



Study on the Management Factors of the Sustainable Development Environmental Governance Mechanism in Inner Mongolia

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Abstract

The sustainable development mode is the development mode integrating material civilization, spirit civilization and ecological civilization, and its connotation includes the sustainable growth of economy, the cycle utilization of resources, the harmonious intergrowth of society, the inheritance and extension of cultures, and the balance and evolvement of nature and zoology. The resource and environmental conditions and the actuality of social economic development of Inner Mongolia decide the indivisibility of the sustainable development and the environmental governance, and the working principle of the environmental governance mechanism should be explained from many management factors such as the environmental system, the environmental planning, the environmental monitoring, the environmental technology, and the environmental culture.

Keywords: Sustainable development, Environmental governance, Management factors

The sustainable development is the common development strategy to exactly process and harmonize the mutual relationships among population, resource, environment, economy and society for developed countries and developing countries in the 21st century, and it is the development which “not only can fulfill the demands of modern people, but will not harm the descendants’ ability to fulfill their development requirements (World Commission on Environment and Development (WCED), 1997)”. When emphasizing the developments of economy and society, the sustainable development must persist in improving the environmental quality and keeping the integrity of the earth zoology to promote the sustainable, stable and healthy development of the nature-economy-society composite ecological system.

1. Relationship between environmental governance and sustainable development

The sustainable development is the scientific development mode giving attention to environmental benefits and economic benefits. The environment is not only the necessary carrier and implementation approach of the economic benefit, but the part and embodiment of the economic benefit. Under the traditional production mode and the consumption mode, the environment is the supplier of the raw materials and the receptor of the industrial cycle wastes, and the increase of narrow economic benefit will always go with the decrease of the total environment benefit. Because the loss of the environmental benefit may be assumed by the whole system, or be showed after a while, so the changes of space and time will make the environmental benefit to be ignored intentionally or unconsciously in the snatching process of the narrow economic benefit. “The tragedy of the commons (Garrett Hardin, 1968)” is the absolutely proper explanation for the disagreements between the environmental benefit subjects and the economic benefit subjects.

The sustainable development and the ecological environmental protection have been the consensus of modern international society, and the basic national policy of China. After the 16th National Congress of Communist Party of China, CPC and Chinese government proposed the “all-round, coordinated and sustainable” Scientific Outlook on Development, and took “building a well-off society in an all-round way” as the strategic target to plan the harmonious development of people and environment as a whole. Therefore, Chinese State Planning Commission constituted “Program of Action for Sustainable Development in China in the Early 21st Century” with relative departments, and put forward the target, main domains and guarantee measures of the sustainable development in China, and took “eliminating environmental pollution, effectively protecting and reasonably utilizing natural resource, continually perfecting and effectively implementing the laws and regulations of the environmental protection, establishing stable and reliable ecological security guarantee system, and quickly developing the cycle economy” as the main measures to push the sustainable development and all-round enhance people’s material and spiritual living levels.

2. Actuality of environmental governance in Inner Mongolia

Inner Mongolia which embodies into the inland is in the north of China, and 80% lands of this region are drought and half-drought regions, and local climate is very bad, and the water resource is far insufficient. Because many man-made unreasonable economic activities such as population explosion, over-developed resources, over-loading stock and

over-reclaiming have far exceeded the actual carrying capacity of the local ecological system, the weak ecological environment which has been impacted by the traditional agricultural policy and production mode for a long time becomes more and more weak. With the quickly pushing of the industrialization and urbanization of Inner Mongolia, the conflict between the development pressure of social economy and the continually aggravated environment becomes more and more serious. The environmental governance has been the key problem to influence the sustainable development of society and economy, and relate to the health of the public.

