

# Research on Government Environmental Regulatory System

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## Abstract

Since Tennessee proposed the concept of "community participation" in 1887, the governments of various countries have gradually transitioned from economic value to public welfare value in the regulation of tourism scenic spots under the influence of this concept. At the same time, stakeholder theory has also been further developed, such as "community", "polycentric" and other subjects are included in the scope of stakeholders. Scholars have gradually separated ownership and management rights from the bundle of rights of tourist attractions. Subsequently, governmental environmental regulation of tourist attractions has gradually diversified, such as community participation, polycentric management, and concessions. Take the United States as an example, the U.S. has implemented a comprehensive concession system in the national park system, realizing the separation between the main business and management subjects, avoiding the ideology of excessive attention to economic value and neglecting resource protection, and this system is beneficial to raising management funds and improving service effectiveness. However, its successful development cannot be achieved without the guidance of various environmental regulation concepts.

## Keywords

Tourist attractions, community participation, polycentric, franchising

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## 1. Community involvement

In his book *Community and Society*, Tennessee proposed the concept of "community participation" in 1887, discussing community in a comprehensive manner based on an in-depth analysis of traditional agricultural society. He pointed out that communities belong to both a state of nature and a single form of organization in society. In this book, he creatively introduced the new concept of "community", which laid a solid foundation for later academic analysis and exploration of community participation in environmental regulation of tourism scenic areas [1]. Ferrin pointed out that the ability to respond to the needs of community members and to deal with the practical problems faced by people in the community in the course of their daily lives are the qualities and characteristics of a community with high member satisfaction. P.E. Murphy, in 1985, incorporated "community participation" into the field of tourism inquiry, with the aim of exploring and analyzing environmental regulation in tourism areas from a community perspective [2].

The domestic research on community participation in tourism development is mainly on the theoretical level. Xi Xiaolin et al. (2015) argue that the low level of community participation has led to a certain degree of environmental problems in tourism areas. The reason for the low interest in participation is that the concept of participation is weak; Zhang Peng and Wang Bo reiterate the concept of "community participation" in "Inspiration of foreign community participation in tourism development in China - South Pembroke, UK as an example" [3]; Tang Shuntie analyzes and explores the harmonization of tourism industry and community development; Liu Weihua (2015) suggests that community participation in the development of tourism scenic areas is not high. The analysis and exploration of the harmonious development of tourism industry and community; Liu Weihua studied the many aspects and specific principles of community participation, based on which the effective initiatives of

community participation to drive the development of tourism industry are targeted [4]; Hu Zhiyi and Zhang Zhaogan mainly made an in-depth analysis of the stage characteristics of community participation in tourism development, and considered community participation to be quite important.

## 2. Multi-center management

The environmental regulation of tourist attractions is essentially the management of a social order. Michael Polanyi first proposed the term "polycentric" in his book "The Logic of Freedom", and used "polycentric" to prove the rationality of spontaneous order and the limits of social management possibilities [5]. Polanyi divided the social order into command order and polycentric order. The command order maintains its own coordination through its own differentiation and integration by virtue of its ultimate authority and the subordination relationship. The polycentric order in which each unit of behavior is integrated through general rules of correlation; yet it has its own independent interests and is subject to special rules for mutual accommodation. Polanyi pioneered the logical analysis of polycentric theory, but Winterson Ostrom and Eleanor Ostrom have empirically tested the polycentric management theory with more emphasis on the interaction of polycentric, the creation of management rules and the dynamics of management forms.

Through her empirical study of the management problem of tourist attractions, Eleanor Strom proposes a theory of autonomous management of tourist attractions, thus transcending the simple dichotomy between the state-owned property rights view (with Leviathan as the "only" solution) and the private property rights view (with privatization as the "only" solution) advocated in solving the problem. The simple dichotomy of Leviathan is as the "only" solution and privatization as the "only" solution. With regard to the management of tourist attractions, the traditional theories have almost disregarded the "tragedy of the commons," the "prisoner's dilemma," and the "collective action dilemma" as inevitable and pessimistic. The solution proposed by the previous economists is the same. The solutions proposed by previous economists usually oscillate between two options: some economists suggest state control over the majority of tourist attractions to prevent their destruction, while others suggest that privatizing them would solve the problem.

## 3. Separation of rights

Scholars in the process of exploring and practicing the management mode of tourism scenic spots, research a series of ways and means such as leasing operation, transferring operation rights, while the academic community in the research of Yang Zhenzhi, Ma Zhiluan, Chen Zhu, etc., gradually formed the "separation of two rights" said, "separation of three rights" In the meantime, many theoretical doctrines such as "separation of two rights" and "separation of three rights" have been gradually developed in academic circles through the research of Yang Zhenzhi, Ma Zhiluan and Chen Zhuan [6].

Wei Xiaoan (2014), a proponent of "separation of two rights", points out that, from the perspective of the development direction of separation of government and enterprises, the separation between operation and ownership is an urgent and realistic demand, however, because heritage resources have certain special features in comparison, so the operating company should have the corresponding qualifications. At present, some tourist attractions "two rights" did not achieve full separation, the reason is that the tourist attractions supervision and implementation of the problem [7].

