Analysis of the Benefit Sharing Mechanism of Local Government Cooperations Taking the Xiangxi Ecological Cultural Tourism Circle as an Example

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Abstract: This paper attempts to develop eco-cultural tourism circle of Xiangxi as a research perspective, analyse the difficulties (fragmentation of ecological cultural tourism circle of Xiangxi in cooperation) faced by local government, seize the key factors of local government cooperation in the interests sharing mechanism to solve the dilemma of regional cooperation through the construction of local government interests and cooperation and promote regional economic integration and rapid the development of the economy. Based on the analysis of ecological cultural tourism circle of Xiangxi local government cooperation benefit sharing mechanism facing difficulties, from the sense of cooperation, economic development level, the cadre appraisal system and the rule of law perspective, the writer explores the reasons of the dilemma of cooperation, and puts forward suggestions to improve local government cooperation benefit sharing mechanism.

Keywords: Local Government Cooperation; Benefit Sharing Mechanism; Greater Xiangxi Eco cultural Tourism Circle

Introduction

Since China's reform and opening up to the outside world, with the gradual development of China's economy, especially the deepening of market reform, China's regional economy has become more closely linked, the scope, the fields of regional cooperation and the scale is expanding constantly, formed as the Yangtze River Delta, Pearl River Delta, Chengdu-Chongqing economic
circles and economic circles of Beijing, Tianjin, Hebei and other important regional economy, regional cooperation has become an important way to promote regional economic development.

At present, the regional cooperation in China is mainly driven by the local government, the local government as the representative of regional cooperation, regional cooperation is the enabler and facilitator, through long-term practice, local governments gradually realize under the present government system environment in China, the cooperation between the government is the key to promote regional economic integration in China. And the local governments in the process of cooperation, it is a deep-seated problem to coordinate the interests between local governments and promote further cooperations. Local interests directly affect the local governments in the cooperation between them, and is the key factor of regional cooperations. The uneven distribution of local interests led to regional economic uncooperation and the loss of well-being. Therefore, it is urgent to solve the problem of regional government cooperation and establish the mechanism of benefit sharing of local government cooperation.

The issue of local government interests in the process of regional economic integration sharing mechanism, has aroused the attention of scholars, and discussed from different angles: Wang Weiquan (2010) pointed out that from the perspective of public administration, it is necessary to establish a new concept of regional cooperation and win-win, gradually form mechanism of regional benefit sharing, implement and protect such a mechanism in order to promote regional cooperation. Yang Aiping (2011) pointed out that from the present perspective of the system, the basis of local government long-term cooperation is a reasonable incentive mechanism, so in the development of inclusive policies, high-level governments should do through the guidance and coordination, parallel construction of incentive mechanism of interest distribution and coordination, interest compensation and the transfer, so that the local governments can achieve equal status autonomy, interests compatible institutional cooperation. Tian Yanping and Feng Leilei (2015) further pointed out that the system of the mechanism of interest negotiation makes the regional cooperation more stable. It can achieve the balance of interests between the developed areas and the disadvantaged areas through the normative institutional arrangements. Liu Xianjiang (2011) pointed out from the political point of view that interest expression, interest integration, interest distribution and benefit compensation are the obstacles to the benefit sharing mechanism. If we want to realize the mechanism of benefit sharing, we must make these mechanisms run properly, and constantly adjust and perfect these mechanisms, which will help break down the obstacles brought about by the mechanism, and let all members of society share the fruits of development.
Although scholars have reached a consensus on how to break the bottleneck of regional economic integration in the interests of local government cooperation mechanism, they still have different ideas about how to establish such a mechanism and it takes time to be solved.

1. The analysis of the benefit sharing mechanism of local government cooperation in Xiangxi eco-logical cultural tourism circle

