



Study on Ecological Protection and Restoration : From the Perspective of a New Public Governance Model

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ABSTRACT

With the increasingly serious environmental pollution, the sustainable development of human society has become the focus in China and even the world, which makes the theoretical research on environmental governance become particularly important. According to the change process of environmental governance theories, a theory can solve or explain some problems in reality, but with the development and change of economy and society, the theory needs to be innovated and integrated continuously to achieve good environmental governance and continuous improvement. This paper firstly sorts out the historical context and evolution logic of environmental governance theories in China and abroad, and scientifically divides and reviews the development of the theories. Secondly, this paper researches on China's first batch of ecological protection and restoration pilot projects of MRFFLG in Ganzhou city through various kinds of sources of data collection ,such as semi-structured interviews, field visits and second-hand data collection. It is found that environmental governance changes from operational applied governance to exploring a new paradigm of multi-subjects governance. Moreover, the environmental governance theory is integrated and innovated from several dimensions, such as governance objectives, policies and methods. This paper also puts forward the multiple approaches of environmental governance, and analyzes and solves problems with the multiple logic of environmental governance, and sums up the experience and lessons of environmental governance practice. Finally, this paper looks forward to the theoretical development of environmental governance, which has far-reaching significance for how to construct the environmental governance model with Chinese characteristics and effectively promote the sustainable development of the environment.

Key Words : new public governance model; ecological protection ; ecological restoration; MRFFLG model

INTRODUCTION

In recent decades, governments of various countries around the world have worked hard to reduce the economic and political costs of environmental governance, trying to fulfill the political commitment to environment and social justice by using industrial and civic organizations.

The political commitment's drivers include an emphasis on "small government" as an indicator of efficiency, increased demand for limited public funds, increased willingness of the private sector to increase its governance role, and belief in the relative effectiveness of private instruments relative to government regulation.

The social, economic and management crisis in western countries promotes the transformation of the research paradigm of public management and public administration theory ^[1]. The new theoretical paradigm represented by "governance" puts forward pluralistic, self-organized, cooperative and non-ideological public governance model, and establishes a good governance model. A new model of administration emerged, which abandons the monopoly and coercion of traditional public administration and emphasizes the common role of government, enterprises, groups and individuals ^[2]. The new type of government wants the government to fully tap the potential of various management and governance tools ^[3], and not just expects the government to do and provide something. It also wants the government to be self-aware and do what it should and can do, rather than ask the government to cope with all day ^[4].

A new type of network society also wants the government to pay attention to the systematic cooperative relationship of equal dialogue between various organizations in the network society, rather than impose a top-down hierarchical social order ^[5]. To sum up, the new type of public governance model is called pluralistic, democratic, cooperative, and de-ideological public governance. In contrast, private governance occurs when non-governmental entities, including private organizations, dispute settlement organizations, or other third-party groups, develop rules and/or standards that are binding on the "quality of life and opportunities for the general public". In short, here, private rather than public entities are making public policies.

After more than 30 years of rapid development, China has grown into a middle-income economy. According to the average exchange rate of RMB and USD in 2018, China is the second largest economy, with Chinese mainland gross domestic product (GDP) of about \$13.6 trillion and US gross domestic product (GDP) of \$20.49 trillion (close to US\$20.5 trillion). In terms of purchasing power parity, China is the largest economy in the world. According to the purchasing power parity (PPP) method, China's total GDP has surpassed that of the United States, and it is 1.23 times that of the United States during the same period, becoming the world's largest economy. This rapid economic development is accompanied by many social and environmental challenges, including serious regional inequality and serious concerns for environmental sustainability. The ecosystem in some regions has been seriously degraded for a long time because of the influence of some factors such as continuous population growth, high-intensity land development and construction activities, and wild exploitation and utilization of natural resources. In these ecological degraded areas, China has successively organized and implemented a series of major ecological protection and construction projects, and has achieved positive results in improving trees and grass vegetation and forest coverage rate. However, due to the lack of systematic and comprehensive consideration between the

projects, there are problems such as spontaneous operation, factor segmentation and good local effect, but the overall effect is weak, and the ecosystem service function has not been effectively restored and improved.