Proponents of the "separation of powers" argument point out that, on the surface, the state owns many natural resources such as historical relics, forest parks and scenic spots in the country, but in fact, government agencies at the grassroots level can intervene in their management. For the same tourist attractions, there are several departments that overlap and manage them. [8] Administrative units play a series of multiple roles such as resource owners, operators, and regulators at the same time, and many acts of damaging natural landscapes are generated under the temptation of departmental self-interest. Zhang Lingyun (2000) argues that the listing of tourism scenic enterprises does not mean that the relevant government authorities have been indifferent to the management of scenic areas, but only that the management model is different, and public resources are still owned by the state, and this attribute is unlikely to change because of the transfer of management rights [9]. Zhao Yan (2001) points out that the listing of scenic area companies is essentially a non-administrative corporate mode of operation for the management of scenic areas, and whether the companies are listed or not, there is only a difference in degree, but not in substance. So on the issue of tourism scenic area company listing, we should analyze the specific situation, not a blanket rejection [10].

With regard to the two doctrines of property rights, Chaozhi Zhang (2004) points out that, in fact, the controversies and discussions between government power intervention and clarification of property rights are two forms of preventing and avoiding the dilemma of public resources falling into the "tragedy of the commons". He argues that it is important for academics to seek the substantive causes behind the evolution and changes in the mechanisms of the two types of doctrines, and this is worthy of in-depth reflection and discussion [11]. Lu Qi (1995) points out that neither the government nor the market is the only model for the management of public resources, and that both of them have a certain rationality of existence, mainly in the search for

the most optimal mechanism setting. Throughout the world, centralization, local autonomy, and privatization of property rights are very common in the management of national parks. Therefore, both China and Western countries do not adopt only a single management method and means for the management of public resources, but generally need to make targeted choices according to the characteristics of different resources.

#### 4. Policy Network Management

Policy network management theory originated in the 1950s, is in the context of government failure and market failure, along with the "sub-government" "iron triangle" and "issue network" theory and It is a new model and framework for the management of tourist attractions.

Kenis and Schneider consider policy networks as a tripartite model of state management with bureaucratic organizations and markets. Policy network management is characterized by the interdependence of actors, continuous interaction of network members, interaction according to "rules of the game" and mutual trust, and substantial autonomy of society beyond state intervention [12]. The policy network management subject emphasizes that the subjects of policy formulation and implementation are not only the government, but also NGOs, the private sector and individual citizens, who all bear the responsibility of tourism management, but the government plays a leading role in the policy network; the policy network management is the second generation of management tools such as incentives, communication and contracts instead of the first generation of regulatory and coercive management tools; the policy network is composed of various management subjects The policy network is a mechanism and organizational structure of interdependence, mutual cooperation, mutual benefit and resource sharing, which is different from that of the section and the market; trust mechanism, consultation mechanism and learning mechanism are the basis to ensure the effective operation of the policy network. Trust, consultation and learning mechanisms are the basis for ensuring the effective operation of policy networks.

#### 5. Franchising system

According to Su, Yang, and Wang, Changji (2005), the U.S. has implemented a comprehensive concession system within the national park system, which has achieved the separation between the main business and management subjects and avoided the ideology of overly focusing on economic value and neglecting resource protection, and this system is beneficial to raising management funds and improving service effectiveness [13]. Lu Yang (2010) argues that the government-franchised scenic area management model is inevitably unable to operate in a market-oriented manner, and that innovation is needed in the management mechanism.

Hu Shanshan (2015) points out that if you want to drive the continuous growth of tourist attractions, you need to draw up more complete regulatory measures for this, significantly enhance the comprehensive influence of the government in the control of scenic spots, and constantly strengthen the supervision of scenic spots, through which you can achieve substantial optimization of the subsequent development of scenic spots [14]. In his study, Huang Lei (2011) pointed out that, in terms of the supervision of the companies operating in scenic spots, it is necessary to choose highly qualified companies, and at the same time to establish a strict supervision and monitoring system for the relevant activities of the supervising companies to guarantee the steady progress of the companies in the relevant supervising activities [15]. Wang Hong (2015) relies on research activities for the existing regulatory situation, and then discusses that the regulatory work should promote further optimization work in the construction process of scenic spots in China, and then draws up a more complete control plan and arranges professionals to promote the relevant regulatory work, through which to guarantee that the regulatory work can achieve the ideal optimization effect and provide more important support for the scenic spots.

In his study, Zhang Lingyun (2000) suggests that the current administrative regulatory system of China's tourist attractions is significantly flawed, and therefore a market-based operation scheme is necessary. Zhang Jilin (2001) analyzes the current regulatory situation and suggests that a concession entrustment form could be applied, whereby the government delegates the corresponding authority and responsibility to the company, allowing the enterprise to pursue its own development, so that the value of the scenic area can be better exploited.

#### 6. Conclusion

International theoretical research on environmental management of tourism scenic spots has experienced the transformation from single subject management to multiple subject management, and the research on the theory of diversified management has formed a more mature theoretical system, and has achieved substantial results in the practice of scenic spot management. Foreign theoretical research and practical achievements on environmental management of tourism scenic spots have important reference significance for the improvement of our government's environmental supervision responsibilities.

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