Ecological cultural tourism circle of Greater Xiangxi refers to the west of Hunan province Xiangxi Tujia and Miao Autonomous Prefecture, Zhangjiajie City, Changde City, Huaihua City, Shaoyang city and Yongzhou City, Jiang Hua, Jiangyong two counties, the land area of the province accounts for 45.5%, and it covers up to 96444 square kilometers. At present, the large ecological tourism circle of Greater Xiangxi has made great achievements in the cooperation of local governments, mainly as follows: first, the tourist attractions gradually become standard and reasonable. At present, Greater Xiangxi has 2 World Heritage, 11 national historical and cultural city town villages, 11 national Forest Parks, 10 National Nature Reserves, 6 national geological parks, 2 national industrial tourism demonstration bases, 7 National Wetland Parks, 31 national key cultural relics protection units, 49 national intangible cultural heritage sites. Two, the people's standard of living of China is gradually improving. In 2014, the total number of domestic tourists in the Greater Xiangxi area was 103 million 20 thousand people, the total domestic tourism revenue of $81 billion 600 million, accounting for 25.14% of the total number of domestic tourists in Hunan. Annual reception of 652419 foreign tourists, tourism revenue of $303 million 282 thousand and 200, accounting for 29.72% of the total number of overseas tourists in Hunan. Tourism has become a pillar industry in the Greater Xiangxi region, promoting the overall economic growth in the Greater Xiangxi region, and improving the people's living standard. Three, the integrated infrastructure has been established. There is a sound three-dimensional traffic network in the region, so that the regions between Greater Xiangxi and adjacent areas between the more efficient and effective promotion of regional cooperation and development.

Although the Great Xiangxi eco-cultural tourism circle has made great achievements in the cooperation of local governments, it also faces many difficulties in the development process, mainly reflected in the following aspects:

1.1 Cooperation and coordination mechanism is not unsound

The lack of cooperation and coordination mechanism directly led to the lack of a unified strategic planning and layout of the eco-cultural tourism circle of Xiangxi. Cities of Greater Xiangxi ecological cultural tourism rarely
embark from Xiangxi's overall resources and unified brand, in making their culture and tourism strategy and the layout. They are self-centered and seldom consider the coordination development of related industries.

1.2 Profit distribution mechanism is not established

The distribution of benefits is mainly based on the form of agreement, in theory, according to the amount of investment and contribution to a reasonable and equitable distribution. But the level of economic development of Xiangxi ecological tourism area is low, the market economy is not perfect, the cooperation coordination mechanism has not yet been established. There is no legal system, and no clear distribution standards lead to an unsound interest distribution mechanism, which hinders the cooperation between local governments. And sometimes some local governments seek their own interests, not from the global integrity of regional cooperation. It is easy to result in a more serious "individualism" behavior.

1.3 Information sharing mechanism is not satisfied

In view of the current situation, the local governments in cooperation in information communication, mainly rely on the "government forum", "Mayor economic coordination" meeting, to share information. Lack of cooperation platform and information exchange mechanism leads to less cooperation and development between local governments. The Xiangxi regional tourism information exchange platform for tourism is not yet established so the related businesses can not timely and effectively grasp the demands of tourists in tourism and provide their own services for the majority of the tourists. The tourists can not timely know the latest tourism projects and tourism routes, the city hotel occupancy rate, city traffic problems. This is because a benign interaction between the administrative departments of tourism, tourist, tourism enterprises of the three is not yet complete. And tourists know nothing about the city they will travel. And this is the problem to be solved.

2. The Greater Xiangxi ecological cultural tourism circle of local government cooperation in the interests of the sharing mechanism facing the plight of the reasons

2.1 Awareness of cooperation of the regional sides is weak

Due to the influence of the traditional administration, the cooperation between local governments is weak and the cooperative behavior becomes a mere formality. The local governments have great enthusiasm at the beginning of cooperation, and then will not honor their original commitment, which result in the conflict and contradiction between the local governments and no cooperation anymore, negative impact on cooperation amount the all side is obvious. Take the ecological and cultural tourism circle of Xiangxi as example, in promoting the development of cultural tourism industry, due to
the lack of trust and cooperation consciousness, resulting in uneven development speed of cultural tourism industry in Zhangjiajie, Xiangxi Autonomous Prefecture, Huaihua, Changde, Shaoyang. The development of cultural tourism industry in Zhangjiajie is relatively mature, Xiangxi Autonomous Prefecture, Huaihua, the development of cultural tourism industry in Shaoyang Changde, is relatively backward, Zhangjiajie did not play a leading role in the greater Xiangxi area of cultural tourism industry, so the Greater Xiangxi ecological and cultural tourism is not satisfied.

