



Study on Optimization of Governance Mechanism of Overhead Line Entry Project in Shanghai from the Perspective of Holistic Governance

Liangmei Guo^(✉) and Yong Xie

Marketing Service Center of State Grid, Shanghai Electric Power Company, Shanghai, China
397994432@qq.com

Abstract. Since the development of Shanghai overhead line entry project in the 1990s. It consists of four phases including the starting stage, the accelerating stage, the basic stagnation stage and the accelerating restart stage. In the process of project implementation, the lack of sufficient coordination and cooperation by the government leads to the problem of governance fragmentation. This study analyzes the dilemma of governance subject fragmentation, governance mechanism fragmentation and governance technology fragmentation in the project through case analysis and system analysis methods. The main reasons are the governance concept, the authority of the hierarchy and the balance of interests. Based on the above analysis, this paper constructs effective governance strategies from the governance concept, subject, system, standard system, management mechanism and other dimensions.

Keywords: Overhead line entry project · Holistic governance · Fragmentation · Elaborating management

1 Introduction

It has been more than 20 years since Shanghai began to implement the overhead line entry project in the 1990s. The overhead line entry project is a municipal project. The project has achieved some results. However, there are some problems in the process of project progress, such as slow progress, rectification tide and residents' complaints.

In the face of cross-regional, cross-boundary and comprehensive events such as the overhead line entry project, the normalized management system based on specialized division of labor and block system has exposed a series of problems. In response to the new requirements of elaborating management, it needs to study the optimization of governance mechanism of the overhead line entry project in Shanghai from the perspective of overall governance.

2 Evolution History of the Overhead Line Entry Project Governance in Shanghai

2.1 Initial Stage: 1990s to 2004

In the initial stage, the Shanghai Municipal People's Government promulgated the Measures for the Administration of Overhead Lines on Urban Roads of Shanghai in September 2001, which was the first government order aimed at the issue of overhead lines in China [1]. It stipulated in principle the governance subject, the governance object, the management system and the land access planning. At this stage, there was no clear goal of land access planning and no special supporting fund. There is no clear entry planning objective at this stage. The project lacks special supporting funds. There are no clear requirements for technical standards and information management. The project is promoted according to the ownership of the line.

Although the governance mode at this stage is relatively extensive, more than 200 km of the overhead line entry project have been completed. The completion of this task mainly relies on the human, material and financial resources of each ownership unit, which relies more on business than government. In this governance model, there is a lack of clear responsibility for private pulling. For example, there are many lines with unclear ownership on power overhead lines. The power company has no enforcement power. They can not directly cut off these lines and there are security risks. The overhead line entry project is not easy.

2.2 Accelerated Promotion Stage: 2005 to 2010

In preparation for the 2010 Shanghai World Expo, the Shanghai municipal government has improved relevant policies. The government has established a special fund raising mechanism "shared by urban areas and shared by government and enterprises". The policy defines the management system and initially establishes a coordination and cooperation mechanism. Avoid the "street zipper" problem. There are clear requirements for technical standards and penalties. A new filing system has been established. It lays a solid and objective data foundation for overhead line management in the future.

In this stage, 390 km of remediation work has been completed within five years. Compared with the initial stage, the efficiency is significantly improved.

2.3 Basically Stagnant Stage: From 2011 to 2017

After the end of the Shanghai World Expo in 2010, the funding channels failed to be extended. Relevant units put forward the idea of "who claims, who invests". Only 11 km of governance has been completed in this phase.

Overhead line entry project cost is very large. Financial support policy is the key to smooth progress. The project takes a long time, and it is difficult to evaluate the benefits and risks. As a result, many investors are reluctant to invest. The project mainly relies on the government, ownership units funded construction.

2.4 Accelerated Restart Stage: From 2018 to Now

In 2018, Shanghai put forward refined urban management. Meanwhile, Shanghai will soon host the first China International Import Expo. Overhead line entry project is put on the agenda again. The government set up a working joint conference. All districts set up engineering headquarters. The joint meeting involved 15 government departments, 16 districts and seven related enterprises.

At this stage, funds are raised in accordance with the principle of "shared responsibility by the city, shared responsibility by the government and enterprises". A total of 540 km have been completed.

3 Fragmentation Dilemma of Overhead Line Entry Project Management in Shanghai

3.1 Fragmentation Dilemma

Fragmentation of governance subjects.

First, when the government is under the pressure of performance appraisal, constrained by the "political promotion tournament system" and the "target responsibility system" [1], the government will establish a smooth working mechanism with each ownership unit. On the contrary, when the government does not have the pressure of performance appraisal, the project is difficult to push forward. Secondly, the negative externalities caused by the project on the daily life of the surrounding residents are inevitable, which makes the site selection of the power station with overhead line into the ground become a difficult problem. The contradiction between the needs of urban infrastructure construction and the awareness of protecting rights of urban residents is increasingly aggravated. Most people fail to recognize the long-term benefits of the overhead line into the ground project, but only focus on the inconvenience of the current construction, which leads to the resistance of the public.

