



**THE MECHANISM OF GOVERNMENT COOPERATION UNDER THE
ECONOMIC REGINALIZATION OF CHINA**

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THEMATIC CERTIFICATE

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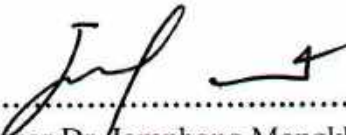
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ABSTRACT

Title: The Mechanism of Government Cooperation Under the Economic Regionalization of China
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Economic regionalization is one of the important characteristics in the process of economic globalization. At present, economic regionalization has been successfully applied to the formulation and implementation of regional policies in developed countries as a concept of regional development or regional development policy, and has greatly promoted the sustainable development of developed countries' economies. After China's Reform and Opening-up in 1978, it has gradually transformed from a planned economy to a market economy, drawing lessons from the economic development modes and regional economic development strategies of western developed countries, and has also seen the important role of economic regionalization in promoting national economic development and improving the allocation of resources.

However, with the economic development and the penetration and integration of the world economy into China's economy, the drawbacks of the traditional administrative region economy are gradually emerging. How to break through the restrictions of the administrative system and carry out industrial transformation and upgrading is an urgent problem to be solved in the regionalization of China's economy. Therefore, if China's economic regionalization is to be in line with the world, it is necessary to strengthen the reform of the administrative system, transform the functions of the government, gradually transform the government from the micro-field to the macro-control, establish the cooperation mechanism among local governments, and promote the maximization of regional economic interests and efficiency.

In the course of the research, the paper adopted the empirical research method of social science, combining qualitative research with quantitative research. In qualitative research, case study method, comparative research method and inductive deduction method were mostly used. The hypothesis and verification of the relevant

conclusions of the paper also needed the assistance of data. Therefore, a large number of data was synthetically used in case analysis, and the influencing factors were analyzed. Regression analysis was used to determine whether there was a correlation between the two factors.

Keyword: Economic Regionalization, Local Government Management System, Government Cooperation Mechanism



CONTENT

ABSTRACT.....	I
1 INTRODUCTION.....	1
1.1 Research Background.....	1
1.2 Significance of Study.....	5
1.2.1 Theoretical Significance.....	5
1.2.2 Practical Significance.....	7
2 LITERATURE REVIEW.....	10
2.1 Region Economy.....	10
2.2 Intergovernmental Relationship.....	13
2.3 Intergovernmental Cooperation.....	14
2.4 Evaluation of Existing Research.....	17
3 RESEARCH METHOD.....	21
3.1 Discovery of Problems.....	21
3.2 Solving Problems.....	24
3.2.1. Presenting Hypotheses.....	24
3.2.2. Verification Hypothesis.....	24
4 RESEARCH AND ANALYSIS.....	26
4.1 Data collection and Collation.....	26
4.1.1 Government Collaboration Mechanism in Regional Economic Development of the United States.....	26
4.1.2 Government Collaboration in Japan Regional Policies.....	35
4.1.3 Urban Network Mechanism in Regional Cooperation in Germany.....	41
4.1.4 The Mode of Government Cooperation in China's Regional Economic Development.....	43
4.2 Analysis Method.....	46
4.2.1 Difficult to Maximize The Cooperation Benefit Due to the Game Between Local Governments.....	49
4.2.2 Without Effective Cooperation and Coordination Mechanism.....	49
4.2.3 The Regional Industries are Similar, and There are Problems of Repeated Construction.....	50
5 CONCLUSION.....	51
5.1 The Current Management System of Local Government in China.....	52

5.1.1 The Political System Lags Behind the Reform of the Economic System, Resulting in the Proliferation of Interests Under Utilitarianism.....	52
5.1.2 The Pursuit of Economic Interests by Local Governments Has Led to the Absence of Government Functions.....	53
5.1.3 The Game Between Local Governments Makes the Maximization of Cooperation Benefit Difficult to Realize.....	54
5.2 Innovation of Local Government Management System in China.....	54
5.2.1 Adjust Administrative Divisions Appropriately and Remove Administrative Barriers for Economic Regionalization.....	55
5.2.2 Transform the Functions of the Government and Strengthen the Guidance and Management of Regional Economic Integration.....	55
5.2.3 Reform Government Institutions and Provide Organizational Guarantee for the Development of Regional Economic Integration.....	56
5.2.4 Reinventing Local Government Relations and Strengthening the Platform Construction of Regional Economic Integration Development.....	56
5.2.5 To Promote the Cooperation Between Local Governments, We Should Strengthen the Value Oriented Role of the Central Government's Public Policies.....	57
5.3 Issues to be Paid Attention to in the Cooperation of Local Governments in Regional Coordinated Development.....	59
REFERENCES.....	63

1 INTRODUCTION

1.1 Research Background

Economic globalization has gradually deepened the links around the world, and made countries and regions realize the necessity of cooperation beyond competition. Accordingly, the economy has begun to move towards regional cooperation. This region first appeared in developed countries in Europe and America. As one of the earliest countries to adopt regional economic policies, the United States is in the forefront of the world in terms of theory and practice, and the national economy has been benefiting from regional economic development. China's market economy started relatively late. Since 1978, with the improvement of the market economic system, the relationship between regional economies has become closer and closer, and the scope and scope of economic cooperation has been expanding. With the active intervention of the administrative forces of Chinese governments at all levels and the strong support of policies, typical regional economic bodies, such as the Yangtze River Delta and the Pearl River Delta, have been formed. In the 21st century At the beginning, the Bohai Rim Economic Zone also grew rapidly. These three economic zones, with 10% of the country's population, generated 40% of the country's GDP in 2004, which has played a huge role in promoting the country's economic development. Since then, provinces have also actively used this model for reference, adopted regional economic development strategies, established many regional economic zones, such as the provincial capital city-centered economic zone, coastal city-centered economic zone, such as Shandong Peninsula Blue Economic Zone, Xi'an City Economic Zone, Haikou City Economic Zone and so on.

In recent years, the integration and coordinated development of China's regional economy has become an important trend of China's sustainable economic development. On the macro level, the overall strategy of the coordinated development of the four major plates of the eastern priority development, the rise of the central region, the western development and the revitalization of the Northeast has been basically established; on the meso level, the Pearl River Delta, the Yangtze River Delta, Beijing Tianjin Hebei and the Central Plains Economic Zone have also

achieved greater construction and development; on the micro level, it is the establishment of the inner city groups and urban belts of each province, which together constitute the regional economic integration of China The pattern.

We have been looking for the source and power of China's sustainable economic development. In fact, the imbalance of regional economic development in China has provided such source and power for China's sustainable economic development to some extent. On the one hand, through the cultivation of more regions and more growth poles, the successive forces of economic development will be gathered; on the other hand, through the power generated by the change of regional economic pattern, the deepening of political and economic system reform will be forced, so as to promote the transformation of regional economy from unbalanced growth to coordinated and sustainable development.

At present, the concept of regional economic development is gradually upgrading. Although it is full of conflicts, games, contradictions and problems, the trend of international and domestic integration is irreversible. Of course, China's economy also needs to rely on deeper regional economic integration to achieve breakthroughs and sustainable development.