2.2 Imbalance in economic development

The gap of Xiangxi regional economic development in various regions can be seen from Table 1 data and reflects the economic development in various regions of Hunan Province in 2014 in Xiangxi. The table also reflects the gap between the city's economic development, unbalanced regional economic development level, excess competition cooperation, which is not conducive to the coordinated development of regional economy.

<table>
<thead>
<tr>
<th>region</th>
<th>Gross product(100 million yuan)</th>
<th>Primary industry</th>
<th>The secondary industry</th>
<th>The tertiary industry</th>
<th>Per capita GDP (yuan)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shaoyang</td>
<td>1261.61</td>
<td>271.70</td>
<td>481.39</td>
<td>508.52</td>
<td>17498</td>
</tr>
<tr>
<td>Changde</td>
<td>2514.15</td>
<td>337.89</td>
<td>1197.88</td>
<td>978.38</td>
<td>43215</td>
</tr>
<tr>
<td>Zhangjiajie</td>
<td>410.02</td>
<td>47.55</td>
<td>99.68</td>
<td>262.79</td>
<td>27051</td>
</tr>
<tr>
<td>Huaihua</td>
<td>1181.24</td>
<td>171.20</td>
<td>515.70</td>
<td>494.34</td>
<td>24368</td>
</tr>
<tr>
<td>Xiangxi</td>
<td>457.00</td>
<td>68.80</td>
<td>156.45</td>
<td>231.76</td>
<td>17507</td>
</tr>
</tbody>
</table>

Source: according to data compiled in Hunan statistical yearbook of 2015

Table 1 shows that Changde's economic indicators which are far ahead of the other four cities. Compared with other cities, Changde's GDP is 6.1 times that of Zhangjiajie, 5.5 Xiangxi Autonomous Prefecture, 2.1 times of Huaihua, the 2.0 times of Shaoyang, so there is a certain gap in the economy in the area. From the perspective of per capita GDP, Changde is 2.5 times that of Shaoyang, Xiangxi, 1.8 times of Huaihua, 1.6 times of Zhangjiajie. As can be seen in Figure 1, the first industry in Changde is slightly higher than the other four cities, the second industry, the third industry in Changde is significantly higher than the other four cities. Among the third industries, Changde is Xiangxi Autonomous Prefecture's 4.2 times, Zhangjiajie's 3.7 times, Shaoyang 1.9 times, 2 times of Huaihua.

It is more intuitive to reflect the gap between the first industry, the second industry and the third industry in Hunan province in 2014 by the figure of Xiangxi, which is more intuitive in figure 1.
2.3 The unsound current cadre assessment system

The current cadre appraisal system directly linked to the performance of economic development is used to evaluate and assess the performance of local government officials, and the system is used to quantify and assess their simple economic growth rate, per capita index term, and it also directly affects their job motivation, purpose, method. Therefore, some officials for their own interests will be promoted in order to seek win-win cooperation ignoring short-sighted effect. For example, some officials in violation of the cooperation agreement strategy try to attract investment, and pay no attention to the long-term development of a comprehensive analysis of local economy actual need. They always consider economic growth and GDP. This approach is not conducive to the overall the development of various regions, thus resulting in a vicious competition between regions, and the term of office of some officials, especially senior officials in the area is very short, the cooperation project construction period is long, the effect of the projects can not be seen in the short term, which belongs to the potential achievements, that's why officials are not willing to invest in the long-time projects.

2.4 The lack of relevant laws and regulations

There are no relevant legal protection, and the unified regulations of regional cooperations in investment, land leasing, export trade, technology development, information exchange, resource sharing and other aspects of tourism within all the Xiangxi Cities. Some cities only attach importance to the local economic development, but the cooperation of the management and service work is not enough, and is not conducive to consolidate and maintain long-term cooperative relations. Therefore, it is necessary to improve and perfect the laws and regulations in the Greater Xiangxi area, so that the cooperative relations between local governments can be standardized in the form of institutionalization and legalization.
3. Countermeasures improving the local government cooperation mechanism of the interests-sharing

3.1 Establish regional cooperation and coordination mechanism

First, the inter-regional coordination of interest management should be established. At present, there is a certain gap of the economic development of different area itself, in order to control the unfair competition between local governments, realize the cooperation between local governments, an inter-regional coordination management mechanism should be established. Through the establishment of inter-regional coordination management institution, to some extent, it can play a role in regulating and restricting the activities of local governments, which can ensure the stability and long-term development of cooperation. The coordination and management mechanism of interest can make the parties involved in the cooperation on issues related to effective consultation and coordination, good negotiation is an important part of the local government cooperation. Whether it is the implementation of cooperation, the supervision of cooperation, or the evaluation of cooperation, the process of negotiation can not be separated. It can be said that effective negotiation is equivalent to half the success of cooperation. Through long-term stable cooperation, each participant can maximize their own interests. This kind of interest coordination management mechanism will mobilize the enthusiasm and initiative of the parties involved in the cooperation, which is more conducive to further promote cooperation.

