

## Cooperation Behavior Optimization of Chinese Regional Local Government Geared to the Needs of National Governance Modernization: Value Orientation and Path Arrangement

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### Abstract

Local government as the important executive main body of pushing on the modernization of the national governance system and governance ability, should be taken the initiative in the whole system framework been constructed of national governance modernization. To promote the cooperative behavior optimization between the local government and the subjects such as the central government, non-governmental organizations and civil as a breakthrough point, and the public interest as the highest value goal, so that to build up a cooperation pattern of plural pattern. under the guidance of the principles of voluntary equality, mutual benefit, complementary advantages, mutual coordination, overall planning and scientific development, strive to build crisscrossed network cooperation agencies. On the basis of the rigid frame, to promote the cultural idea, system of laws and regulations, and policies into coordination and identity as its flexible cooperation mechanism.

**Key words:** National governance; Local government; Modernization; Cooperation

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### INTRODUCTION

“The certain major issue decision of the central committee of the communist party of China on comprehensively deepen reform” passed in the Third Session of the eighteenth Central Committee of the Party points out: “promote the modernization of national governance system and governance ability. This was the first time that national governance and modernization are connected together, and became “the fifth” after the industrial modernization, the agricultural modernization, the national defense modernization and the science and technology modernization. Local government as an important executive main body of promoting the national governance modernization, whether its cooperative behavior can be optimized with subjects of the central government, non-governmental organization and civil is the foundation and the key of the national governance to relate targets of modernization. Based on this, the article aims to explore the cooperation of local government behavior corresponding to optimize the value objective and the real path under the overall goal of national governance modernization. This paper mainly revolves around three key issues: What role the cooperation behavior of local government optimization plays in the process of the national governance modernization? How to position its value orientation? What is the realistic path of local government behavior optimization adapted to the modern governance system and governance ability?”

## 1. THE NATIONAL GOVERNANCE MODERNIZATION AND THE COOPERATION BEHAVIOR OPTIMIZATION OF LOCAL GOVERNMENT

“National governance system and governance ability modernization” is a new political ideas proposed by the third plenary session of the 18th. It suggests that the party has a new understanding of social and political development rule. It is an important innovation of Marxist national theory, and it also the important theory of the Communist Party of China from a revolutionary party to rule the party. Xi Jinping, the general secretary, pointed out that national governance system and governance ability is the concentrated reflection of a national system and the system executive ability, the two complement each other. Based on this, the national governance modernization is the organic unity of national governance system modernization and national governance ability modernization. To promote the national governance system modernization and national governance capability modernization is the two ways complemented each other in the process of political identity.

So-called national modernization management system and management ability, can also be referred to the regime of national modernization. as a modern political factor, the regime and legal change breakthrough from low level to high level process constantly and continuously, mainly includes two aspects: the first, the national regime system constituted by political, economic, social, cultural, ecological environment and so on becomes more perfect, more mature and more stereotypes. The second, under this system, system implementation can be more effective, more transparent, more equitable (Hu, 2014). Of course, for the concept of national governance modernization should not be only from the Angle of modernization process, but also pay attention to the dimension of its status modernization. From the perspective of status modernization, the national governance modernization refers to the governance status and characteristics of states has been completed transition from the traditional to the modern. Taken together, the national governance modernization can be defined as in the process of transformation from traditional state to modern state, the main bodies of the government, market, society, etc. Jointly regulate power operation and maintain social public order, so as to construct a system of rules, governance tools and the executive ability.