Regional economic integration should be the product of the development of market economy to a certain stage, and also the only way to enhance regional economic competitiveness. From the perspective of the development process of regional economic integration, there are two driving forces: one is the inherent law of the development of market economy; the other is the government's administrative intervention. However, China's regional economic integration is quite different from the regional economic development of western developed countries. The regional economic integration of western developed countries is the product of the spontaneous formation of market economy development, in which the government provides good service and policy guidance; while the regional economic development of China is mainly the result of government administrative intervention, in which the market plays a much weaker role. Therefore, the current market economy system of our country is gradually mature, while the traditional regional economy has exposed many drawbacks. Generally speaking, the level of regional economy is not high and the

process is slow. Firstly, the regional economic zones, such as the Yangtze River Delta, the Pearl River Delta and the Bohai Rim Economic Zone, which are spawned by traditional administrative forces, have not formed a unified market economy system. There are many contradictions and obvious conflicts of interests in the region. Secondly, the repeated construction of the region has resulted in serious waste of resources, while the lack of cross-regional public infrastructure construction has affected the resources within the region. Third, it is difficult to coordinate cross-administrative public issues in the region, lack of effective government communication and coordination mechanism, environmental pollution, cross-regional crime and other issues are becoming increasingly serious. Therefore, it is urgent to find out the root causes and find solutions to promote regional economic development in China.

In the market economy dominated by the government, the role of local government in regional economy is obvious. The sustained and rapid growth of China's economy in the past 30 years has attracted the attention of many scholars at home and abroad. Regional economic development with Chinese characteristics has also become a hot spot of academic research in recent years, with different perspectives and views, but in this process, local governments are affirmed. It plays an important role. In order to pursue more economic benefits, local governments are aggregating as much resources and conveniences as possible in both macro and micro fields. Therefore, in all aspects of regional economy, administrative forces infiltrate into it, which is rare in other countries and regions in the world. China's regional economy can also be called "administrative region economy" to a certain extent. The relationship between local governments influences and even dominates the degree of regional economic development and the future trend. In order to realize the transformation and upgrading of China's regional economy, the most important thing is to establish a sound intergovernmental relationship, which is bound to coordinate the horizontal relationship between local governments. The maintenance of horizontal intergovernmental relations requires the coordination and leadership of higher governments. Establishing government cooperation mechanism involves good inter-governmental relations, which is also an important part of China's administrative system reform.

In recent years, the study of intergovernmental relations has gradually become a hot spot, especially in China, which has a profound background and objective needs. With the deepening of regional economic development, regional public affairs have gradually increased, and higher requirements have been put forward for intergovernmental relations. The so-called inter-governmental relations, in fact, are intergovernmental relations. As far as a country is concerned, there are roughly three aspects: one is the vertical relationship between the higher and lower governments in the same administrative region; the other is the crisscross network relationship between the central government and local governments at all levels; and the third is the relationship between the different levels of governments with non-vertical subordinate relations.

Over the past 30 years, China's inter-governmental relations have been developing in blocks. Vertical inter-governmental relations between central and local governments still play a leading role. The one-way operation mode of rights characterized by layer-by-layer restraint still plays an important role in the practice of inter-governmental relations. With the rapid development of regional economy and the increasing of cross-regional public affairs, there are many factors restricting the development of regional economy in China's intergovernmental relations, both vertically and horizontally. From the perspective of vertical intergovernmental relations, in a single vertical system, the upper and lower governments are the relationship between leadership and being led. The lower governments have certain decision-making power over the affairs of their own jurisdiction, but when it comes to administrative affairs, they lack autonomy, so they need to give advice to the higher governments. This decision-making and power operation mechanism, especially in the event of sudden public events, exposes serious drawbacks and reduces efficiency. From the perspective of horizontal inter-governmental relations, the government performance appraisal system still focuses on economic indicators, which leads to more competition than cooperation among local governments at all levels driven by the economic interests of local governments. In the process of regional economic development, when it involves coordination of cross-administrative issues and allocation of economic resources, the existence of local protectionism seriously hinders the cross-border of resources. Regional mobility and division of labour.

1.2 Significance of Study

1.2.1 Theoretical Significance

Firstly, it is helpful to explore the theory of intergovernmental relations suitable for China's reality. Intergovernmental relations, as an academic term, are the implementation of the New Deal in the 1930s and the efforts of the federal government to save the Great Depression. The real study of intergovernmental relations began in the 1960s for three reasons: firstly, the changes of social environment at that time made the traditional public administration theory created by Wilson unable to respond to the social, political and economic needs; secondly, the development of western social transportation, communication technology, modern mass production and extensive social intervention in economic life; thirdly, various countries. At the same time, it promotes the development of regional economy in China, and promotes the development of intergovernmental relations. Since the 1980s, new situations have emerged in the practice of intergovernmental relations in Western society, which has greatly expanded the development of intergovernmental relations theory, enriched the research objects and fields, and achieved rich theoretical results. These research and theoretical results have important reference significance for the study of China's intergovernmental relations. However, these theories of intergovernmental relations in the West are rooted in the western society, which are inextricably linked with its own political system and economic background, and also have obvious western characteristics. However, China's market economic system is not yet mature, and the government plays a leading role in the process of regional economic development to a large extent. It can be said that completely copying western theories to guide China's political and economic practice will only lead to soil and water disagreement, which is counterproductive. Therefore, on the basis of drawing lessons from and referring to the existing theoretical achievements of intergovernmental relations in the West and combining with China's reality, this paper makes a thorough study and analysis of the current situation, operational mechanism, competition and cooperation relations and existing problems of intergovernmental relations in China, and explores the internal laws and improvement strategies of intergovernmental relations in line with China's reality, so as to enrich relevant theories about China's intergovernmental relations.

Secondly, it is helpful to deepen the study of intergovernmental relations, including vertical and horizontal relations. Since the reform and opening up, scholars have been influenced by the inertia of China's political system. The responsibilities of the central and local governments are isomorphic, forming a pattern of fragmentation in the division and operation of power, and the central government has formed layers of restrictions and constraints on local governments. There is a lack of positive interaction and connection between local governments and departments at all levels. Under such a political system, the vertical intergovernmental relations between the central and local governments have also become the focus of scholars' research. Most of intergovernmental relations advocate decentralization of central and higher governments, and encourage local governments to have more autonomy and decision-making power in local affairs. With the deepening of reform and opening-up, in order to promote the development of regional economy, the political system reform has gradually been decentralized, the power of local governments has been expanded, triggering a boom in the development of local economy, and the economic links between local governments have become increasingly close. Academic circles have also made some achievements in the study of intergovernmental relations under the background of regional economy, such as Xie Qingkui and Lin Shangli, but most of these studies focus on the study of China's vertical intergovernmental relations, or on the macro-general study, advocating the simplification and decentralization of the central government, expanding the power of local governments, but how to establish a new type of vertical intergovernmental relations, and Horizontal non-subordinate intergovernmental relations lack more in-depth exploration. This is also the research area of this paper.

Thirdly, it is helpful to deepen the comprehensive study of the relationship between local governments. Establishing a benign mechanism of government competition and cooperation has always been the key content of intergovernmental relations. In order to stimulate the initiative and creativity of local governments, economic indicators have always been the primary reference for government performance appraisal in the past political practice of various countries. Under the guidance of this mechanism, government competition is very fierce, and this political reality has directly led to intergovernmental relations. The theoretical research focuses on government competition. Thirdly, the earliest theory of government competition in

the West can be traced back to Adam Smith's theory of institutional competition, and then Tiebout (1956) proposed introducing competition mechanism into local governments to promote local governments to provide high-quality public goods. Qian Ying's theory of federal financialism explains how decentralization reform in China promotes local government competition and thus economic growth. Zhou Li'an and others believe that excessive competition among local governments leads to local protection and market segmentation, and lack of effective incentives for economic cooperation. Yang Long studied the motive force, process and cooperation mechanism of local government cooperation, pointed out that the cooperation mechanism of local government can be summarized as mutually beneficial model, leading model of large administrative units and central guidance model, etc. Chen Ruilian and others emphasized the importance of horizontal cooperation relationship of local government from the perspective of public regional management, and made a preliminary empirical study of local government cooperation.

