

Logical Route, Realistic Dilemma and Promotion Path of Cross-domain Ecological Environment Collaborative Governance

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Abstract: Cross-domain ecological environment collaborative governance is helpful to coordinate multiple governance subjects, balance interest demands; enhance the collaborative ability of subjects, improve governance efficiency; construct a new mode of collaborative governance, and stimulate governance innovation. Because of the characteristics of fluidity, unbounded and complexity of ecological environment problems, cross-domain ecological collaborative governance faces the problems of fragmented operation of coordinated governance, imperfect participation mechanism of multiple subjects in environmental governance, insufficient environmental information sharing and difficulty in supervision, unblocked interest coordination mechanism of multiple subjects, difficulty in defining responsibilities and imperfect performance appraisal mechanism. Therefore, in order to better promote cross-domain ecological environment collaborative governance, it is necessary to constantly improve the coordination mechanism of cross-domain ecological environment governance, improve the multi-subject participation mechanism to improve the coordination degree, establish information sharing platform and perfect supervision mechanism, smooth the interest coordination mechanism of cross-domain ecological environment collaborative governance, clarify the relationship between rights and responsibilities and perfect the assessment mechanism.

Keywords: Ecological Environment; Collaborative Governance; Realistic Dilemma.

1. Introduction

A good ecological environment is the most inclusive well-being of people's livelihood. As one of the topics widely concerned by the government, society and academia, ecological environment governance is not only the inevitable requirement of China modernization, but also the essential requirement of beautiful China construction goal. However, ecological environment governance is a systematic and holistic governance project. The principle of territorial management and administrative division alone cannot solve the major problems of ecological environment pollution. Moreover, environmental pollution has the characteristics of public nuisance, spillover, fluidity and borderless, which seriously restricts ecological environment governance. The traditional ecological environment governance mode has been difficult to adapt to the increasingly complex ecological environment situation. Cooperative ecological environment governance has become the only way to solve the cross-domain ecological environment risk. In view of the problem of regional environmental governance, the academic community actively explores the problem of regional ecological environment governance from the perspectives of network governance, collaborative governance and holistic governance. In addition, Beijing-Tianjin-Hebei, Yangtze River Delta, Fenwei Plain and other regions have continuously explored the coordinated management mode of ecological environment and achieved remarkable achievements. However, there are also some problems in the coordinated governance of ecological environment, such as insufficient information sharing, conflict of interests and fragmentation of governance among the participants of ecological environment, which deeply affect the coordinated governance of cross-domain ecological environment. Therefore, under the condition that ecological environment

governance gradually becomes multi-subject participation governance mode, it is urgent to effectively analyze the realistic obstacles and restrictive factors of cross-domain ecological environment collaborative governance, and explore how to improve the efficiency of cross-domain ecological environment collaborative governance is a difficult problem to be solved in the modernization of ecological environment governance system and governance ability in China.

2. Logical Logic of Cross-domain Ecological Environment Collaborative Governance

Collaborative governance emphasizes multi-subject participation, resource sharing and integration, constructs coordination mechanism, adheres to the concept of system and considers each key element of ecological environment from the perspective of the whole, and requires breaking the functional division and decentralized driving of ecological environment governance, so as to promote the modernization of ecological environment governance system and governance ability, realize efficient governance of ecological environment problems, and provide solutions for government ecological environment governance. Collaborative ecological environment governance is a collaborative, systematic and holistic project. The institutional system of ecological environment governance emphasizes systematicness, standardization, stability and coordination. It requires grasping the overall situation and long-term nature of ecological environment governance and coordinating the relationship among various elements of ecological environment governance. Therefore, cross-domain ecological environment collaborative governance is an inevitable choice to solve ecological environment problems and realize the

modernization of ecological environment governance system and governance ability. Cross-domain ecological environment collaborative governance embeds collaborative governance into the process of ecological environment governance. The government, enterprises, social organizations and the public jointly manage the ecological environment through consultation and cooperation.