The governance mechanism is fragmented.

Since the 1990s, there have been two large-scale intakes, but the rest of the period has been largely stagnant. From the view of governance model, it presents a typical movement governance model+ [2]. This kind of governance model, which uses the authority of the hierarchy and the vertical power of administration, establishes the coordination mechanism and the integration mechanism, and has strong executive power. But in the long run, this unconventional governance model is unsustainable. It is easy to produce path dependence, which is difficult to routine and normalize.

Fragmentation of governance technology.

According to information transmission theory, the more intermediate links in information transmission, the greater the possibility of information distortion and "middle black hole" [3]. From the horizontal point of view, the division and control of departments and the profit-sharing drive bring serious impact on the information sharing of overhead line into the ground project. The degree of information and technology sharing and collaboration between departments are low [4]. The fragmentation phenomenon characterized by information island platform island and technology island is prominent.

3.2 Cause Analysis

Governance concept.

First, the government lacks a holistic response [5]. In the face of complaints raised by the public, the government mostly resolves them alone, which is a way of treating the symptoms rather than the root causes.

Secondly, self-interested thinking is imprisoned. The project has a lot of rent-seeking space, which not only divides the coordination and unity of the local and the whole, but also causes the waste of resources.

Finally, governments tend to rely on sportsmanlike governance models. The government starts from pragmatism and lacks attention to long-term mechanism.

Bureaucratic authority.

In the course of project implementation, two large - scale concentration into the ground are from the leadership will. In this mode, the task of project governance is divided into pieces, and it is difficult to consider the overall promotion of the project.

Balance of interests.

Interest relationship is one of the main ties that maintain the operation of this society [6]. Interests not only refer to material interests, but also include non-material interests. For the ownership unit emphasizing the enterprise attribute, its main purpose as the main body of market economy is to make profit. So there are bound to be obstacles to moving the project forward.

4 Optimization Path of Governance from the Perspective of Holistic Governance

At present, it is necessary to establish long-term measures from the following aspects to promote the project to achieve real overall governance.

4.1 Integration of Governance Concepts

Holistic governance focuses on citizen demand response. Government provides seamless services to citizens through integration [7]. In order to achieve the project goal effectively, the governance concept should be reshaped.

Building a responsive government.

Responsive government puts more emphasis on interaction with the people. The government uses various measures to achieve the will of the people. First, the government should fully grasp the real needs of the people and improve the accuracy of the response. Second, the government should continue to handle complaints. In addition, social linkage should be strengthened. The ownership unit should establish a regular communication working mechanism with the neighborhood committee to win the greatest recognition and support. At the same time, positive publicity should be strengthened. The ownership unit should carry out publicity and report in the mainstream media to make the public aware of the advantages of the overhead line into the ground and create a good external environment.

Establish the concept of collaboration.

Ideas determine the orientation and direction of governance. Under the background of urban fine management, the government should introduce diversified subjects to carry out management together [8]. But the management of public affairs must be coordinated and unified. Governments also need to foster a sense of synergy and strengthen cooperation among organizations.

4.2 Integration of Governance Subjects

As the main body of governance, the government needs to take the initiative to act as the advocate and executor of governance. The government should change the one-way governance model into a holistic governance model.

Clarify the responsibilities of all parties.

Systematically sorting out the power and responsibility of all functional departments and ownership units. Reasonable division of the relationship between superiors and subordinates, the cross-complementary relationship between the responsibilities of the same level departments, and the division of internal functions. The government should confirm this with clear regulations. On the basis of equal exchanges and mutual trust, we should achieve a dynamic and balanced allocation of exercising power, social power and self-governing power.

Establish a horizontal coordination mechanism.

The level coordination among government organizations is an important guarantee for business integration and process reengineering [9]. First, the system of cooperation between departments should be improved. Second, we should continue to make full use of the mechanism of contact meetings to reduce communication costs. At the same time, information attenuation and misunderstanding caused by information transmission are avoided.

Establish multiple coordination mechanisms.

Under the requirement of urban fine governance, it is necessary to form a new pattern of co-governance by government, market and users. Equality and openness should be the main principles in the cooperation between the government and external organizations. When the government introduces market elements, it should maximize not to destroy market rules and protect the rights and interests of enterprises [10]. The government should establish a fair and reasonable relationship between power and responsibility. Cost-benefit sharing mechanisms should be established.

4.3 Integration of Governance System

New institutional economics believes that it is institutions that determine economic growth. Holistic governance is also concerned with the effective integration of institutional fragmentation.

Establish a mechanism to balance interests.