The above theoretical research on government competition and cooperation has undoubtedly contributed to the enrichment of the early theory of intergovernmental relations in China, and has important reference significance for us to further study the intergovernmental relations in China. But generally speaking, there are two tendencies of separation in the study of the relationship between our governments, one is to cooperate, the other is to compete. At present, with the further development of regional economy in China, the intergovernmental relationship coexists with competition and cooperation. There are few studies on the establishment of an effective cooperation and competition mechanism between governments, which is also the perspective and theoretical significance of this study.

1.2.2 Practical Significance

The significance of theoretical research lies in serving practice. China has made great achievements in regional economic development in the past 30 years, and has entered a bottleneck period in the latter period, which is affected by the relationship between our governments. The significance of studying intergovernmental relations lies in exploring good intergovernmental relations suitable for the development of regional economy in China, so as to guide practice.

Firstly, this paper can provide theoretical support for speeding up the formulation of relevant policies in the process of regional economic integration. At present, the main obstacles facing China's regional economic development are local protectionism and market segmentation. At present, there are two main reasons for the existence of local protectionism and market segmentation in academic circles. One is the result of intergovernmental political competition. Driven by performance appraisal and economic interests, local governments refuse to carry out regional economic cooperation. The other is the result of strategic division of labor by local governments. These two viewpoints are reasonable, but they can not explain the shortcomings of China's realistic problems well. Therefore, it is necessary to further study and find out the internal reasons affecting the government's behavior in order to formulate incentive measures, better guide the inter-governmental competition and cooperation, promote the transformation and upgrading of regional economy, and improve the overall competitiveness of China's regional economy. The purpose of this book is to explore the establishment of good government cooperation under the existing political and economic system. The research results have important reference value for government policy-making.

Secondly, the research results of this paper provide theoretical support for promoting the transformation of government functions and reforming the administrative management system. China's regional economic development is largely the result of government administrative intervention. The market plays a much weaker role in allocating resources and deciding on division of labor and cooperation. With the influence of global economy on China's market economy and the continuous maturity of domestic market economy, the role of administrative forces in regional economy has gradually become an obstacle. Conflict between administrative region economy and regional economy will lead to repeated construction, local protectionism and market segmentation. The fundamental way out lies in transforming the functions of the government, speeding up the reform of the administrative system, establishing a perfect market economic system, and giving full play to the decisive role of the market in the allocation of resources. Therefore, it is necessary to establish a benign relationship of cooperation and competition between governments, clarify the relationship between government and market, rationally locate the position and role of

government in regional economy, and make the government change from the dominant to the service and coordinator in the development of regional economy. Therefore, it is of great guiding significance to study the intergovernmental relations in our country, to find out the deep-seated reasons for the dislocation of government functions, and to carry out administrative system reform in accordance with the requirements of market economy.



2 LITERATURE REVIEW

2.1 Region Economy

Regional economy has been included in the scope of academic research, which dates back to the theory of agricultural location put forward by the German economist Von Thunen in 1826. In the 1950s, it became a relatively independent discipline. Since the 1960s, the study of regional economy has gradually expanded from micro to macro. Especially with the development of regional economic integration, governments have begun to strengthen administrative intervention to solve the practical problems encountered in domestic regional development. In practice, they have put forward more objectivity demand for the development of regional economic theory.

The development of regional economic theory in the West has gone through three stages.

If Von Thunen is taken as the starting point for the development of regional economic theory, then the first stage is from 1826 to before the Second World War. The research content of this period is limited to the location choice, spatial behavior and organizational structure of enterprises, industries and cities. The more influential theories emerged mainly include Von Thunen's agricultural location theory, Alfred Weber's industrial location theory and Kerry's. Stahler's central geographic theory, Lesch's market location theory and so on. Von Thunen mentioned in his book *The Relation between Isolated Countries and Agriculture and National Economy* (1826) that, under other conditions unchanged, the difference of land rent far and near the city is the key factor to determine the mode of agricultural land use and the distribution of crops, that is, the concentric circular distribution of agricultural geography theory centered on the city. Weber published two books on *Industrial Location* (1909) and *Industrial Location Theory* (1919) in the middle of the 20th century, which systematically and completely established the theoretical model of industrial location. The classical location theory, represented by Von Thunen and Alfred Weber, takes agriculture and industry as the research object, carries out static and micro location research, and mainly focuses on cost-benefit analysis, thus becoming the cost School

of location theory.

The second stage is from 1950s to 1970s. Because of the emergence of regional problems all over the world, the research object of western regional economics began to turn to regional economic development and regional policy issues. According to the different centuries in different countries, many influential regional development theories and strategic models have been formed in the academic circles, focusing on the basic export theory, growth pole theory, cumulative causality theory, center-periphery model, neoclassical regional growth model and so on. North's Location Theory and Regional Economic Growth (1955) argues that the growth of a region depends on the growth of its export industries, and the expansion of regional exogenous demand is the driving force of regional growth. Friedmann's Regional Development Policy published in 1966 predicted that 'with the sustained growth of regional economy, spatial economy will gradually develop towards integration.

The third stage is since the 1980s, with the acceleration of technological progress and process, great changes have taken place in the mode of regional economic growth. In the early 1990s, the theory of industrial clusters has further deepened and developed the theory of regional economic development. Empirical research has been widely used in the study of regional economic theory. The importance of industrial clusters to regional economic development comes from their unique competitive advantages. Marshall, a classical economist, first believed that specialized industrial clusters had the function of "labor pool", and emphasized that "mutual understanding and trust" and "industrial atmosphere" played an important role in the development of regional agglomeration economy. Michael Porter (1998) believed that in a specific area, a large number of enterprises with close industrial links and related support institutions gathered in space, which could form a strong and sustainable competitive advantage. Since then, with the development of economy, more and more economists have paid attention to spatial factors, and the problem of spatial equilibrium has become a new research direction. New Economic Geography tries to introduce the "space" factor into the analysis of inter-regional trade. By incorporating the transport cost as a "space" factor into the inter-regional trade model, it can explain the rapid decrease of trade volume with the increase of distance, the differences of price, factor reward and industrial productivity among different regions and the problems of

inter-regional trade. The main representatives are Krugman, Waltz and Martin's location theory, Wernersberg, Barrow and Sarah E. Martin's interregional trade theory.

Western regional economic theory is rooted in the reality of western regional economic development, while western regional economy is a phenomenon of market economy development to a certain extent. The object of its research and service must be the economic development of Western countries. In this process, it emphasizes the role of gradually introducing the government to make up for the lack of market in regional economic development. China's regional economic development is carried out under the intervention of government administrative forces. Therefore, the development of China's regional economic theory is a process of "de-administration". Obviously, we can not copy the western economic theory to guide China's regional economic development.

China's regional economic policy research is a hot topic in recent years. Since 2000, China's regional policy research has achieved remarkable results in two aspects: first, it has made a thorough analysis of the theoretical basis, policy procedures, targets, policy objectives, policy tools and effect evaluation of regional policy; second, it has made a study of the western development policy, the strategy and policy of economic revitalization in Northeast China, and the strategy and policy of the rise of the central region more important for the country. Large regional issues provide theoretical support and decision-making reference. Among them, the division of main functional areas and its classification policy have become a hot issue in regional economic research.