2.1. Theoretical Logic: Coordinate Multiple Governance Subjects and Balance Interest Demands

Ecological environment resources have the attribute of public goods, and there will be "triple failure" of government, market and society in the practice of ecological environment governance by various subjects alone[1]. Government, enterprises, social organizations and the public participate in ecological environment governance. Through resource integration, functional complementarity and benefit sharing, it helps to break the limitations of single governance subject, construct a dynamic ecological environment governance community, produce synergistic effect and improve the efficiency of ecological environment governance. The traditional ecological environment governance mode is based on the principle of administrative division and territorial management, which is difficult to solve the cross-domain ecological environment pollution problem and ecological environment risk. Environmental pollution problems have spatial spillover effect, which is easy to blur the boundary of governance, bring about the diffusion of publicity, make it difficult to clarify the responsibility of ecological environment governance, make it difficult to coordinate governance, and then fall into the dilemma of "governance failure". In the process of ecological environment governance, it is difficult for the competent department of ecological environment to have complete jurisdiction over a certain environmental governance element. Administrative affairs that do not belong to the scope of responsibilities need to follow the principle of division of business and cannot exceed their authority. Corresponding affairs also need to be handed over to other departments for jurisdiction[2]. Cross-domain ecological environment collaborative governance emphasizes the integrity and integration of environmental regions, pays attention to the development from disorder to orderly governance, clarifies the common responsibilities of governance subjects, makes full use of regional factor endowments and location advantages, shares information, scientifically and reasonably arranges and allocates development resources, promotes resource integration, functional complementarity and benefit sharing, and exerts scale aggregation effect.

2.2. Practical Logic: Enhance the Coordination Ability of the Main Body and Improve the Efficiency of Governance

Ecosystem is composed of natural elements of different scales (such as mountains, water, forests, fields, lakes, grass, sand, ice, etc.), and environmental elements are closely related to spatial regions, and one of them affects the whole body. With the natural elements gradually exceeding the ability category of single governance subject and the rigid limitation of administrative division, and there are problems such as lack of functional coordination and overlapping of departmental functions among government departments,

problems such as decentralization of governance power and resources, vague definition of responsibilities and absence of supervision mechanism have formed in the process of environmental governance^[3]. Collaborative ecological environment governance focuses on the joint role of subjects, emphasizes cross-regional, cross-departmental, multi-subject and multi-element cooperation and integration, solves the problems of "fragmentation" and "information isolation" in traditional ecological environment governance, and helps to realize the dynamic balance between ecological environment protection and economic and social development. At the same time, the cross-regional, spillover, superposition and vulnerability of environmental pollution in ecological environment problems inevitably require cross-domain collaborative governance, carry out collaborative cooperation for cross-domain ecological environment problems, construct ecological environment governance system based on common interests, and adopt systematic and comprehensive governance strategies according to the overall attributes of ecological environment and the complexity of each element. Pearl River Delta, Yangtze River Delta, Beijing-Tianjin-Hebei, Fenwei Plain and other regions actively break down administrative division governance barriers, establish cross-domain ecological environment collaborative governance mechanism, and effectively solve cross-regional and spillover problems of ecological environment through a series of measures such as strengthening governance concepts, building cooperation platforms, and joint enforcement of ecological environment, and resolve the "barrier effect" of cross-domain ecological environment governance.

2.3. Value Logic: Construct a New Model of Collaborative Governance and Stimulate Governance Innovation

The report of the 20th National Congress of the Communist Party of China pointed out: "Improve the modern environmental governance system." Cross-domain ecological environment collaborative governance needs to construct an ecological environment governance system led by the Party Committee, led by the government, participated by enterprises, social organizations and the public, and create a new ecological environment governance model based on the participation of multiple subjects. Public and unbounded environmental problems produce new environmental governance problems and give birth to new environmental governance models. As a complex and open dynamic system, the openness of ecological environment is conducive to fully enhancing the enthusiasm and initiative of governance subjects, and emphasizes that the government encourages and supports enterprises, social organizations, the public and other subjects to participate in the practice of ecological environment governance and devote themselves to solving complex ecological environment problems. The coordinated management of ecological environment requires that we must grasp the overall situation and long-term nature of ecological environment governance, coordinate the relationship among various elements of ecological environment governance, follow the guidance of systematic thinking, promote ecological environment governance to innovate cross-domain ecological environment collaborative governance mechanism, perfect the supervision system mechanism of different subjects, clarify the rights and responsibilities of governance subjects, strengthen scientific and technological support, etc. In order to improve the efficiency of ecological environment