Local government cooperation is the creative embodiment of the public management practice, or more precisely, is the creation from nothing (Eugene, 2011). The researchers also stress institutionalization, regularization and effective cooperation of local government to enhance public value. From the view of behavior subject, the

practice of local governments cooperation have a variety of forms: The vertical cooperation between higher and lower governments; The same level cooperation between the governments and the horizontal cooperation between different functional departments of the same government; The internal and external cooperation between the public sector of government and nongovernmental organizations. Geared to the needs of national governance modernization, the requirement of governments at all levels and their functional departments, non-governmental organizations and the public to participate in governance, as well as the main body of local government in regional public affairs management, consistently require that the local government should be taken the initiative in the whole system framework been constructed of national governance modernization. To promote the cooperative behavior optimization between the local government and the subjects such as the central government, non-governmental organizations and civil as a breakthrough point, and then construct a national governance structure that governments, non-governmental organizations, civil, etc. be coexisted and complemented each other under the leading of the strong government. From the perspective of the institutional mechanisms, the local government cooperative behavior optimization requires a set of completed, matured and case-hardened institutional system to sustain, and make the cooperative behavior in different fields of public affairs at different areas has the system basis and legal basis, and then normalized effective cooperation mechanism. From the perspective of tools, methods and techniques. The optimization of local government cooperation behavior must improve its ability. That should not only rely on administrative command, but be adopted more comprehensive measures such as laws and regulations, policy system and so on. It can be said that the modernization of the national governance system and governance ability promote the cooperation behavior of local government to be more perfect, and its ability to be more reinforced from the perspectives of subjects, institutional mechanisms, tools, methods and techniques.

## 2. THE VALUE OF MODERN REGINAL LOCAL GOVERNMENT COOPERATION BEHAVIOR OPTIMIZATION

As a kind of political behavior, governance not only embodies a certain value, namely, advocating philosophies such as the diversity of governance subjects, the governance network construction and the modernization of governance mode. It also reflects a certain technical and demands higher administrative efficiency, lower cost, better public service and more citizens to support. In the modern social political life, the technical factors are more important than the value of governance factors. However, all the governance reforms fundamentally embodied a

certain value, and was carried out under the guidance of a certain value. Under the overall goals of promoting the modernization of national governance system and governance ability, the optimization of local government cooperative behavior as a breakthrough should take the value objective of public interests in the first, to build up the multiple subject cooperation model.

### **2.1 The Highest Value Goal of Public Interest**

In China, the emergence of the concept of public interest and its philosophy in the practice of public policy establishment has experienced a difficult journey. Long feudal empire, the sense of national interest which depends on the modern political science does not exist, and the interest of the dynasty was the most fundamental value orientation that guided and standardized the behavior of national governance. Since the foundation of new China, the ruling party and political - administrative power in such aspects as economy, politics, culture, society in the process of the interests definition occupies the dominant position in the time before reform and opening up. Because of the interests without differentiation and highly homogeneous, the different concepts of the interest of party, state, class, general, collective and the public were used to refer to the public interest in different fields. Until after the reform and opening up, Chinese society began to produce the historical conditions of the concept of public interest, namely, the production of consciousness awakening of civil interest and the competition or even conflict among interest subjects. However, this does not mean that the establishment of the concept of public interest in the process of public policy practice. Because the national interest, the collective interest and the public interest conception specific regulated in the constitutional amendment have a bigger difference involved in the public policy practice, and that more emphasis on personal interest obedience overall benefit in reality. The constitutional amendment in 2004 formally established the principle of public interest. It stipulated from a perspective of institution that the concession of the individual interests for the public interest makes corresponding compensation. In a word, as a kind of development and policy concept, the public interest is the product of differentiation and conflict of interest. From the perspective of social conflict, through the cooperation to tackle the conflict, so as to realize the public interest with necessity and possibility is all exit (Tang, 2011). Therefore, the cooperative innovation among local government, central government, non-governmental organization and civil society based on the public interest has the possibility and necessity.