As viewed from the sources of the environmental problems, the environmental problems mainly include unreasonable industrial structure, coarse economic growth mode, high energy consumption of unit GDP, quick growth of industrial projects with high energy consumption, high discharge, high pollution and low benefit, very obvious conflict between large discharge amount of pollutions and the small environment capacity index, low harmless processing rate of living sewage and living garbage, lagged pollution governance establishments in many industrial enterprises, ascending tendency of main pollution discharge amount, serious atmosphere and water protection situation in key regions, very hard environmental governance tasks, aggravated agricultural source and breeding pollutions, bad living and production environment in countries and pasturing areas, weak ecological environment, weak ecological carrying and adjusting ability, ecological damages induced by the degenerated ecological function and out-of-order resource development, and multiple hidden environmental security troubles.

As viewed from the subjects of the environmental governance, the main problems include that the existing system and mechanism of environment management are not mature, the construction of the environmental infrastructure is lagged, the environmental institution is not mature, the consciousness of environmental protection is still deficient, the execution ability of the environmental protection is still weak, the environmental monitoring and emergency processing ability is in weakness, and the multi-environmental protection mechanism has not been completely established. To only pursue their own economic benefits, some enterprises often seriously get out of the environmental line in new projects, extended projects and rebuilt projects. Taking the situation of Alashan League as the example, in 210 built and building projects with over 1 million Yuan's investment, 135 projects lacked in the procedure of environmental evaluation, and this number occupied 64.3% of the whole amount (Tao, 2007), which fully indicated that the shortage of the environmental monitoring function and the austerity of the environmental governance situation.

3. Analysis of the management factors in the Inner Mongolian environmental governance mechanism

The key factors of the environmental governance mechanism include the constitution of environmental laws and policies, the implementation of the environmental planning, the construction of environmental management, evaluation and monitoring system, the research and application of environmental technology, the environmental education and drumbeating of the environmental protection. As viewed from the environmental management, above key factors can be generalized by the management of environmental systems, the management of environmental planning, the management of environmental monitoring, the management of environmental technology and the management of environmental cultures.

3.1 Management of environmental systems

The management of environmental systems is a kind of environmental management to adjust industrial structure, standardize the production behaviors of the enterprise, promote the technical reform and innovation of the enterprise, and harmonize the relationship between the technical and economic development and the environmental protection, and it includes the establishments and perfection of the environmental standards, laws and policies, and the setting and responsibility division of the environmental management organization institutions. The policies show managers' position, guideline and promise, and they should be consistent with environmental laws and regulations, and they are embodied in convenient or supported supplies of corresponding human sources, financials and technologies. The environmental management organization institutions are concrete main bodies to implement environmental laws, policies and plans. The requirements of the environmental system management are also embodied in strict procedures, criterions, prohibitions and maneuverability.

Quite part of Chinese environment and resource laws were constituted in the planned economic system before 1992, and many contents have not corresponded with the requirements to develop the socialism market economy obviously. At present, the measure to control the environmental pollutions such as waste water and exhaust gas is to impose the over-standard discharge fees, but the charges are always not complete and the charge standard is too low, and many enterprises and local governments often adopt many behaviors to avoid the pollution control because of their own benefits, so the control aim of the pollution discharge can not be realized, and most of the cost of environment pollution has been imputed to the society.

The existing implementation mechanism of environmental laws is not perfect, and many problems exist in it, for example, the administration right is extended and even begins to influence the legislation right, and it can not be directly restrained by the election system and the public politics, and part of administration right even contains the conciliation

and disposal right, but it obviously possesses the independence of judiciary. Though the environmental influence evaluation has been performed, but it is still hard to balance the economic benefits and the environment benefits in the local decisions, and it more easily slides to economic benefits for short-term target in practice. The admittance procedure and the entity status of the public opinions have not been regulated concretely, and the public participation still lacks in the support from legal procedure and the pressure from the legal responsibility.

3.2 Management of environmental planning

The management of environmental planning includes the adjustment of industrial distribution, the constitution of environmental governance aim, the design of project and corresponding indexes, the financing and use of environmental capitals, and the inspection and supervision of the implementation of environmental planning. The base and reference to constitute the environmental planning is the actuality of the environment and the environment management, and the emphasis of planning is the measure or scheme aiming at important factors influencing the environment.