governance, the cross-domain ecological environment collaborative governance model will promote the integration of ecological environment governance resources, promote the optimal allocation and sharing of resources of various subjects, and promote the establishment of an open and transparent information sharing platform. At the same time, cross-domain ecological environment collaborative governance requires the formation of an environmental governance system with clear orientation, scientific decision-making, strong implementation, effective incentives, multiple participation and benign interaction, thus contributing to the innovation of cross-domain ecological environment governance mode and the modernization of ecological environment governance capability.

3. Realistic Dilemma of Cross-domain Ecological Environment Governance Coordination

3.1. Cross-domain Ecological Environment Collaborative Governance Fragmentation Operation

Cross-domain ecological environment collaborative governance is a practical work that needs to be explored continuously for local governments. Due to the geographical diversity, economic development differences and resource endowment differences in China, local governments will plan and refine ecological environment governance policies according to local knowledge and ecological environment characteristics to form ecological environment governance policies with local characteristics. At the same time, because local ecological environment governance adheres to the traditional administrative division as the boundary and the territorial management mode of each other, the environmental governance "championship" and the traditional ecological environment governance concept promote the cross-domain ecological environment coordinated governance operation is not smooth, and there is governance fragmentation. Ecological environment governance needs the participation of many departments such as ecological environment, natural resources and water conservancy. In the process of formulating and implementing ecological environment policies, due to the failure of effective joint prevention and control mechanism, relevant departments such as ecological environment, natural resources and water conservancy are independent, lack of effective connection in the process of formulating and implementing ecological environment policies, and the level of coordinated linkage governance is relatively low. Moreover, different departments have different cognition and value judgment on the same thing in the process of ecological environment governance, which leads to the deviation of each department's own positioning from the overall goal, difficulty in unified implementation, difficulty in coordination, difficulty in overall action, and lack of systematicness and integrity of ecological environment governance. Moreover, the practice of ecological environment management needs constant inspection, feedback and correction. The imbalance of ecological environment governance indicates that the concept and performance concept of ecological environment governance are different, and it is difficult to form joint efforts to control ecological environment, thus further affecting the effect of cross-domain ecological environment collaborative

governance.[4]

3.2. Multi-subject Participation in Environmental Governance Mechanism is not Perfect

As a comprehensive and systematic project, multi-subject participation is the inevitable trend of ecological environment governance to construct a new pattern of co-construction and sharing. Different subjects can participate in ecological environment governance through relatively formal mechanisms, thus forming benign interaction and achieving governance goals.[5] As the leading force of ecological environment governance, local governments should be based on the overall perspective, carry out unified planning and overall deployment. However, in the practice of ecological environment governance, fighting independently is still the main way to promote ecological environment governance. Administrative mechanism is adopted to allocate resources, and even there are conflicts and contradictions between policies and systems of different departments. Enterprises, social organizations, the public and other subjects participate insufficiently, the cooperation between the subjects is unbalanced, mutual coordination is not in place, the effect of enterprises, social organizations, the public and other participation in ecological environment governance is not obvious, and it has strong passivity and dependence. Enterprises are not only the main body of social development, but also the main body of environmental pollution emission, and one of the key subjects of cross-domain ecological environment coordinated governance. However, enterprises lack endogenous motivation for ecological environment governance. The participation degree of social organizations and the public is not high, some social organizations and the public are in a weak position, lack specific communication and expression channels, have low discourse power, are difficult to play their own functions and roles, and cannot effectively activate and integrate public resources and elements.[6]

