environment is restored to the original appearance before the economic development, clear responsibility division, severely crack down on the "free ride" situation.

4.2 perfecting legal principles and regulations to clarify the interests of responsibility

China's current environmental protection law was put forward decades ago. With the change and development of society, economic progress and environmental change, the shortcomings have been tested after the baptism of time. So that the China Environmental Protection Law can not systematically express the requirements and constraints of ecological governance in China at this stage. The government and staff should strengthen the investigation and analysis of the ecological environment and the current situation of economic development, formulate comprehensive, systematic and consistent environmental protection laws according to the existing

pollution and damage conditions, and promptly revise the conditions in the environmental law that are not in line with the current economic development. Finally, we should make clear the division of legal responsibility areas of ecological governance, do a good job in the division of regional responsibilities in cross-cutting areas and areas, especially intergovernmental cooperation, ensure clear responsibilities of ecological governance through legal binding force, and make local governments perform their respective duties. Jointly increase the supervision and punishment of the behavior of destroying the ecological environment. The responsibility of government officials is lifelong, and the ecological damage management during the working period will not change with the transfer and change of position. In order to better implement their respective responsibilities and cooperation responsibilities should be implemented in the policy document, so that the division of labor between government personnel is clear and coordinated.

4.3 Strengthening the intergovernmental cooperative governance mechanism and improving the communication platform

First, the imbalance of economic development will inevitably lead to the imbalance of governance and cooperation. The contradiction between economic development and ecological protection in relatively backward areas is more prominent than in other regions. Therefore, the central government should strengthen policy and fiscal tilt in regions with large economic gap. To increase its financial expenditure to help its industrial structure transformation, at the same time to strengthen supervision and restraint, in the ecological governance of intergovernmental cooperation can not be due to the economic development is not synchronized and governance standards are not unified phenomenon. In order to achieve the principle of "one pole scale" and keep rewards and punishments fair as far as possible, the central government has formulated a unified standard of measurement, and the provinces and cities can slightly refine the standard according to their own development conditions, but generally maintain an equal state. To establish multi-party supervision, we should not only do a good job of self-supervision but also strengthen the supervision of the central government, at the same time, ensure that the supervision power of residents can be realized, and multi-party supervision can greatly improve the efficiency of the government. Second, the establishment of information-sharing platforms, inter-governmental cooperation information symmetry is extremely important, through information-sharing between the two places can quickly grasp information changes, for each other's policy formulation and implementation of good help, in addition to enrich the existing ways of communication, by increasing the number of forums, meetings and discussions, as well as the convening of expert meetings to promote mutual exchange and understanding, listening to the views and suggestions of professionals, to enhance the scientific nature of inter-governmental cooperation^[5]. Regular

government meetings such as forums can better absorb each other's successful experiences and methods, improve the degree of perfection and success rate of policy formulation in intergovernmental cooperation, and successfully avoid risks and dilemmas.

5 Conclusion

As a prominent point in the process of ecological governance, the intergovernmental cooperation of ecological governance has always influenced and troubled the pace of the construction of ecological civilization in China. It is urgent to strengthen the government and cooperation so as to strengthen common governance, from changing the traditional governance concept, perfecting the division of responsibilities, strengthening the cooperation mechanism and improving the communication mode to strengthen the intergovernmental cooperation of ecological governance.

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