The economic development mode of Inner Mongolia lays particular stress on planting and breeding, and the farming and animal husbandry always occupies large proportion in the economy of the autonomous region. In the GDP statistics of 2007, the proportion of the first, second and third industry was 11.7: 49.2: 39.1 (National Bureau of Statistics of the People's Republic of China, 2008), and this proportion in Inner Mongolia was 13: 51.2: 35.8 (Inner Mongolia Autonomous Region Bureau of Statistics & Inner Mongolia Survey Office of National Bureau of Statistics of China, 2008), and the proportion of the first industry in the Inner Mongolia was 11.11% higher than the national average level. The development of the farming and animal husbandry largely depends on natural resources such as infields and grasslands, and will consumes large resources, and the production and management mode of the farming and animal husbandry is relatively coarse, and the farming and animal husbandry still develops only depending on increasing the amount of livestock, and the planting depends on extensive cultivation to extend the reproduction, which will induce a series of serious consequences such as the retrogression of lands, deficient water resource, destroyed natural vegetation, over-stock and depredated ecological environment, so the sustainable development of the arming and animal husbandry is still in the corner.

The industrial layer of Inner Mongolia is still low, and the industrial structure gives priority to the heavy industry, and the energy industry, the coal industry and the steel industry occupy 60% of the gross of industrial economy in the whole region, and many enterprises still adopt lagged production technologies, and produce high consumptions of energy and resource, and the coarse growth mode with high investment, high consumption and high discharge has not been transformed at all, and the conflict between the quick development of the economy and the carrying ability of the environment is more and more serious, the environmental governances for the atmosphere pollution in key cities, the water pollution in key drainage areas are still very difficult.

The environmental governance and protection needs the support of the environmental technology, and the capital is the necessary basic resource for the innovation of the environmental technology. Because the economic capital of Inner Mongolia is still weak, and the economic accumulation is deficient, and the financing channel is limited, and the flow-in of talents, technologies and capitals is very difficult because of the influences from the capital economy, and the deficiency of capital is one of important factors to impact the environmental governance in Inner Mongolia.

3.3 Management of environmental monitoring

The management of environmental monitoring is a kind of environmental management which takes the environmental standard as the references, and takes the improvement of environment quality as the target, and takes the evaluation of environmental quality and the environment monitoring as the contents. It is a kind of standardized management, and it concludes environment survey, monitoring, research, information, communication, checking and evaluation.

First, the environment monitoring management should possess high-efficiency work mechanisms. The management department should establish the authority of the environmental law execution, strengthen the force to execute environmental laws, and strictly investigate and punish illegal pollution discharging behaviors which would pollute the environment and destroy the ecological environment. In the pollution governance of important drainage areas and regions, the relative governance should reduce the discharge grosses by the environment protection projects, and in the construction of urban environment establishments, the relative department should reduce the living pollution grosses by the pollution governance infrastructures, and in the environment protection works about key enterprises, the relative department should reduce the pollution discharge grosses by developing the clean production and cycle economy, and in the environment protection examination of construction projects, the relative department should use the increment to adjust the grosses, and scientifically and reasonably utilize the environment capacity and promote the optimization of industrial allocation. The daily work emphasis of the environmental monitoring management is to monitor the discharge index of main pollution source, and strictly perform the pollution discharge control system, and dispose the environmental illegal behaviors such as building before authorizing, illegal pollution discharging and pollution shifting from the headstreams.

Second, the environmental monitoring management needs the active participation of the public. The public participation is the essential impetus of the environmental governance, and the premise of participation is to confirm the legal character and legal status of the public participation, and define the public's delegacy of the public benefit. The guarantee of the participation is to establish the systematic public participation system and confirm the public right to information and decision-making, the supervision right, the consensus right, the association right, the judicial relief right, and the mutual support of procedures. In addition, the regulations of public participation should include the articles about the legal responsibility which could punish the subject who has the responsibility to assist and admit legal effect but reject his responsibility.