There are two opinions on the study of China's regional economic policy: one is that there is no regional economic policy in China at present. To construct China's regional economic policy system, the concept and category of regional economic policy should be regulated theoretically. Another view is that China's regional economic policy should be the regionalization of economic policy and industrial policy. That is to say, it is not necessary and impossible to formulate special regional policies. The whole economic policy is a complete system. When formulating economic and industrial policies, the local characteristics must be fully taken into account. The implementation of regional policies is the regionalized treatment and

interpretation of these economic and industrial policies by local governments. Although there are great differences between the two views, they both hold that China's current regional policy lacks theoretical depth and is difficult to provide effective theoretical support for China's regional economy.

2.2 Intergovernmental Relationship

Intergovernmental relations, also known as intergovernmental relations. The study of intergovernmental relations began in the United States at the earliest. Paul R. Meador divides local government relations into vertical and horizontal relations. The vertical system, i.e. federal-state-local relations, forms various relationships through various forms of general supervision and approval of various work contents, including financial supervision, reporting requirements, technical assistance, review and investigation. It's more about command and obedience. Horizontal system is different, there is no direct leadership and leadership relationship between superiors and subordinates, mainly under the control of competition and negotiation. D.S. Wright's *Understanding of Intergovernmental Relations* and D.C. Ness's *Federal Government: Politics of Intergovernmental Relations* have studied intergovernmental relations under American federalism from different perspectives. M. Rafael's *Intergovernmental Relations after Decentralization: Congress of Wales*, M. Panta's *Public Sector Reform: The Future of Intergovernmental Relations and Australian Federalism*, and R. Simon's *Recent Tendencies of Canadian Federalism and Intergovernmental Relations: Lessons for Britain* have studied intergovernmental relations in Britain, Australia and Canada respectively.

Chen Deyu, a Taiwanese scholar, believes that from the central to the local level, governments at various levels interact with each other horizontally. Another Taiwanese scholar, Chen Dashu, believes that intergovernmental relations are the operational relations among different governments within a country. In a narrow sense, it refers to the vertical interaction among governments at all levels; in a broad sense, it also covers the horizontal interaction among governments at the same level, the coordination and management among departments within specific government organs, and the public relations between government organs and civil society. In *Institution, Network and Intergovernmental Governance*, Shi Meiqiang used the theory of

historical institutionalism and network to study not only the vertical relationship of government, but also the horizontal relationship of government.

Lin Shangli divides the intergovernmental relations into two levels: the vertical relations and the horizontal relations. The vertical relations are mainly political relations, and the horizontal relations are mainly economic relations. Xie Qingkui's analysis of China's intergovernmental relations involves not only the relationship between the central government and local government, but also the relationship between local governments. He also explores the relationship between local governments and the relationship between various departments. Zhu Guanglei made a comprehensive and systematic study of China's vertical inter-governmental relations, and raised the issue of "responsibility isomorphism". Yang Hongshan studied the hierarchical decentralization, local autonomy, interdependent cooperation and multi-center governance in inter-governmental relations. This year, some doctoral dissertations have also studied China's inter-governmental relations. For example, Zhang Tie-ho's book "Research on the Coordination of the Lateral Relations among Contemporary Chinese Local Governments" has studied the development history and current situation of the Lateral Relations among Contemporary Chinese Local Governments, analyzed the existing problems in the current China's Lateral Intergovernmental Relations, and used the transaction cost theory to analyze the governance ideas. The network governance mechanism is put forward.

2.3 Intergovernmental Cooperation

The scope of intergovernmental cooperation includes not only international cooperation among governments, but also government cooperation within a country. The government cooperation mentioned in this paper refers to government cooperation within a country. With regard to intergovernmental cooperation, literatures in western countries are all under the background of relatively developed market economy, exploring the necessity and possibility of local government cooperation in the field of public administration. American scholar Brook Graves expounds the necessity of local government cooperation from the limitation of local government's ability to meet the needs of the public in modern society. Although Wilson et al.'s theory of public administration emphasizes the importance of careful

division of labor and efficiency, and public administration is based on the premise of clear boundary division, it can't respond to the changing political and economic requirements in a timely manner. Therefore, reality requires public institutions to cross the traditional inherent boundary system. As Domel said, "Many policy and administrative matters today not only design individual communities and their officials, but also lead to complex networks of formal and informal relationships between top, bottom, left and right officials or government departments." The OECD attributes this trend to the following reasons: firstly, due to policy issues such as environmental protection and sustainable economic development, it is urgent for local governments to work together; secondly, because of the imbalance of regional economic development, local governments must work together to solve social problems such as unemployment and poverty; thirdly, under the impact of globalization, local governments in the region must work together to solve social problems such as unemployment and poverty. Fourthly, although local governments have established partnerships with many private sectors or non-governmental organizations in order to enhance their effectiveness, the partnerships between local governments are still irreplaceable mechanisms for other cooperative relationships. In terms of the types of cooperation between domestic governments, Rosenbloom pointed out that "federalism requires two types of coordination and cooperation, one is cooperation between federal and state governments, and the other is cooperation between state governments. It also allows the federal government to maintain direct contact with branches of government in the states. In terms of specific cooperation mechanisms, Cooper believes that some intergovernmental relations are formed voluntarily, while others are the result of coercion or command, but they are multidimensional. The government of a jurisdiction may contact other governments at all levels because of a problem. Cooperative arrangements are usually made by local governments to sign service delivery agreements with each other. Local government cooperation mainly focuses on providing high-quality public services for residents of the jurisdiction, involving public security, medical, water supply, garbage disposal and other infrastructure.

Domestic scholars have also conducted extensive research on the necessity of local government cooperation. Lin Shangli believes that a good network and basis of cooperation between governments can be transformed into important resources for

economic and social development. Wang Weiquan believes that the rise of intergovernmental management is about to break down the regional and hierarchical concepts of traditional government management, which will help transform the traditional more authoritative, closed and narrow old localism into a new localism emphasizing the interdependence, cooperation and openness of power or resources. In terms of forms and modes of cooperation, Tang Yalin believes that in practice, the cooperation between governments at different levels or across regions is often reflected in financial, legal, political and administrative levels. Yang Long studied the motive force, process and cooperation mechanism of local government cooperation, and proposed that local government cooperation mode can be summarized as nursing mode, large administrative unit leading mode and central guidance mode. Chen Ruilian and others believe that the current institutional arrangements for government cooperation mainly include forums and cooperation fairs, high-level joint meetings, daily office system, Department cohesion and implementation system; the main modes of cooperation include study and inspection, counterpart support, cadre exchange, information sharing, project cooperation, etc. Regarding the problems existing in government cooperation, Xu Yuan and others believe that local protectionism hinders inter-governmental cooperation, cooperation and coordination mechanism has not yet been effectively established, there are problems of financial allocation, and lack of relevant laws and regulations and system guarantees. Xu Peiyuan uses game theory to study the cooperative and competitive relationship between local government policies in the region. The results show that term limitation and performance requirements are the fundamental reasons for the non-cooperation of local governments. LongChao Shuangquan believes that there are four main factors hindering the cooperation of local governments in China: local protectionism, vicious competition among regions, lack of interest compensation mechanism, and the existing performance appraisal system for local cadres. Wang Xiaozeng and others, through the investigation of Wuhan Metropolitan Area, think that there are still some problems in the government cooperation of Wuhan Metropolitan Area, such as single coordination mechanism and coordination mode, intelligent complement and lack of legal protection. Fu Yongchao and others believe that the dilemma of inter-governmental cooperation among urban agglomerations is the main problem that perplexes the integration of urban agglomerations through the survey of Changsha-Zhuzhou-Tan urban agglomerations. Establishing and improving the way of government cooperation is the research

destination of most researchers. Li Wenxing and others proposed to promote cooperation among local governments from the aspects of organizational system construction, benefit distribution mechanism design and system innovation. Xu Yuan and others believe that innovation is the key to the construction of inter-governmental cooperation mechanism. We must start from the political level, the management level and the legal level to establish an open local government with overall interests at the political level; establish consultation and negotiation, financial subsidy balance and coordination linkage system at the management level; and establish conflict coordination mechanism at the legal level to enable inter-governmental cooperation. More efficient and orderly. Chen Zuyong and Ma Bin believe that a good institutional environment, reasonable institutional arrangements and sound regional cooperation planning are necessary for the construction of inter-regional government cooperation mechanism. Based on the study of Wuhan urban agglomeration, Wang Xiaozeng and others proposed to establish a government coordination mechanism of Wuhan urban agglomeration, which is based on the effective cooperation between official and non-official and promotes each other by drawing lessons from the coordination time of domestic and foreign governments. Gao Weisheng and others believe that, under the unrealistic circumstances of abolishing term limit and performance requirements, restraining local governments in the form of contracts and punishing non-cooperators can effectively avoid excessive competition, promote cooperation and improve the overall interests of regional economic entities.