3.3. Insufficient Environmental Information Sharing and Difficult Supervision

Ecological environment problems are characterized by dispersion, concealment and fluidity. In the practice of cross-domain ecological environment collaborative governance, information resources are the realistic motive force and basic element of constructing collaborative governance mechanism, and timely, fast and effective information disclosure and exchange can improve collaborative efficiency. Information fragmentation, information asymmetry and other problems still exist and stand out in cross-domain ecological environment governance, affecting the willingness of cross-domain collaborative governance. From the perspective of the relationship between the central government and the local government, the asymmetry of ecological environment information is normal in the practice of ecological environment governance. Local officials at all levels report environmental information to the central government step by step, and ecological environment information can be reported selectively and pertinently in this process. The more levels of intermediate transmission, the easier it is to distort environmental information, thus exacerbating the contradiction of asymmetric ecological environment information between central and local governments. [7]The ecological environment information mainly comes from the

official website of the government, the official public account of the government, the reports and press conferences regularly issued by the official media, as well as the ecological environment bulletin issued by the local government and relevant departments. The release of ecological environment information lags behind the actual situation, and it is difficult for the public and enterprises to obtain ecological environment information in time, which will affect the participation initiative of the public and enterprises. [8]Timely and accurate ecological environment data publication and information sharing are the practical difficulties that cross-domain ecological environment collaborative governance urgently needs to face. The public has limited access to environmental information, and the lack of effective information feedback mechanism reduces the enthusiasm of public participation to a certain extent.

3.4. Multi-subject Interest Coordination Mechanism Needs to be Unblocked

Cross-domain ecological environment collaborative governance involves multiple participants, and different participants have different interest demands and behavior choices. With the continuous strengthening of ecological environment governance responsibilities, local governments need to invest a lot of economic costs and labor costs, which inevitably increases the burden on local governments. Some local governments, based on local development, choose to pursue economic interests while maximizing environmental protection. There are differences in environmental governance objectives between governments, discordance between local interests and overall interests, and different ways of consideration, which make it difficult to form an overall joint force for cross-domain ecological environment collaborative governance, which affects the effect of cross-domain ecological environment collaborative governance and is not conducive to the sustainable development of ecological environment. There are also conflicts of interest between government and enterprises. Enterprises pursue economic interests and easily ignore environmental protection. There are conflicts between economic interests and environmental interests. Inconsistency in the interests of multiple subjects easily leads to intensification of differences and conflicts, further leading to failure of cross-domain ecological environment collaborative governance. Multi-subject collaborative cooperation has become an inevitable requirement for cross-regional ecological environment collaborative governance, and how to effectively establish interest coordination mechanism has become the main problem of cross-regional ecological environment collaborative governance. Traditional ecological environment governance depends on the management structure dominated by the government and supported by administration. Moreover, the government and enterprises monopolize a large number of institutional resources, technical resources and information resources. The governance ability, resources, role orientation and institutional space of the public and social organizations are difficult to have substantial influence on the cross-domain ecological environment governance, which deepens the imbalance of the distribution of interests of multiple subjects. Cross-domain ecological environment collaborative governance has contradictions and conflicts such as interest expression, interest distribution, interest sharing and interest compensation, which further aggravate resource competition and interest conflicts such as technology

and capital, and push cross-domain ecological environment collaborative governance into prisoner's dilemma.

3.5. Difficulties in Defining Responsibilities and Imperfect Performance Appraisal Mechanism

In the practice of cross-domain ecological environment collaborative governance, a clear relationship of power and responsibility is conducive to enhancing the kinetic energy of ecological environment governance and stimulating the enthusiasm of the public to participate in ecological environment governance. Due to the publicity, complexity, systematicness and uncertainty of ecological environment governance, coupled with the fragmentation of ecological environment governance, the division of local administrative authority, the dispersion of governance subjects and other problems, it is difficult to accurately define the power and responsibility of governance subjects in cross-domain ecological environment collaborative governance, it is difficult to establish an index system for cross-domain ecological environment collaborative governance, the lack of assessment mechanism, and it is difficult to judge the effect of cross-domain ecological environment collaborative governance. It is not conducive to discovering key problems existing in cross-domain ecological environment collaborative governance. Moreover, multi-agent governance means the decentralization and weakening of power. Individual rational behaviors lead to the emergence of collective irrational phenomena, prompting cross-domain ecological environment collaborative governance to fall into the "collective action dilemma." Cross-domain governance subjects tend to "free ride", blaming environmental damage and pollution problems on other governance subjects. The responsibility boundary of cross-domain ecological environment governance is vague, which is easy to cause responsibility attribution crisis and cause disorder of cross-domain ecological environment governance. As the planner, guide and cultivator of cross-domain ecological environment collaborative governance, the government has the responsibility and obligation to reasonably plan and distribute the environmental responsibilities of each subject. However, how to effectively carry out the main actions, define the main responsibilities and perfect the assessment mechanism is one of the main difficulties of cross-domain ecological environment collaborative governance.

