

The Realistic Predicament and Innovation Path of Environment Public Governance in China

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Abstract. With the rapid growth of economy and development of urbanization and industrialization in China, environmental degradation is worse. Although the Chinese government has adopted a whole array of measures to strengthen environmental protection, the government has faced challenges in effectiveness and efficiency of environmental governance. Hence, it is necessary to make greater efforts to improve institutional innovation in environmental management, so as to meet the environmental challenges.

Basic Structure of Public Environmental Governance in China

As same as the environmental policy, China's environmental governance structure has also experienced different stages of development. Most of China's current development status of the governance structure indicators shows that China is in the right direction of development, which ensures that the implementation of more responsible decisions and environmental planning. One of the biggest characteristics of governance is the interaction of diversified body, government and market, which constitute the basis of modern environmental governance structure. From the perspective of organizational system, government, market and civil society have formed three kinds of adjustment mechanism of environmental governance, that is, administrative adjustment mechanism, market adjustment mechanism and social adjustment mechanism.

Since the end of 1970s, the structure of environmental governance in China is developing in a gradual way, including the following three stages, as shown in Fig. 1:

- (1) One-tier governance stage that lead by administrative control and command means;
- (2) Two-tier governance stage with combination of legal and market means;
- (3) Multi-tier governance stage with interaction and cooperation between government, market and civil society.

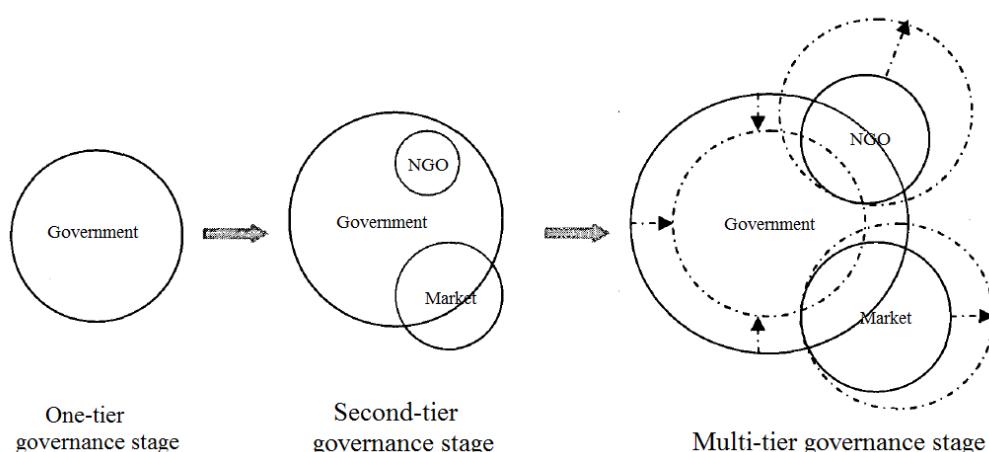


Fig. 1. The structural evolution of environmental governance in China

We can judge by the Basic features of environmental governance that, China is in the early stages of the formation of the environmental management structure currently. There is forming a relatively independent and cooperative new governance structure between government and civil

society, public sector and private sector, which is equivalent to a "prototype environment of pluralistic governance structure".

The most prominent characteristics of environmental management in China at this stage are imbalance in space, dynamics in time, instability in internal structure and the complexity of the interaction between the interactions. China is at a critical juncture in the growing shortage of natural resources, declining environmental quality and the growing social pressure to correct the situation, so good governance has become the necessary condition of controlling the situation and turning it to the environment sustainable development.

Basic Structure of Public Environmental Governance in China

Public Participation Is Weak. Generally speaking, China's environmental NGO and civil society participation in environmental governance is weak, and their influence is quite limited. In recent years, along with the rapid development of China's environmental NGO and civil society, they have carried out a lot of fruitful work in environmental education, policy advocacy and social supervision, and are becoming a positive force in environmental governance. However, due to lack of professional ability and limited by policy and legal environment, in environmental governance structure, their overall role and impact is still too weak compared with government intervention and market regulation. In addition, their functional advantages and features, such as integration function of social forces, supervision function of environmental governance and expression function of public opinion, have not yet fully been developed.