2.4 Evaluation of Existing Research

From the above research, the academic circles have not only intergovernmental cooperation relations, but also intergovernmental competition relations. In a comprehensive view, the focus of China and the West on intergovernmental relations is more inclined to the government cooperation relations, and the government competition relations are also benign competition based on cooperation. According to the existing literatures in Western countries, most of them are based on the background of Western society and study the intergovernmental cooperation under the more developed and mature market mechanism. The greatest characteristic of western countries is that they are basically federalism in their political system. Even unitary countries, such as Britain, have a high degree of local autonomy, so that when

studying intergovernmental relations in the United States, Nicholas Henry directly equates positive local relations with federalism. In the economic system, most western countries have established developed markets. In the economic system, the main function of the government is to provide public goods and public services. In the microeconomic field, the local government does not undertake competitive economic functions. In this respect, there is almost no competition and cooperation among local governments. Therefore, almost all of the existing literature abroad is studying the competition and cooperation relationship of local governments under the developed market economy system. The research mainly focuses on how local governments can better provide high-quality public goods and services for local residents. In contrast, China is a single country with relatively limited local autonomy, and is in the period of transition from planned economy to market economy. Market economy is not mature, and the relationship between local governments is much more complex than that of Western countries. Therefore, although the research framework and basic conclusions provided by the research literature of western countries have reference significance for us to study the relationship between local governments in China, it is very difficult to directly move to guide and solve the practical problems in China. Even if we leave aside the differences in the system, the differences in the specific institutional arrangements between China and the West will cause difficulties in theoretical application. For example, the effective premise of Tiebert's "vote by foot" model is that residents have the right to choose their residence independently. Only when residents have the right to move freely, can they exert pressure on the local government in the way of "launch", and encourage local governments to compete with each other to retain or attract more mobile resources, so as to achieve the so-called Pareto maximum allocation of resources. Excellent state. However, in China, due to the constraints of household registration system and education system, residents can hardly have the freedom to choose their own residence or because of the high cost. Therefore, it is difficult for Chinese residents to "vote by foot" to introduce competition mechanism into local governments. Therefore, there are obvious differences in the incentive mechanism between Chinese and Western officials and local governments. All these factors will make it difficult for Western local government competition theory to be applied in China.

At the beginning of the reform and opening up, the domestic literature in China

focused more on the vertical intergovernmental relations, especially the relationship between the central and local governments. This is also closely related to China's political reality. The horizontal relationship between local governments in China is influenced and restricted by the vertical relationship between governments. With the deepening of reform and opening up, the role of local governments in regional economic development has become more prominent, and the horizontal relationship of local governments has also attracted the attention of scholars and become the focus of research. Since the 1970s, influenced by the rising tide of privatization and new public management reform in Western countries, how to introduce market mechanism into local government management to improve administrative efficiency has become the focus of domestic scholars' research. Many scholars have borrowed the analytical framework of western government competition theory to try to explain and solve the relationship between local governments in China, and a number of them have emerged. Value research results. However, from the current research results, there is still a lack of an effective theoretical framework to guide China's political practice, solve the current phenomenon of fragmentation and vicious competition among local governments, and achieve benign cooperation and interaction among local governments.

Since the beginning of the 21st century, with the deepening and accelerating of economic development, many scholars and economic regions have also called for the strengthening of cooperation among local governments. The relevant literature and writings have been increasing. However, literature studies show that government competition is more than government cooperation. Or we can see that under the power system of "responsibility isomorphism" between central and local governments in China, local governments are acting independently or even viciously. However, there is no mature theory of government cooperation. From the time point of view, the theory of government competition can be traced back to the classical liberalism period represented by Adam Smith, while the government cooperation was not valued until the Great Depression of the 1930s. Since World War II, international cooperation has risen, regional competition has intensified, and cross-regional public problems have increased. In order to cope with new environmental changes, research on government cooperation has begun to increase. The gap in time makes the two theories have great differences in maturity. In comparison, the government competition theory has

successfully introduced the market competition theory into the government competition research, and formed a relatively mature theoretical system, such as fiscal federalism theory, public choice theory, etc. However, the government cooperation research has not established such a theoretical system so far. Although many literatures use game theory, transaction cost theory and governance theory to demonstrate the necessity and feasibility of local government cooperation, the effect seems unsatisfactory.

The research on local government cooperation in China is more recent years. From the time distribution of literature, it mainly concentrates on the period around 2000 and mostly introduces the experience and related theories of foreign local government cooperation. There are also many documents trying to use the relevant western theories to analyze the necessity and feasibility of local government cooperation in China, but there is a widespread problem that the foreign theories mentioned above are "unacceptable" in China. In addition, although the existing domestic literature on the relevant areas of government-Russian cooperation has involved in hunting, including the necessity and significance of government cooperation, government cooperation mode, institutional mechanisms and so on, but there is no complete theoretical system and analysis framework, therefore, the existing research "fragmentation" phenomenon is more obvious. In particular, the current academic research on the relationship between competition and cooperation among local governments is a separate study, and less attention is paid to the unity of opposites between cooperation and competition among local governments. How to explore the theoretical framework in line with China's reality and establish a benign competition mechanism based on cooperation under the existing political system framework is a problem that scholars lack and urgently need to solve.

3 RESEARCH METHOD

As a category of social science research, this paper adopts the traditional social science method in the research process, finds problems and puts forward hypotheses on the basis of reading a large number of relevant domestic and foreign literature and collecting materials, and finally uses empirical methods to verify hypotheses, draws correct conclusions, and provides theoretical guidance and support for solving practical problems. The current situation of the relationship between Chinese governments is determined by China's political system. The relationship between economic base and superstructure determines that the further development of regional economy must reform the relationship between governments. The maturity of market economy development and the research and practice of intergovernmental relations in western countries have provided reference for China. China's market economy is going through the primary stage of development. In this process, the influence of planned economy and the top-down promotion of government have endowed China with "Chinese characteristics". Therefore, in the process of research, the paper adopts a combination of various research methods, which not only refers to the research methods and experiences of Western countries, but also innovates on the basis of China's reality.

3.1 Discovery of Problems

Since the reform and opening up, China's economic and social development has made great achievements and progress, and people's living standards and quality of life have been greatly improved. In 2010, China became the second largest economy in the world. However, with the sustained and rapid development of the national economy, the development of the four plates in the East, northeast, central and western regions is extremely unbalanced and inadequate, and the regional economic growth and public service level show a decreasing pattern from east to west, from south to north. Compared with the eastern region, the development of northeast, central and western regions is relatively slow, and the regional development gap is large. Taking the development of economy, culture, education, science and technology and medical and health services in 2017 as an example, this trend is very obvious.