4. Promotion Path of Cross-domain Ecological Environment Collaborative Governance

4.1. Improve the Coordination Mechanism of Cross-domain Ecological Environment Governance

First of all, establish the concept of cross-domain ecological environment collaborative governance. Idea is the precursor to action. The basic reason for the dilemma of ecological environment collaborative governance is the conceptual difference of cross-domain ecological environment collaborative governance. The concept of collaborative governance of cultivating governance subject is based on the integrity of ecological environment, which includes the integrity of environmental elements and the integrity of spatial regions, which promotes the governance

subject to realize the importance of cross-domain ecological environment collaborative governance from the concept level, break through the stand-point of ecological environment governance, systematically plan the implementation of cross-domain ecological environment governance policy, pay attention to the effect of cross-domain ecological environment collaborative governance, and realize the sustainable improvement of ecological environment. Secondly, improve the institutional system of cross-domain ecological environment collaborative governance. A good institutional environment is conducive to enhancing the predictability of coordinated management of the ecological environment. Through institutional constraints, the concept and behavior of participating subjects are urged to complete the task of ecological environment governance, and synergy is realized with goal integrity, field synergy and risk prevention. Finally, improve the laws and regulations for cross-domain ecological environment collaborative governance. Determine the equal legal status of the main body of ecological environment governance, clarify the rights and obligations of cross-domain ecological environment collaborative governance, promote cross-administrative government collaborative work, and provide the most solid guarantee for promoting cross-domain ecological environment collaborative governance.

4.2. Perfecting Multi-subject Participation Mechanism and Improving Coordination Degree

One is to clarify the leading role of the government in cross-domain ecological environment collaborative governance. The ecological environment governance system has hierarchy,[9] which requires the government to establish a vertical collaborative relationship from the central government to the local government, that is, to condense the power of cross-domain ecological environment collaborative governance from top to bottom. It is also necessary to establish horizontal coordination relationship between government and other subjects, so as to promote mutual cooperation between multiple subjects, actively encourage, support and guide enterprises, social organizations and the public to participate in cross-domain ecological environment coordinated governance, provide institutional guarantee for participating subjects, standardize market behavior of enterprises, guide enterprises to carry out green production, encourage technological innovation of enterprises, perfect incentive mechanism, and realize orderly participation of government, enterprises, social organizations and the public. The second is to strengthen the environmental responsibility of enterprises. Through the enterprise environmental responsibility information disclosure system to promote the implementation of corporate responsibility, strengthen environmental risk management, control hazardous products from the source into the production field, reduce environmental damage and pollution. Third, actively play the role of social organizations and public participation. We will raise the awareness of social organizations and the public about ecological and environmental protection, transform environmental protection awareness into conscious actions of all the people, broaden the channels for social organizations and public participation, ensure social organizations and the public to participate in ecological environment decision-making through the hearing system for ecological environment protection, promote scientific and democratic

decision-making on ecological environment, and promote the construction and improvement of social organizations and public participation mechanisms.