Governance based on political science refers to the management activities and management process proceed by the public authority for the realization of public interest. good governance is the maximization of management activities and process of public interest. National governance modernization as the overall

objective of governance concept and Chinese governance practice, demands that the government should take the realization of the public interest as its own duty, and decides the basic direction of government activities through public interest. It should play a role of helm in the realization mechanism of the public interest (Ma, 2004). The cooperative behavior of local government is an important content of government activities. Its optimization should be taken public interest for the highest value goal. That is to say, to solve problems involving the public interest should be through the cooperation and negotiation between local government and non-governmental organizations, civil and so on. And gradually formed a kind of protecting public interests and individual rights governance pattern. However, under established social reality of diversified interests, public resource configuration is a game process of the interests of all parties. The subjects such as local governments, central government, non-governmental organizations and the public in the process of realization of public interest, failed to abide by the behavior bottom line gave the cooperation framework in exercising their respective powers and rights frequently. Eventually leading to unable to realize the public interests and personal interests of a win-win situation. For example, the constraints of land requisition must conform to the public interest. However, because of the actual obscurity boundary of public interest, land expropriation and government power, usually leads to land expropriation extended, land expropriation power abuse of the government. That both violates the constitutional criterion of public interests, and infringes civil personal interests in a great extent, even triggers social conflicts and contradictions (Zhang, 2006).

### **2.2 The Target Model of Plural Cooperation**

Compared with traditional management, the modern governance emphasizes the cooperative management of multiple main body in social public affairs. In the modern national governance system, the government, social organizations and citizens are all the governance body. Many governance bodies perform their own duties. The national governance system changed from a single main body to multiple main body of social management cooperation (Tang, 2014). Similarly, the modern regional cooperation behavior of local government requires a good cooperation between the central government and local government, local government among different functional departments, the government and non-governmental organization, among citizens. With the development of social and political progress, non-governmental organizations and citizens are becoming increasingly important in the position and role of the regional social and public affairs management. But the government still has the overriding importance in all subjects, and any other subjects are not enough to compare with the government.

Therefore, in the modern regional social public affairs governance model, the first is to improve the governance capacity of central government and local government and its functional departments. The government plays the functions of the core subject in the national governance system. In relation to the role of government in the governance system, Polanyi proposed early, to analyze the role of national policy is part of a complete system of interpretation. Especially in the area of social construction and market maintenance, it can't ignore the influence of the state (the government) policy eventually. Based on this judge, the government organizations should focus on building and improving the policy, system and legal system of the cooperation innovation of local government, clear the function content of central government, local governments and its departments in the cooperative innovation of local government, and make a clear distinction between the boundary functions; Meanwhile, the government organizations should also definite the legal status and functions of non-governmental organizations and civil society participate in local government cooperation innovation, and the legal reasonable cooperation boundary between the different main bodies. The second is to actively cultivate non-governmental organizations, and to improve the competency of non-governmental organizations to participate in local governance. Non-governmental organization as a new governance subject, it plays the functions of consultation, democracy, service, stability, ecology, etc. in local government cooperation innovation model (Chen & Zhan, 2013). We should establish the principal statue of the non-governmental organizations in participating in local government cooperative innovation by laws and regulations, and actively guide non-government to establish autonomic law mechanism among non-governmental organizations. It also should establish the autonomy mechanism and supervision mechanism of non-governmental organizations involved in local government cooperative innovation combined with the fact. The third is to expand the social citizen participation in local government cooperation channels, to improve their consciousness and willingness to participate in cooperative innovation of local government, and to build institutionalized mechanism of society citizen participation in local government cooperation innovation, and so that to make social citizens enjoy more democratic rights.

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### **3. THE OPTIMIZATION PATH OF REGIONAL LOCAL GOVERNMENT COOPERATION BEHAVIOR UNDER THE BACKGROUND OF GOVERNANCE**

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National governance modernization is both the governance system modernization, and the of governance ability modernization. National governance ability

Modernization focuses on many ability modernization of decision-making, execution, control, coordination, etc.. Local government as an important part of national governance system, its cooperation ability is the important embodiment of national governance ability. Therefore, in the process of promoting the national governance modernization, it is necessary to strengthen and improve the cooperation ability of local government, and under the guidance of the principles of voluntary equality, mutual benefit, complementary advantages, mutual coordination, overall planning, scientific development, etc., to build the crisscrossed network partners between central government and local government, local government and local government, government and non-governmental organization. Based on this rigid framework, to promote cultural idea, laws and regulations, policies and institutions into coordination, identity as its flexible cooperation mechanism.