According to the degree of interaction between citizens and public administrative power, international academia divides the governance model of ecological protection and restoration into four models, including ruling governance model [6], management governance model, service-oriented governance model and multi-center governance model. With the change of social system, the governance model changes from complete public governance model to public and private joint governance, and even complete private governance. Combined with the current situation of the public management in China, domestic scholars also expound the concept of "governance" from different perspectives. The only authoritative governance model organized by the state and the government is developed into a new model of social public governance that should be jointly undertaken by the formation of network governance [7].

This study takes "mountains-rivers-forests-farmlands-lakes-grasslands"(MRFFLG for short) project in Ganzhou City, Jiangxi province, PRC as the case study objective. Through the field investigation, the study examines the government in the process of ecological management of MRFFLG system, and explains why the public governance model is superior to the private governance model, which provides experience for other central provinces to learn from.

LITERATURE REVIEW

Governance theory is the general development trend of human society since the 1980s and 1990s. Governance is the sum total of social affairs managed by public organizations or individuals. It can make all kinds of interests harmonious and take corresponding joint action. It includes both formal rules and systems that have the right to arrange for people to abide by and informal institutional arrangements that are in common interest agreed by some others [8]. The research on public governance of ecological environment in foreign countries began earlier, and expounded the theoretical thinking and practical experience of public governance of ecological environment from different angles. The phenomenon of "Tragedy of Commons", "Hitchhiking", "Giddens Paradox" and "Neighborhood Avoidance Effect" have become the basis for scholars to analyze environmental governance[9]. American political economist Eleanor Ostrom's public governance theory analyzes and discusses theoretical models such as "Tragedy of the Commons", "Prisoner Theory" and "Logic of Collective Action". At the same time, she starts with the problem of small-scale public resources, develops the innovative institutional theory of self-organization and governance of public affairs, opens up new ways for people facing the tragedy of the choice of the commons, and provides the institutional basis for independent governance to avoid public affairs degradation, protect public affairs, and make sustainable use of public affairs so as to enhance the collective welfare of mankind[10]. At present, it is generally accepted that the definition of environmental governance is the whole process of how to make ecological environment decision and who makes the decision, which involves natural resource management decision-making and the framework for managers to make decision that includes laws, policies, rules, government agencies and formal procedures, etc[11]. The following studies have been done by foreign scholars in the field of public environmental governance: B. Peters focuses on government governance model [12], Spence reconsiders the role in corporate governance in environmental governance [13], Ekaterina pays attention to multi-cooperation and shared responsibility for environmental governance with

multiple entities ^[14], Delmas M and Keller A proposes ways to reduce hitchhiking ^[15]. More scholars focus on different governance models with the participation of multiple subjects, Ansell C and Gash A advocate "cooperative governance"^[16], Ostrom E puts forward the famous "Polycentric Governance"^[17], Cashore B and Bernstein S propose non-state market-driven theory (NSMD)^[18]. Foreign scholars have studied non-governmental organizations (NGOs) relatively early, but there is no agreement on the concept of NGOs. In 1976, when Yale University took the lead in establishing a professional institution for the study of NGOs, and in 1989 published the *NGO Research Handbook*, Jeanne Lipshutz's *Global Civil Society and Global Environmental Governance*, and James N. Rosinaw's *Governance without Government*, which marked deeper academic study of non-governmental organizations.