Because of the Complexity and concealment of environmental problems and Government information disclosure, it leads to information asymmetry for public. True and accurate environmental information is a prerequisite for environmental management decisions, and public participation in environmental information collection the embodiment of democracy and fairness in public environment governance. Currently, public environmental information collection capability depends on the expert's report, publish official data published by the government and corporate environmental information.

Environmental Management Effect Evaluation is Imperfect. China's environmental governance process management program contains only a risk assessment of democratic participation link, but lack of environmental management effect evaluation. The reason lies in backward evaluation techniques, and it has not yet formed an orderly participation in the program. Environmental management effect evaluation issue is mainly how to evaluate the scientific value of public participation in environmental management.

Environmental Public Governance Legal System Issue. In April 24, 2014, the Environmental Protection Act Amendments was finalized after four reviews. This amendment increased the government, corporate responsibility and punishment, and strengthened the public participation, but the provisions regarding participation procedures and laws participatory approaches are still defective.

Firstly, in terms of participation procedures, this new environmental law provides to strengthen information disclosure and public participation, and provides convenience for citizens, legal persons and other social organizations to participate in and supervise environmental protection. However, for the body, link and participation content, there is no clear definition.

Secondly, in terms of laws participatory approaches, there was a new breakthrough where the scope of environmental litigation subject has been expanded. For the behavior of polluting environment, ecology damage and social and public interests harm, the new environmental law has made the relevant provisions.

Innovation Path of Environment Public Governance

Remodel Social Governance Value Orientation. Value orientation is an important category of value philosophy. Social Governance Innovation contradictions are birth pains of modern social

governance innovation, rather than a manifestation of social development situation of distress. The key is to re-establish the social value orientation for public environment governance.

The differences between capitalist social governance risk and that in socialism with Chinese characteristics lie in value orientation. As everyone knows, the value orientation of capitalism is the maximization of capital and interest. The unrestricted pursuit for capital and interest lead to the emergence of risk society. China as a socialist society, the fundamental value orientation is to satisfy the fundamental interests of the majority of members of the community. In environment public governance, Chinese government actively responds to the risk, proceeding from the fundamental interests of the people, to ensure people's rights to share the fruits and interests of social development.

Establish Partnership Organization. To fully play the welfare of environmental NGOs and profitability of private sector can make environmental management more effective and more responsive. Therefore, through sharing environmental governance power with these community, and establish partner relationship, the government can make environmental public governance decisions. In the partnership organization, the government mainly plays support, service, guide and executive roles. As a helper, government should formulate corresponding rules to protect the other subjects in environmental governance, and allow them to participate in environmental governance under the statutory conditions; as a server, government provide a platform of environmental governance for other partners; as a leader, government should guide other partners to express interest demands and policy recommendations, so that form common values and goals; as an executor, government should faithfully carry out efficient governance decisions of community consultations.

In particular, such partner relationship consists of two or more governance bodies, in which each participating subject is the protagonist, and every participating subject is supposed to provide the necessary resources to other subjects.

Establish Balance Mechanism. The institutional logic of the authoritative environmental governance shows that, china's environmental governance is a practical form of system based on target management responsibility system. Such target governance system is a vertical management network, which is to replace the public environmental governance issue with the interests and responsibilities within the power, so it is the root cause of the public being excluded from the environmental governance. As a supernumerary force and informal participants, the opportunities for participation, competence and scope of the environmental NGOs is irregular in environmental governance model.

In order to breakthrough such authoritative governance paradigm, should bring an institutional balance mechanism. The immediate effect of such balance mechanism is Change the government's monopoly on the right to environmental governance, so that allow society to play a fundamental role in the pollution control, environmental public goods supply, and other areas to resolve the conflicts. Thus, it can not only reduce the cost of government in environmental governance, but also bring Social vitality, to realize the socialization of environmental governance.

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