#### **3.1 To Build the Network Governance Pattern of Cooperation Between Local Government and National Social Plural Subjects**

Governance characterized by multivariate subjects cooperation participation, its structure and pattern of cooperation determine the strength of governance ability. local government Cooperation as an important platform of national governance and an important embodiment of governance ability, in order to achieve the effective use of resources, the integration of efforts, and the realization of complementary advantages, it is necessary to change the traditional concept of regional development, to strengthen the communication between the local government and other subjects, to construct a new platform of local government cooperation to satisfy the needs of the development of modern information network, to form a new pattern of multiple participation, so that to establish a crisscrossed reticular pattern between central government and local government, local government and local government, government and non-governmental organizations, and social citizens.

The first is the vertical cooperation governance pattern. supporting from the central government is both the demand of local governments cooperation theory, and also the successful experience in the field of regional social public affairs management around the world. In Western Europe, special committee in the parliamentary of temporary or permanent, has the function of management, planning, formulation, participation and solving serious public problems involved in the general area. The inter-ministerial committee of central government in France, the inter-ministerial coordination meetings, committee, some proposed groups regularly or irregularly in Swiss, etc., are the typical organization of regional harmonious development. Because the pace of government agencies for reform in our country lags behind the speed of regional economic development, the central government has not

set up the specialized institutions of regional cooperation and management. That directly led to the rising cost of cross-regional public problem and the consequences of inefficient. Therefore, we can try to set up regional cooperation planning and management committee, whose nature is the comprehensive authority agency responsible for the regional cooperation. Its basic function is overall planning and macro managing the area development of Yangtze river delta, the pearl river delta, beijing-tianjin-hebei, west triangle, etc., and supervising and restraining the local government behavior, so that to promote the cooperation between local governments, and to arbitrate and supervise the conflict in government cooperation. The agency can establish divisions such as responsible for regional planning and development department, responsible for the management of department, responsible for promoting cross-regional cooperation of local government departments, etc..

The second is horizontal cooperation governance pattern. Local government as the main participants in the social and public affairs management, to establish a representation of the local governments will have to get general approval, democratic governance structure across administrative region coordination management mechanism, is the key to realize the horizontal cooperation of local government, helps to improve overall regional competition ability effectively. Can set up a specific area of planning and management committee of cooperation, basic duty is to support the work of the national regional cooperation planning and management committee, specific to promote the regional planning drafting and implementation of the across provinces and cities of economic, social and cultural affairs such as the overall management, promote regional cooperation process of local government, docking coordinate and solve the conflict of interest between local governments in the area of, and guide the official and unofficial regional cooperation organization.

The third is alternating cooperation governance network. In addition to the central government and local government, regional cooperation in the network, there is special and increasingly important group or organization, namely the citizens and non-governmental organizations. Cooperation organization both at home and abroad, through study found that a large number of non-governmental organizations or semi-official organization is in the pattern of cooperation, such as urban economy to coordinate of Yangtze river delta, the Yangtze river basin development institute, development of the Yangtze river port of Shanghai association for the advancement of communication platform, etc. In the early stages of development of regional integration, although the central government and local government behavior occupied the main position, but it has also promote and encourage the development of various semi-government organizations, non-governmental organizations and other functions. Try

to set up local government BBS “area” or “regional local government association”, whose nature is similar to the government think tank, the various provinces and cities of experts and scholars, government staff on a regular basis to explore the problems in the regional development, and provides solutions to regional depth cooperation ideas and countermeasures; Can also try to establish “regional joint chamber of commerce”, “the council for the promotion of regional economic and social development”, etc., to give full play to the industry association of major enterprises in the area of contact and function of integration, to build industry to carry out regional cooperation platform of information communication and transportation.