Public governance theory and environmental governance theory, which have emerged since the 1990s, are based on the theory of governance and good governance. The theories emphasize the interaction and cooperation among the government, the market and civil society, and focus on the implementation of common governance of the environment through cooperation, consultation, partnership, establishment of common goals, so as to meet the requirements of ecosystem and human development fairly and continuously. Chinese scholars also discuss public governance theory. For example, Mao, Li, Chen proposed governance theory in *The Governance Reform of Western Governments* ^[19]. Yu's *Governance and Good Governance* helped develop good governance theory of World Bank ^[20]. Sheng, Zhou clarified governance theory from the perspective of power ^[21]. Xu ^[22] put forward centralized power governance theory and decentralized power governance theory¹. As far as environmental governance is concerned, there are three main models of environmental governance: government enforcement model, market regulation model and multiple governance model. At present, most domestic scholars adopt public governance theory to support the environmental multiple governance model. Li put forward that environmental governance model is an administrative single-center model ^[23]. Tan argued that government environmental control is the mainstream model of ecological environmental control in China ^[24]. Xue put forward the multi-center governance model to realize good governance ^[25]. Chinese scholars basically affirm the role of NGO in private governance. Scholars such as Zhou ^[26], Wei ^[27], Mao and Zheng ^[28] play the role of environmental non-governmental organizations in order to promote the effective operation of public participation mechanism in environmental governance in China.

Our country is shifting its own responsibilities to civil society. The aim of governance is to use power in various different institutional relations to guide, control and regulate various civic activities in order to maximize the public interest ^[30]. "Governance" implies a shift from top-down management to social control, and "environmental governance" can be defined that government agencies, civil society and multinational agencies manage and protect environmental natural resources, control pollution, and resolve environmental disputes through formal or informal mechanisms management ^[31]. The environmental governance system in the traditional sense is dominated by administration, showing unicity. With the development of economy and society, many complex and uncertain factors are accelerating. The current dilemma of environmental governance shows that the administrative-led environmental governance system is difficult to effectively deal with environmental issues involving the interests of enterprises and society, and the governance performance of market

self-determination is difficult to predict. Due to the different identities and angles of government, market, enterprises and individuals, they will inevitably tend to their own preferences. The governance model dominated by unicity is difficult to effectively solve environmental problems, and the "diversification" of governance subjects has become a new paradigm of environmental governance. The environmental governance process suffers from the dual dilemma of "government failure" and "market failure". How to build an effective environmental governance system and let the government, enterprises, society and other diverse entities participate in environmental governance is the key for government to reform the environmental governance system and improve the ability of environmental governance and is also the requirement for the modernization of government public management.

Environmental governance is an important part of national governance system and governance capacity modernization. China's environmental problems in the transition period are particularly complex. How to build an effective environmental governance system to let the government, enterprises, the public and other multiple subjects participate in environmental governance is the key to the government to reform the environmental governance system and enhance the ability of environmental governance. It is also the requirement of the modernization of government public management. "Multiple governance" is closely related to Hacken's synergy theory and Ostrom's polycentric governance theory. Hacken put forward the concept of synergy in 1971, and systematically discussed synergy theory in 1976. For human-made systems that are diverse in nature, despite their different attributes, in the entire environment, various systems interact with each other and cooperate with each other. For a wide variety of natural or social systems, there is synergy. Synergy is the internal driving force formed by the ordered structure of the system. Although Chinese scholars have some research on the model of "multiple governance", such as Zhang [9], Guo [32], Qi [33], Lv [34], Zhou [35], Wang [36], etc. The research on the comprehensive management of life community of MRFFLG is blank. Therefore, the comprehensive governance of multiple subjects based on public governance in this subject is a summary of the experience and exploration of my country's social governance practice, and it is also a new requirement formed in practice. As an institutional innovation in environmental governance, multiple governance includes four main features: multiple subjects, an open and complex system of co-governance, co-governance mechanisms based on dialogue, competition, compromise, cooperation and collective action, the common interest as the final output. Multiple governance is not about the withdrawal of the government, not "small government, weak government", but "small government, strong government, big society" co-governance model.