First, in terms of regional GDP, in 2017, the national GDP was 82712.17 billion yuan. Among them, 10 provinces and cities in the East, 5425.645 billion yuan in the northeast, 17648.66 billion yuan in the central, and 16856.16 billion yuan in the western, accounting for 54.14% of the total in China, 8.28 percentage points higher than the total in the northeast, central and western regions; the GDP in the East is 8.25 times that in the northeast 2.54 times in the central region and 2.66 times in the western region.

Second, from the perspective of general public budget revenue, the national general public budget revenue is 17259.277 billion yuan. Among them, 10 provinces and cities in the eastern region, 5249.527 billion yuan, 3 provinces in the northeast region, 484.699 billion yuan, 6 provinces in the central region, 1633.987 billion yuan, and 12 provinces and autonomous regions in the western region, 1778.728 billion yuan. Compared with the total amount of 3897.414 billion yuan in the northeast region, the central region and the western region, the eastern region is 1352.113 billion yuan higher, 10.83 times of the northeast region, 2.95 times of the central region, and the western region 2.95 times.

Third, in terms of the number of colleges and universities and the average number of students in Colleges and universities per 100000 population, there are 2631 colleges and universities in China, and the average number of students in Colleges and universities per 100000 population is 2576. Among them, there are 1012 universities in the eastern region, with an average of 3010 students per 100000 population; 258 universities in the northeast region, with an average of 2767 students per 100000 population; 686 universities in the central region, with an average of 2534 students per 100000 population; 675 universities in the western region, with an average of 2243 students per 100000 population. Colleges and universities in the eastern region account for 38.46% of the national colleges and universities, and the average number of students in Colleges and universities per 100000 population is 1.17 times that of the whole country; the number of colleges and universities in the eastern region is 3.92 times that of the northeast region, 1.48 times that of the central region, and 1.5 times that of the western region; the average number of students in Colleges and universities per 100000 population in the eastern region is 1.09 times that of the northeast region, 1.19 times that of the central region, and 1.34 times that of the western region.

Fourth, in terms of the development of cultural undertakings, there are 30709 cultural service enterprises above Designated Size in China. Among them, there are 19102 in the eastern region, accounting for 62.20% of the total; 980 in the northeast, 6247 in the central region and 4380 in the western region. The eastern region has 7495 more than the total of the three major regions of the northeast, central and western regions, 19.49 times of the northeast, 3.06 times of the central region and 4.36 times of the western region.

Fifth, in terms of the development of science and technology, there are 1720828 patent authorizations in China. Among them, there are 1201380 in the eastern region, accounting for 69.81% of the whole country; 55806 in the northeast, 242245 in the central region and 205680 in the western region; there are 697649 more in the eastern region than the sum of the three regions, namely the northeast, the central and the western regions, 21.53 times, 4.96 times and 5.84 times of the northeast, the central and the western regions.

Sixthly, in terms of the development of medical and health services, there are 6.47 health technicians per thousand people in China. Among them, there are 7.17 people in the eastern region, which is higher than 0.7% in the whole country; 6.30 people in the northeast region, 5.89 people in the central region and 6.52 people in the western region. The eastern region is 1.14 times of the northeast region, 1.22 times of the central region and 1.1 times of the western region.

The problems facing China's regional economic development are the spontaneous results of the allocation of resources in the market economy, and the problems facing the further development of regional economy at this stage. In the early stage of regional economic development in Western countries, local governments have played a role and played a role in it. The status quo of intergovernmental relations in China is different from that in Western countries. The effect of intergovernmental relations on regional economic development is different. Through the interaction of regional economic development and intergovernmental relations between China and the West, as well as the development process of China's typical regional economic entities, we find the existing problems and the direction of reform in China's intergovernmental

relations.

3.2 Solving Problems

3.2.1. Presenting Hypotheses

Under the current assessment mechanism, local officials are in their own right to maximize their own interests, and lack of reasonable division of labor and cooperation among local governments is an obstacle to the optimal allocation of resources in the market economy. At present, the problems encountered in China's regional economic development are actually the competition between administrative forces and market economy.

The relationship between the central government and the local government is the direct subordinate relationship. The central government and the higher government have absolute control power. The local government lacks sufficient autonomy in local affairs. It needs to consult the superior government step by step in public affairs and cross-regional affairs. The expensive time cost and cumbersome procedures are the important reasons for the lack of enthusiasm and innovation of the local government.

The role of the central government in the relationship between local governments has gradually changed from "controller" to "coordinator", which is an important prerequisite for the reform of inter-governmental relations and an important measure to adapt the inter-governmental relations to regional economic development.

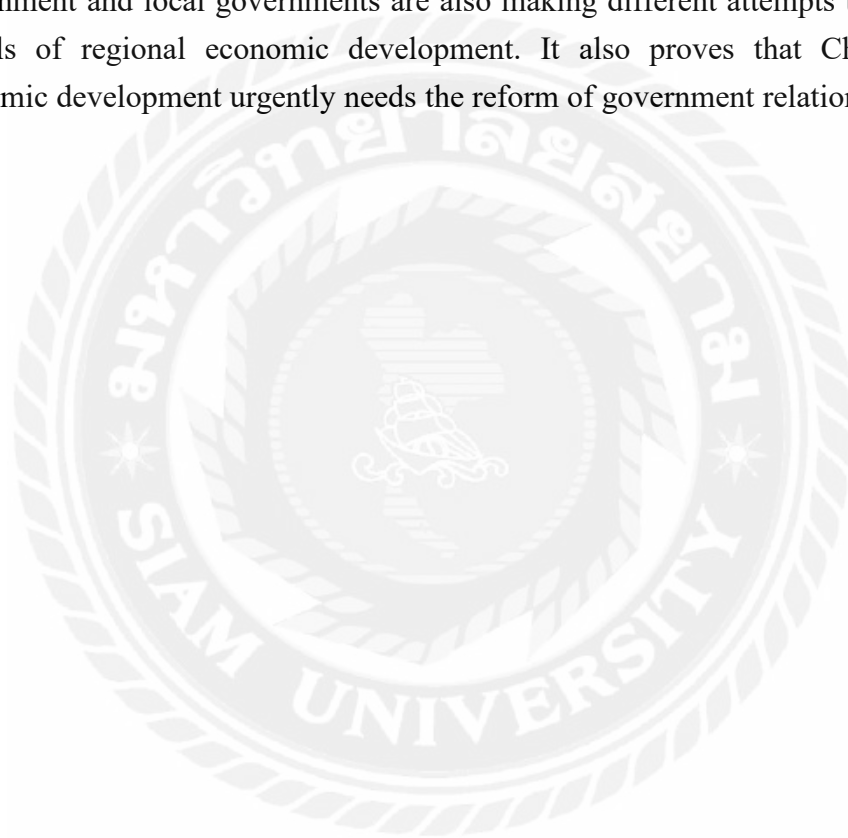
3.2.2. Verification hypothesis

By studying the relationship between regional policy evolution and regional economic development in Western countries, this paper demonstrates the important role of government in regional economic development.

In the process of regional economic development in China and Western countries, the government plays a role. In China, the early regional economic development model and level are largely planned by the government. With the needs of regional economic development, new requirements are put forward for intergovernmental relations. Therefore, at the present stage of regional economic development, traditional intergovernmental relations restrict the transformation and development of

regional economy. Different from western countries, regional policies are formulated according to regional economic development, in which the market plays a key role.