Clarify the financing mechanism. Funding is the key to the project. Establish fair and reasonable rules for profit distribution. The government should fully tap non-material benefits and distribute them reasonably to arouse the enthusiasm of all parties.

Improving the system of governance standards.

Shanghai should take “Shanghai Urban Road Overhead Line Management Measures” as the core to establish a supporting standard system. For example, we should further improve the detection and disposal process of illegal erection lines. We will establish coordinated law enforcement among planning, road, urban management and other departments. At the same time, the process provisions of planning, approval, implementation and other links should be optimized to form standardized process provisions.

Long-term management mechanism for construction projects.

It is necessary to establish a closed-loop management mechanism from planning, construction to subsequent management [11]. First, the government should make scientific plans for overhead lines into the ground to avoid repeated excavation of surface roads. Second, the government should continue to improve the overhead line information management system, into the grid management components. Third, the government should entrust third-party agencies to conduct inspection and scoring, and link it to the reward and punishment system. Fourthly, regular summary evaluation should be carried out to provide a basis for starting the next round of remediation.

4.4 Integration of Governance Technologies

The new governance path supported by information and communication technologies will help break the traditional bureaucratic system and improve the efficiency of service delivery. First, the government should establish the pipeline information platform to avoid the blindness of planning and construction. Second, the ownership unit should develop and apply the new technology of underground pipeline detection to accurately detect the underground pipeline before construction. Third, the ownership unit should innovate the site selection and appearance design of the power station. Improve people’s negative psychology and reduce the “nimby effect”.

5 Conclusion

The possible innovations of this paper are as follows. First, in theoretical analysis, it conducts in-depth analysis based on the holistic governance theory and studies the transformation factors from multiple perspectives, so as to find out the governance defects and analyze them concretely. Second, in terms of research methods, the case analysis method and system analysis method are comprehensively used to conduct research from multiple perspectives, especially for the cohesion and interaction between various policies. Third, in terms of data, on the one hand, the data and related policies are thoroughly sorted out; on the other hand, the latest developments of domestic and foreign cases are paid attention to and the cases in practice are studied.

References

1. Ye Min. From Movement Governance Mode to Joint Governance Mode: Reform and Mechanism Innovation of Urban Grassroots Administrative Law Enforcement System. *Administrative Forum*, 2017(05): 24–29.
2. Hu Jianliang. Existing problems and Countermeasures of Municipal facilities management in super large cities. *Value Engineering*, 20, 39(11): 43–45.
3. Chen Shuisheng. Integrated Management of mega-urban space -- Analysis and Reflection based on Beijing's Special action of "Dredging, renovating and Promoting". *Journal of Gansu Institute of Administration*, 2019(04): 67–76.
4. Dunleavy P, Margetts H, Bastow S, et al. *New Public Management Is Dead: Long Live Digital-Era Governance*. *Journal of Public Administration Research and Theory: J-PART*, 2006.
5. B. Guy Peters. *Future Governance Model of Government*. Beijing: China Renmin University Press, 2013.
6. Peng Zongchao, Zeng Xuehua, Cao Feng. *Journal of Beijing School of Governance*, 2019(01): 44–51.
7. Tang Huangfeng, Wu Rui. Holistic management of COVID-19: reality test and optimization path. *Journal of Hubei University (Philosophy and Social Sciences Edition)*, 2020, 47(03): 1–13+172.
8. Wang K M, Zhong Y. Analysis on core issues of "Chinese-style" NIMby movement -- Based on public opinion. *Journal of Shanghai Jiao Tong University (Philosophy and Social Sciences Edition)*, 2014, 22(01): 23–33.
9. Yi Chengzhi. Trans-boundary Public Affairs, Co-governance of Regional Cooperation and Holistic Governance. *Academic Monthly*, 2017, 49(11): 67–78.
10. Yi Chengzhi. The internal logic and optimization path of government response mechanism to urban residents' environmental appeals: Based on the analysis framework of holistic governance. *Nanjing Social Sciences*, 2019(08): 64–70+120.
11. Chen Shuisheng. The running logic and implementation strategy of Chinese urban Fine Governance. *E-government*, 2019(10): 99–107.

Open Access This chapter is licensed under the terms of the Creative Commons Attribution-NonCommercial 4.0 International License (<http://creativecommons.org/licenses/by-nc/4.0/>), which permits any noncommercial use, sharing, adaptation, distribution and reproduction in any medium or format, as long as you give appropriate credit to the original author(s) and the source, provide a link to the Creative Commons license and indicate if changes were made.

The images or other third party material in this chapter are included in the chapter's Creative Commons license, unless indicated otherwise in a credit line to the material. If material is not included in the chapter's Creative Commons license and your intended use is not permitted by statutory regulation or exceeds the permitted use, you will need to obtain permission directly from the copyright holder.