RESEARCH PROCESS

In order to jointly deal with environmental degradation, the Ministry of Finance, the Ministry of Land and Resources and the Ministry of Environmental Protection jointly issued the notice on promoting the ecological protection and restoration of MRFFLG in October 2016, putting forward the requirements for ecological protection and restoration. In August 2017, the 37th meeting of the Central leading Group for Comprehensively Deepening Reform also incorporated "grassland" into mountains, rivers, forests, farmlands, lakes, grasslands and other ecosystems. In 2016, four areas including Shaanxi Huangtu Plateau, Beijing-Tianjin-Hebei water conservation area, Qilian Mountain of Gansu province and Ganzhou of Jiangxi province were listed as the first pilot projects for ecological protection and restoration of MRFFLG system in China. Ganzhou city was included in the first batch of national ecological protection

and restoration pilot projects, and became the only district city in the first four pilot areas in China. Since Ganzhou city was successfully included in the first batch of ecological protection and restoration pilot projects of MRFFLG in 2017, all work has been steadily advanced and achieved periodic results. As of July 2018, the construction of the first batch of 29 projects in the city had been fully started, with a total investment of 6.54 billion yuan, and the overall progress of the pilot implementation was rapid. Ganzhou will build a pilot model for ecological protection and restoration of MRFFLG , will innovate the mechanism to promote the pilot project, and build a comprehensive and systematic pilot work system of "secretary in command, full-time agency coordination, local specific implementation, and expert technical support". Ganzhou has accelerated the pilot project of protection and restoration of MRFFLG systems, forming a number of experience models of "Southern Jiangxi Model". Taking Ganzhou city as an example, the study investigated the role and successful experience of the government in the ecological governance process of "MRFFLG ".

In accordance with the "National Ecological Civilization Pilot Area (Jiangxi) Implementation Plan" strategic requirements, the overall protection, system restoration and comprehensive management of MRFFLG , Ganzhou city strive to build MRFFLG comprehensive management model area, try to promote the national ecological civilization pilot area construction and make a beautiful China "Jiangxi Model". The city builds MRFFLG ecological comprehensive government governance mechanism, establishes overall promotion mechanism and comprehensive coordination institutions and supporting work system, and adheres to the regular supervision and inspection to ensure the scientific nature and effectiveness of MRFFLG and improve the MRFFLG ecological governance to form a series of effects. Relying on the good ecological environment, Ganzhou city develops in protection, protects in development, and promotes the integration and development of the primary, secondary and tertiary industries according to the development idea that the agriculture and tourism should be combined, and the primary industry and secondary industry should be interacted, and one industry should be developed after another. The first way is to create a new engine of ecotourism industry. The protection and restoration of MRFFLG make the sky bluer, water bluer, mountain greener and land cleaner in Ganzhou city. Ganzhou makes full use of the advantages of good ecological resources to promote the accelerated development of tourism industry, and has issued the "Ganzhou City '13th Five-Year Plan' for the Development of Tourism Industry", and "Ganzhou City's Action Plan for All-for-one Tourism Development (2017-2019)". Based on the endowment and distribution of tourism resources in the city, Ganzhou plans to use three years to build a new pattern of "one core and three districts" tourism development with Songcheng cultural tourism core area as the leader and red tourism area, ecological leisure resort tourism area, and Hakka cultural tourism area as the support. For example, relying on forest landscape resources such as forest park, wetland park, nature reserve and state-owned forest farms, Chongyi Yangling, Anyuan Sanbai Mountain and Ningdu Cuiwei Peak should actively develop forest ecotourism with the focus on returning to nature, convalescent health care and forest culture. In 2017, Ganzhou city received a total of 83.069 million tourists, an increase of 23.2% over the same period in last year. The total tourism revenue is 79.49 billion yuan, with an increase of 35% over the same period in last year. The second way is to The second is to enrich and benefit the people with ecological characteristic industries. Ganzhou city should promote the integrated development of ecology and economy, actively develop ecological agriculture such as oil-tea camellia, moso bamboo, and under-forest economy, and gradually form a virtuous circle of "people raising mountains, mountains raising people," "people raising water,