### **3.2 To Establish the Flexible Management Mechanism of Local Government Cooperation**

Under the rigid framework of local government cooperation network, it is necessary to take the coordination and identical of cultural concept, laws and regulations, policies and institutions as the flexible restriction mechanism, and to promote the cooperation behavior of local government in the direction of healthy and long-term development. The first is culture idea. It is the forerunner of action. Setting the modern administrative idea of collaborative symbiotic and win-win cooperation is the basic condition of local government cooperation. The important premise is to establish mutual trust at the very least between the local governments, and to farewell “A neighborhood dispute”, rather than a dragonfly water response to public opinion (Wang, 2009). Under the guidance of new thinking of the modernization of national governance system and governance ability, it is necessary to have the courage to break through the unit administrative districts of rigid constraints. With the public interests as the value orientation, to take the problem of “externality” which cross administrative boundaries effectively internalized through regional cooperation. On this basis, through the construction of scientific and reasonable performance appraisal system, we can correct the development view of government officials. its basic requirement is the desalination performance appraisal of economic indicators, and adding the people’s livelihood indicators, establishing green GDP performance evaluation system, improving performance evaluation mechanism, promoting the diversification of performance evaluation. The primary indicator is to increase local government cooperation, to promote local government officials committed to the development of common areas, and to promote win-win results through cooperation.

The second is the laws and regulations. According to successful cases of regional cooperation in abroad, perfect laws and regulations is the cornerstone of promoting regional cooperation into standardized and health. The United States has been cleared about the legal status of the interstate agreement in the constitution as early

as in 1787, and had enacted more than 100 interstate agreements from 1941 to 1969. The effectiveness of the interstate agreement prior to the regulations issued by the member stated before, and even prior to the new rules. That became the effective ways to regional cooperation in the United States. Greater Vancouver had formed a whole area including 21 local municipalities and 1 district under the specification of *the city charter*. Germany's federal constitution stipulated that it is a kind of mutual coordination relationship between the federal and state governments. Its regional economic development must bear 50% proportion of tasks (Chen & Liu, 2007). Back in the process of the development of regional cooperation in China, the law about the government cooperation is quite weak. It usually depends on the push of the local government leaders, which depends on the quality of the local government leaders, willingness, etc. therefore, It is becoming the urgent request of regional local government cooperation that Join in the provisions such as "promoting coordinated development of regional economic society, and regulating regional gap", "clearing the legal effect of international agreement in province (area)" in relevant laws and regulations. In the long run, it will be the trend of The Times that regional legislative power is translated from the central to the specialized agencies and local governments.

The third is the policy system. The regional policy system is a result of integration and unification of policies and systems within each administrative region which based on the research of the actual situation and their own advantages. According to differences of regional development level, to formulate a fair and discriminating preferential policies is important to promote the common development among regions. At the same time, the regional local government should pay attention to the running of the micro policy. It is not only to increase the intellectual capital by investment in education, to improve the corporate governance environment, to cultivate enterprise's core competitiveness, and to enhance the vitality of enterprises, but also to improve the ecological environment, to perfect the urban function construction and layout, to promote the urbanization of farmers really. In addition, the area should adopt benign competition policy that promote regional economic integration, construct unified big market and eliminate the vicious competition between governments. This request to regulate competition between local government and the market order, collapse between local administrative barriers, build up the dispute settlement mechanism of enterprises in intra-regional trade and investment, and gradually form a unified complaints, mediation, arbitration mechanism.

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## CONCLUSION

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The national governance modernization is the the organic unity of national governance system modernization and national governance ability modernization. Local government as an important executive main body of promoting the national governance modernization, whether its cooperative behavior can be optimized with subjects of the central government, non-governmental organization and civil is the foundation and the key of the national governance to relate targets of modernization. Under the overall goals of promoting the modernization of national governance system and governance ability, the optimization of local government cooperative behavior as a breakthrough should take the value objective of public interests in the first, to build up the multiple subject cooperation models. In the process of promoting the national governance modernization, it is necessary to strengthen and improve the cooperation ability of local government, and build the crisscrossed network partners between central government and local government, local government and local government, government and non-governmental organization. Based on this rigid framework, we can take cultural idea, laws and regulations, policies and institutions into coordination, identical as its flexible cooperation mechanism.

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