Since the 21st century, the relationship between regional economy and local governments has gradually become a hot issue for scholars to study. The government has also carried out political reforms in some typical regional economies. The Yangtze River Delta Economic Zone, the Pearl River Delta Economic Zone and the Beijing-Tianjin-Hebei Economic Zone have their own characteristics. The central government and local governments are also making different attempts to explore new models of regional economic development. It also proves that China's regional economic development urgently needs the reform of government relations.



4 RESEARCH AND ANALYSIS

The object of this paper is the intergovernmental cooperation from the perspective of regional economy. The purpose of this paper is to find out the existing problems in the development of regional economy in China and to explore effective paths at the political level. In the process of the research, a lot of empirical analysis has been done. In case selection, the United States, Japan and Germany, which have relatively mature regional economic policies, have been selected from the western countries. In China's regional economic system, the Yangtze River Delta, the Pearl River Delta, Beijing, Tianjin and Hebei have been selected as the three traditional regional economic bodies and individual emerging regional economic bodies which are still in the initial stage. Through reading a large number of documents and related legal documents, the selected cases are sorted out and analyzed, which provides a reference for further analysis and study of China's regional economic issues, and constructs the theoretical framework and the best path of intergovernmental cooperation.

4.1 Data Collection and Collation

Firstly, the regional policies of western countries are analyzed, because local governments are the main executors of regional policies. In this process, local governments are inevitably re-regulated and re-positioned, and provide the authoritative basis for conflict resolution. Among the developed countries in the West and the developed countries in the West, Japan, the United States and Germany have successfully applied the concept of integration to the formulation of regional policies and solved the problems of regional development. Therefore, the process and characteristics of regional development strategy formulation of these three regions or countries are mainly analyzed.

4.1.1 Government Collaboration Mechanism in Regional Economic Development of the United States

The United States is a highly urbanized country. The diversified attempts of local

governments in "regional socio-economic governance and planning" in the United States fully reflect their strategic response in the case of intertwined and changing spatial form, geographical organization, economic organization and state power. After nearly 100 years of governance practice, the United States has formed a line in metropolitan governance Effective institutional arrangements. At present, in the trend of regional development in China, in order to achieve effective regional governance, it is necessary to reconstruct the relationship between local governments from the perspective of regional integration. This paper reviews and analyzes the institutional arrangements of local governments in the United States to solve common problems in the region through voluntary cooperation mechanism, summarizes the mechanism mode of local government cooperation in metropolitan areas of the United States and the internal mechanism of maintaining the cooperation relationship, so as to provide useful reference for regional governance and local government cooperation in China.

Different from China's single "Province County township" administrative division system, the United States has quite complex local government settings, including county government, city government, town government, special zone government and so on. As the full embodiment of local autonomy, the autonomous governments such as city and town (collectively referred to as municipality) are the division system formed from the bottom up. When the population has gathered to a certain extent, after the residents have voted, a formal organic area can be established with the authorization and consent of the state government. Due to the flexible and autonomous process of the establishment of autonomous cities (towns), a large number of local governments with general purposes have emerged in the process of urbanization in the United States, showing a split state in the geographical and spatial distribution. According to the 2012 census data of the United States, there were a total of 90056 governments in the United States, including 28.7 governments (general purpose and special zone governments) for every 100000 people, and 12.4 general purpose governments such as county governments and municipal governments. North Dakota even has 383.8 governments and 246.3 general-purpose governments per 100000 people.

County government is the main political entity under the state government. It is a top-down administrative division system. It is mainly responsible for population

registration, county planning, judicial security and other responsibilities within the county, and is fully responsible for providing basic public services for the unincorporated areas. At the same time, autonomous governments such as city and town have their own government system, and they have greater autonomy. They are responsible for the supply of public goods and services within their jurisdiction, and there is no administrative hierarchy and subordination relationship with the county government. Due to the independence and exclusiveness of the autonomous government, the local governments in the metropolitan areas are in a state of separation in public policy and public service supply.

There are a large number of autonomous local governments, which make the metropolitan area of the United States present a "fragmented" state in geospatial and political decision-making. The change and coordination of the relationship between different local governments almost run through the whole process of metropolitan development, which is the primary task for the effective governance of metropolitan area.

The continuous promotion of urbanization has promoted the development of suburban and central urban fringe areas, changed the "center edge" geographical spatial pattern in the metropolitan area, and further intensified the decentralization of jurisdiction in the metropolitan area. However, the effective governance of modern government is facing more and more challenges of "cross-border" issues. On the one hand, the increasing complexity and diversity of public affairs lead to the expansion of the public domain. The negative externalities of public issues and the spillover effect of policy actions have already surpassed the artificial administrative divisions. At the same time, the rise of fiscal federalism in the late 1970s and the fiscal contraction policy implemented for more than ten years have greatly reduced the tax sharing and fiscal transfer payments obtained by local governments. It has become an urgent task for local governments to improve and maintain the quality and level of public services while minimizing the cost of supply. "Cross border" joint supply of public services to obtain regulations Model effect becomes the rational choice of local government. On the other hand, the wave of economic globalization has swept the world since the 1980s. As a part of the larger economic and social system, the competition of resources not only occurs in the metropolitan area, but also needs to face the

competition among various regions of the world. Only by improving the degree of regional integration and overall competitiveness, can we gain the first chance in the competition with other regions.

The effective response to the cross-border "problem of resistance to solution" and the increasingly fierce global competition requires the local governments in the metropolitan area to focus on regional integration and coordinate collective action, so the political split caused by the decentralization of jurisdiction in the metropolitan area becomes a great obstacle to the new governance problem. In the 1980s and 1990s, as an extension of "governance theory", the theory of "New Regionalism" rose in the United States, forming the third wave of regional development theory and practice. On the premise of full recognition of local autonomy, the new regionalism advocates building horizontal links among regional actors in the way of voluntariness rather than coercion, equality rather than hierarchy, cooperation rather than competition, realizing collaboration through negotiation and integrating actors in a flexible network structure, so as to achieve effective governance of the region.

Under the guidance of new regionalism, the cooperation mechanism based on voluntary agreement arrangement and regional self-organization construction has been widely used, and has become the main institutional tool of local government cooperation.

Louisville city and Jefferson County are typical examples of regional cooperation through extensive use of agreements and contracts. In 1985, Louisville municipal government and Jefferson County Government signed a comprehensive cooperation contract, through which the cities and counties could share the development achievements of the suburbs through agreed tax sharing, thus solving the problem of vicious annexation in the metropolitan area; by unifying the division of labor of government agencies and the distribution of government functions, the jurisdiction and financial burden of the city and county governments were clearly determined, and the disadvantages of decentralized jurisdiction were effectively solved; through the establishment of the joint office of economic development to plan the overall regional economic development, the vicious competition in the region has been successfully solved, and the cooperation between the county and city

governments has been greatly developed under the framework of the contract.

In terms of regional coordination and regional planning, the self-organization of the government committee (COGs) and the Transportation Planning Committee (MPOs) mainly undertakes the tasks of setting regional objectives, gathering regional interests and integrating regional actors. For example, the Southern California Government Council (SCAG), founded in 1965, is the largest regional council organization in the United States. Its management covers 6 counties, 19 cities and 18 million residents. SCAG is a joint authority composed of local governments and local institutions, which is a federal designated regional planning organization. Depending on its transportation committee, policy committee and executive committee, SCAG is responsible for formulating, reviewing and implementing all kinds of policy planning in the region, such as transportation, land use, economic growth, community development, etc., so as to integrate regional collective action and provide regional solutions for solving common public problems.