Secondly, the dialogue model of local government leaders should be constructed. The dialogue of senior leadership is reasonable and the current system of regional economic cooperation organizations in China have be set up jointly, negotiation and consultation is to explore and develop the basis for policy planning, and by which the local government officials can fully express their wishes, so it is an important way to seek common development goals. By establishing a regular dialogue system and through the existing administrative, the heads of the forum, by the economic development forum and exchange platform, discuss economic problems, actively respond to the development of public interest. On the basis of equality and dialogue, both sides reached an agreement on the development of common intention, as a solution and reference to the problems of regional economic development, which is also served as the supervision of the local government in the implementation of cooperative organization resolution efforts.

3.2 Improve the interest distribution mechanism

In the distribution of the interests of the local government, first of all, industry structure has the advantages of regional industrial structure, and the regional advantages have shared the benefits, make full use of area occupied by the favorable situation, realize professional production, improve the
utilization of industry competitive advantage, and get the overall regional economic interests. Secondly, local governments can use regional trade, which gives full play to the role of the market, and distribute the interest made by regional economic cooperation. Finally, through the third party regulation of the central government's financial subsidies, transfer payments and other forms, effective and reasonable distribution of interests can promote the effective implementation of cooperation. Otherwise, it will hinder the cooperation between local governments and even "selfish departmentalism" exists. Therefore, the interest distribution mechanism will become the perfect coordination mechanism among local governments, on the basis of market economy, the central government's macro-control also functions, in order to build a new regional interests, cooperation, equality and mutual benefit in the context of the region. Then it presents the relations of cooperation, through the mechanism of inter-regional distribution the promotion of regional economic cooperation and development, the overall development of regional economy.

3.3 Improve the benefit compensation mechanism
First of all, the tax return system should be established. Through the tax return system, this part of the funds will be transferred to the general payment, so as to promote and achieve the goal of narrowing regional differences. Secondly, the external public goods should be provided. The competition between local governments restricts the supply of public services with externalities. On the one hand, because of the public service management mechanism itself; on the other hand, local governments’ lack of coordination, the idea of regional standards is entrenched, cooperation and coordination between different areas is hard, it is difficult to form the overall planning of the development of public services throughout the region. Faced with this dilemma, local governments trying to "free ride" and need to be compensated to the local governments that provide these products and services. Finally, through a variety of financial subsidies and transfer payments the local government can improve and perfect the compensation mechanism, realize the harmony between the overall interests of the regions and strengthen regional ties, promote regional economic sustained and rapid development.

3.4 Improve the mechanism of information sharing
First of all, the construction of government information, the establishment of government affairs open system are important. Secondly, the evaluation system of regional cooperation information is constructed. Finally, the information resources should be integrated. That is, according to certain rules, the information should be gathered together and classified. The information in different areas is complicated, and the ways of collection are not consistent, which is difficult to the query of demanders. Therefore the government should
be in clear inside and outside the base of information demand, from the regional level in line with the development of information integration system used in different parts of the region, according to the needs in accordance with the integration of certain information will be sorted out.

Conclusion

Under the premise of economic globalization and regional economic integration, local governments have realized that only cooperation can maximize their interests and promote the development of the regional economy as a whole. But at the same time we should also realized that to achieve regional governmental cooperation, we need to further improve the local government cooperation benefit sharing mechanism. On the one hand, the establishment of regional cooperation and coordination mechanism can improve the distribution of interests, interest compensation mechanism, distribution of the local government is reasonable in the cooperation benefits. On the other hand, we should improve the construction of information sharing mechanism and the trust mechanism of local government cooperation, reduce the transaction costs of various partners, promote cooperation between local governments and maximize regional interests.

References