4.3. Establishing Information Sharing Platform and Perfecting Supervision Mechanism

Disclosure of environmental information is not only the way for government governance subjects to fulfill their obligations and responsibilities, but also the basis for other governance subjects to supervise them. To further improve the effect, efficiency and effectiveness of cross-domain ecological environment collaborative governance, it is necessary to establish an information sharing platform and improve the supervision mechanism. One is to establish an information sharing platform. Relevant departments of ecological environment governance shall strengthen the overall planning and coordination of environmental policies, improve environmental information policies, actively construct network environmental information sharing platforms, and local governments with cross-domain cooperation shall actively use modern information technology and resources to establish special environmental information sharing platforms, publicize ecological environment quality, detection standards, major decision-making projects, environmental pollution incidents, etc., improve environmental information transparency, and form normalization and standardization of information disclosure. Establish a multi-perspective, three-dimensional and all-round environmental information collection and sharing platform to improve the ability of governance subjects to grasp environmental information in time, report environmental pollution information, understand ecological environment pollution, reduce lag and confusion of ecological environment information, promote understanding trust, consensus achievement and goal construction among governance subjects, so as to adopt coordinated governance behaviors to cope with environmental emergencies and assist governance subjects to effectively cope with environmental risks. The second is to establish a cross-domain ecological environment collaborative governance supervision mechanism. Strengthening ecological environment supervision is the inherent requirement of cross-domain ecological environment coordinated governance, and it is also the inevitable requirement to promote the modernization of ecological environment governance system and governance ability. Strengthen the central government's vertical supervision of the local ecological environment, and compact the responsibility of local governments for ecological environment management through environmental protection inspectors. Strengthen the horizontal connection of local governments, jointly establish cross-domain supervision institutions, reduce the occurrence of collusion behavior, and correct the situation of inaction and disorderly behavior in the process of ecological environment governance. Establish and improve the public's supervision and accountability mechanism for the ecological environment, ensure the public's right to express and supervise ecological environment issues, and enhance the public's enthusiasm for ecological environment governance.

4.4. Benefit Coordination Mechanism for Unblocked Cross-domain Ecological Environment Collaborative Governance

Interest, as the core element affecting cross-domain ecological environment collaborative governance, is the link and bridge to promote cross-domain ecological environment collaborative governance. The first is to build a benefit-sharing mechanism. The main body of cross-regional ecological environment collaborative governance adheres to the concept of environmental benefit-sharing, coordinates the interests of all parties as a whole, absorbs the opinions and suggestions of administrative agencies, enterprises, social organizations, the public and professional organizations, establishes cross-regional ecological environment governance deliberation bodies, ecological environment governance groups, ecological environment governance committees and other interest coordination bodies, promotes cross-regional ecological environment benefit cooperation, and actively discovers and creates common interests. We will improve investment benefits and public service levels, effectively promote subject linkage, resource matching and coordination, and build a shared governance model for ecological environment co-construction and co-governance. Second, improve the ecological compensation system. Ecological compensation system is a new institutional arrangement aimed at protecting and promoting the healthy development of ecological system, which takes economic regulation as a means and law as a guarantee for the units and individuals carrying out ecological protection. Perfecting the scientific and reasonable ecological compensation mechanism is mainly to coordinate the interest disputes of all parties and stimulate the inherent motivation of cross-domain ecological environment collaborative governance ability. Ecological compensation system needs to coordinate the relationship among stakeholders such as government, enterprises, social organizations and the public, enrich the content and form of compensation according to local development differences, natural resource endowment differences, environmental resource constraint differences, etc., so as to ensure that it plays its due role.

4.5. Clarify the Relationship between Power and Responsibility and Improve the Assessment Mechanism

Cross-domain ecological environment collaborative governance should adhere to the basic principle of shared responsibility, clarify the power and responsibility of cross-domain ecological environment collaborative governance, and assist the high-quality development of cross-domain ecological environment collaborative governance. According to the role orientation and functional advantages of the governance subject, efforts will be made to form a general pattern of ecological environment governance with the leadership of the Party Committee, the leadership of the government, the participation of enterprise subjects, social organizations and the public, divide the ownership of power and the scope of cooperation responsibilities according to the governance costs such as geographical location, economic development level and cultural differences, confirm the legitimacy of the exercise of environmental power and the standardization of power operation, [10]reverse the dilemma

of decentralized responsibilities of governance subjects, and stimulate the enthusiasm and responsibility of the participants. It is imperative to construct a scientific and reasonable index system for cross-domain ecological environment collaborative governance. Establish assessment indicators for cross-domain ecological environment collaborative governance according to ecological environment risk control standards, pollutant discharge standards and ecological environment monitoring standards, transmit environmental governance pressure layer by layer through assessment indicators, form effective guiding mechanism, strengthen system support, prevent responsibility evasion and free-riding behavior with scientific and reasonable assessment mechanism, ensure the implementation of ecological environment governance responsibilities, promote the orderly and standardized development of ecological environment governance behaviors, and enhance the responsibility and internal drive of cross-domain ecological environment collaborative governance.

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