3.4 Management of environmental technologies

The management of environmental technologies mainly includes the researches about the environmental problems and environmental science and technology, the development and extension of environmental science and technology, the establishment of the environmental information management system, and the communication and cooperation of international environmental science and technology.

The realization of the environmental governance target is to strengthen the independent innovation ability of the environmental science and technology. The advancement of important environmental science and technology always bring the large development of environmental governance. The actuality and ability of the existing environmental science and technology in Inner Mongolia can not accord with the requirements of environmental protection well. First, the environmental management and decision lack in scientific work mechanisms, and many decisions about important environmental protection problems were made in a hurry before researching and demonstrating. Second, the systematic science and technology works of environmental protection in recent years dropped to large extents, and the amount of important research and survey projects is few, and the basic data are deficient, and part of results could not connect with the management well. Third, the technological repertory and communication of pollution prevention are deficient, and the transformation rate of science and technology results is very low, and the industrialization can not be formed. Fourth, the basic ability of environmental monitoring and law executing is weak, and the environmental protection standard system needs to be further perfected. Fifth, the quality of science and technology group should be further enhanced, and excellent young science and technology talents are deficient. Sixth, the investment of science and technology is very deficient, and the stable environmental science and technology investment mechanism has not been stabilized, and the basic condition of scientific research is still lagged.

3.5 Management of environmental cultures

The management of environmental cultures includes the methods and activities about the sustainable development cultural construction, the environmental education development and the environmental consciousness cultivation. The sustainable development culture is the concrete representation of material civilization and spiritual civilization in the natural and social ecological relationship, and is the culture about human and environment coexist harmoniously, survive continually and develop stably. Its differences with the traditional culture include its comprehensive character, system character, adaptability, continuity, and ecological relationship between part and whole, short-term and long-term, competition and intergrowth, development and compensation.

The sustainable development culture represents advanced culture, and it is not only the production of the sustainable development practice, but the cultural soil to cultivate and strengthen the environmental consciousness. Only continually enhancing people's environmental consciousness, they can give more attention to the environmental problems, deeply study these problems, adopt active actions, and bring the environmental protection concept into many domains such as the social value concept, the decision-making of government, the production activity of enterprise, and citizens' consumption habits.

To create and develop the sustainable development culture, the government should continually perfect the system running mode of the sustainable development from many aspects such as law, policy, economy, science and technology, and education, harmonize the relationship between environmental protection and economic development, establish and perfect the social supervision and consensus supervision mechanism, enhance the ability to participate in the environmental management for the public, make the public gradually establish specific value view, production view, consumption view and behavior view about the sustainable development, promote the enhancement of the overall national quality taking the ecological value concept and the environmental ethics as main contents, promote the large enhancement of the urban living quality taking active health and harmonious intergrowth between human and nature as the main requirements, and promote the large enhancement of the urban and rural civilization degree taking good social fashion, civilized public order and pretty environmental quality as the main signs.

4. Conclusions

Various management factors about the environmental governance form an organic integration under mutual functions, and the implementation of the target of environmental governance hangs on the comprehensive function of suited

hardware (capital, technology and equipments), software (system reform, complete legal system, comprehensively planning and system optimization), and the ability of behavior subjects. The optimization of the environmental governance mechanism in Inner Mongolia must persist in the Scientific Outlook on Development, comprehensively utilize multiple control measures such as law, policy, economy, science and technology, and education, quicken the transformation of economic development, promote the essential transformation of the economic growth mode, accomplish the adjustment and industrial updating of industrial structure, establish the ecological economic development mode with local characters, high-efficiently and reasonably allocate and continually utilize the natural resources, and realize the harmonious development of economy, society, population, recourse and ecological environment.

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