and water raising people" to embark on a green rise. Oil-tea camellia industry is an vivid example of ecological agriculture in Ganzhou. At the end of 2017, oil-tea camellia forest area of 2.7 million mu in southern Jiangxi, and the annual output value is 5.6 billion yuan. Ganzhou has made efforts to develop characteristic industries such as Gannan navel orange, Huichang tangelo and Xunwu tangerine. The brand value of Gannan navel orange reached 68.81 billion yuan, and continued to rank first in the regional brand value list of geographical indications of national primary agricultural products, and is selected in the regional public brand list of national famous and excellent fruit. In 2017, the total forestry output value of Ganzhou city reached 149.3 billion yuan, leading 36000 poor households and 110600 people out of poverty. This paper collects data through various sources such as semi-structured interviews, field visits and second-hand data collection, and compares different data to ensure the reliability. The study investigates Ganzhou Senhui Forestry Science and Technology Development Co., Ltd, whose specific business includes gardening and forestry science and technology development; landscaping and maintenance and construction; seedlings, flowers, bonsai, lawn planting and sales; municipal engineering construction; cleaning services; cleaning, collection and treatment of urban domestic garbage, etc. Through normal bidding, the enterprise undertook the Jinpenshan Mountain project in the ecological protection and restoration project of MRFFLG . The total investment in the project was 11 million (single), and the government funds were issued according to the contract schedule. After two years of renovation, the enterprise is good; governance area is about 3 square kilometers; governance technology is ecological restoration; ecological balance is expected to be improved.

RESEARCH FINDINGS AND INSPIRATIONS

Through the case study, it is found that ecological restoration governance should adhere to the idea that mountains, rivers, forests, farmlands, lakes and grasslands are the community of life. The governance should adhere to all-directional, all-regional and whole-process to promote the implementation of pilot projects, and explore the formation of reproducible and popularized experience in four aspects, including system innovation, mechanism innovation, restoration model innovation and governance technology innovation. The governance should also strive to enhance the systematization, integrity and synergy of ecological environment management, and promote the ecological protection and restoration of mountains, rivers, forests, farmlands, lakes and grasslands to expand the governance area. Specifically, the first one is that the governance objectives should be systematic. The governance should not be solely targeted for mountains, rivers, forests, farmlands, lakes, or grasslands. It is planned to spend three years to implement a total of 63 projects in five major projects including water environmental protection and improvement for watersheds, mine environment restoration, soil erosion control, ecosystem and biodiversity conservation, land consolidation and soil reclamation, covering all aspects of MRFFLG protection and restoration. The total investment is about 19.2 billion yuan. Since 2017, Ganzhou city has promoted first batch of 28 projects, whose total investment is 7.788 billion yuan. These projects will complete 1.1 million mu of transformation of low quality and low efficiency forest, complete 718.68 square kilometers of soil erosion control, complete 3499 places of erosion control of collapse hill, complete 17.22 square kilometers of abandoned mine control, carry out 25000 mu of land consolidation, promote 25000 mu of fertigation, and so on. Secondly, governance policy should be more comprehensive. Xingguo County strengthens the research on technique for erosion control of collapse hill and collaborates with Hunan University, Jiangxi Agricultural University, Jiangxi Scientific Research Institute of Soil and Water Conservation and other scientific research

institutes. With the professional help, Xingguo Country applies a variety of new scientific research results to timely solve the technical problems in project implementation process, which makes better integration of respect for nature and respect for science. Thirdly, governance methods should be more diversified. A new mechanism is explored which includes the combination of government and market, public participation, multi-point cooperation, and the integration of large and small projects. Longnan County and Dingnan County straighten out elements such as technology, construction, and operation, and adopt EPC model for project of collection and treatment and utilization of tail water in small watershed in rare earth-ores mining areas. The two counties use new governance technologies to organically combine government governance objectives with market mechanisms, which can not only solve technical problems, but also play a better role in the market ^[37].

CONCLUSION

China's ecological governance is mainly led by the government which shoulders the main responsibility of leading and guiding ecological governance. However, the government also actively mobilizes and guides enterprises, the public, non-governmental organizations and third-party organizations to participate in the ecological governance system. At the same time, a diversified ecological governance mechanism is formed with the participation of the government, enterprises, social organizations and public sectors. In order to greatly improve the efficiency of environmental governance, the public participation mechanism of environmental protection needs to be improved constantly in the new public governance model to encourage the public to actively participate in the work of environmental governance and cooperate with the government's policy resolutions on environmental decision-making and increase cultural awareness of ecological protection.

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