Therefore, under the path of new regionalism, through the use of voluntary agreement arrangement and the establishment of regional self-organization, the balance has been achieved in ensuring the autonomy of local governments and the coordination of regional actions, and the voluntary cooperation has become the main governance mode of American metropolitan areas. However, local governments are faced with limited information environment, uncertain future conditions and opportunistic behaviors that may occur to their partners. In the absence of external compulsory authority to implement incentives and penalties, the cost and risk of cooperation, such as the issue of commitment credibility, defection, "free riding" and interest segmentation, directly affect the cooperation based on voluntary. The long-term operation and maintenance of the mechanism is the key to the effective operation of the voluntary cooperation mechanism.

The theory of transaction cost originates from institutional economics, and its basic concept was first proposed by Coase in his paper on the nature of enterprises published in 1937. Coase refers to the costs of information search, negotiation, signing contracts and supervising execution in market transactions as transaction cost. Williamson, based on Coase's point of view, integrated organization theory and

strategy theory, expanded Coase's theoretical framework, and believed that "transaction cost includes the direct cost of management relationship and the possible opportunity cost of making secondary governance decision", and which governance mode the market subject chooses depends on the transaction characteristics and efficiency. Feiock (2009, 2013), Shrestha (2009), etc. introduced the theory of organizational transaction into the study of collective action. Feiock (2013) summarized the risks faced by the cooperation process into three aspects: unfavorable action coordination, unfair benefit distribution and defection of partners, and summarized the transaction cost into information cost, execution cost, negotiation cost and loss of autonomy cost. Feiock (2013) pointed out that the cooperation behavior of actors in the region is the result of comparing the costs and benefits of cooperation arrangements on the basis of considering the cooperation costs and transaction risks. The factors that affect the transaction costs and cooperation risks will affect the cooperation behavior of actors in the region.

Different from the path of merger and consolidation which needs to change the form of government organization to carry out structural change, there are many obstacles in practice. Formal or informal cooperation agreements based on voluntary can effectively integrate the actors in the region at a lower political cost. As a flexible institutional tool for setting collective action, cooperative agreements are widely used in the public services and public goods supply of local governments in the United States. Most of the city or county governments have participated in at least one intergovernmental agreement. Through the agreement arrangement, we can establish the connection, reach the standard and realize the restriction among the scattered local governments, thus we can build the multi-level, multi-agent and multi relationship "embedded" multi reciprocity network system at the local level, and each action subject is "embedded" in the complex interwoven service network, which effectively solves the opportunism problem in the collective action. At the same time, there are perfect laws and regulations to explicitly confirm the legal effect of intergovernmental agreements, as well as the diversity of norms and forms of the agreement itself, which provide guarantee for its effective implementation.

As the main body of local governance, the action strategies that local governments can take in response to regional governance problems depend on the

power scope of local governments. As a federal country, the most important law in the operation of local government in the United States is local autonomy. Under the authorization of state legislation, local government has full discretion in four aspects: government structure, government operation, fiscal revenue and personnel management. In the 1980s, under the financial pressure, many state governments authorized by legislative means, transferred more public responsibilities to the county level, and further strengthened the local autonomy. Under the unique political structure of decentralization in the United States, the federal government and the state government encourage local governments to participate in regional projects in the form of development projects and project assistance. This kind of action environment, in which the central government or the superior government intervene with compulsory authority, enables the interaction between local governments to take equality and voluntariness as the basic premise, in the cooperation object, cooperation field and partners. In terms of choice, they all have considerable autonomy, which effectively reduces the cost and risk of cooperation, and provides incentives and possibilities for local governments to construct a network governance mechanism through horizontal cooperation through equal and voluntary agreement arrangement, so as to solve the collective action dilemma of fragmented metropolitan governance.

Although it is feasible to rely on the complex network of voluntary agreement arrangements to promote collective action, local actors may still have conflicts and disputes in the interaction, and it may be inefficient to rely only on the network structure for coordination without the involvement of external authorities to implement rewards and penalties. In the practice of local government cooperation in the United States, the regional organizations represented by the government committee (COG), the Metropolitan Planning Organization (MPO), and the Government Council, which are composed of local governments voluntarily, act as the "quasi government level". Because they can reach all participants in the cooperation network to the greatest extent, they play the role of network relationship coordinator.

The extensive cooperation practice of American local governments shows that under the condition of less direct participation of superior authorities, through repeated interaction and game between local governments, relying on effective institutional arrangements to reduce transaction costs and risks, cooperation on a

voluntary basis can be achieved. This effective cooperation is based on the following aspects:

First of all, the confirmation of the principal position of local government cooperation is the premise of successful cooperation. Local governments in the United States have considerable autonomy in the cooperative governance of metropolitan areas, which creates the possibility of choosing cooperation objects, cooperation methods and cooperation projects based on local interests and local preferences. It not only greatly mobilizes the enthusiasm of local governments, but also effectively reduces the information cost and negotiation cost in the process of cooperation.

Secondly, multiple and flexible governance mechanism is the key to achieve local government cooperation. In different stages of development, metropolitan governance in the United States has gone through the theoretical exploration process from regionalism, multicentrism to new regionalism, and the construction process of cooperation mechanism from bureaucracy, market to network. Finally, it has formed a voluntary cooperation mechanism based on flexible agreement arrangement and loose regional self-organization construction, which has formed a multi-agent through intergovernmental agreements. The market-oriented public service supply market, which involves many policy fields, has realized regional integration and coordination through the quasi government level of regional organizations. The network governance of metropolitan area absorbs and includes the use of market and bureaucratic tools, achieves a balance between centralization and decentralization, and achieves a compromise between market and bureaucratic tools. On the basis of fully recognizing the heterogeneity of government, the local government cooperation in the United States ensures the most extensive regional cooperation with multiple and flexible system design.

Finally, the building of a good cooperation environment is the guarantee of the continuous cooperation. The successful cooperation between local governments in the United States not only relies on the institutional constraints of laws and regulations and cooperation agreements, but also benefits from the good cooperation culture gradually formed in the long-term interaction between local governments. "Reciprocity", as a normative value concept, has been unanimously recognized by all

local actors. As a common code of conduct, it has a profound impact on the decision-making and action of local governments, so that local governments, as rational economic people, can pursue their own interests while taking into account the overall interests, realize the achievement of effective cooperation as an important policy goal, and let all participants Everyone can benefit from the cooperative arrangement. At the same time, it also pays special attention to the role of regional organizations, professional organizations and industrial organizations, and promotes mutual trust and reciprocity among local governments through extensive informal interaction.

The practice of local government cooperation in metropolitan governance in the United States not only provides us with practical experience, but also provides us with a new perspective of reducing transaction costs and cooperation risks through institutional design to promote the establishment and maintenance of cooperative relations. The cooperation relationship between local governments is based on the gain of benefits, which is affected by the cost and risk of cooperation. For promoting local government cooperation in China, we should first take the construction of cooperation mechanism and system as the primary task, establish an effective regional cooperation and coordination mechanism, improve the policy system of regional coordinated development, and restrain government behavior and reduce cooperation cost with a good institutional environment. Secondly, we need to re position the role and role of the superior government in promoting the local horizontal intergovernmental cooperation. Fully recognize the legitimacy of local government's pursuit of its own interests, and realize the transformation from administrative authority to economic interest incentive. The higher level government should take more responsibility for platform construction, rule making, supervision and enforcement, and dispute arbitration, so as to provide sufficient space for local governments to achieve cooperation through consultation and negotiation on the basis of equality and voluntariness.

At the same time, we should also see that the United States can rely on the voluntary cooperation mechanism of local governments to achieve effective governance of metropolitan areas because of its unique political background and cultural soil, that is, the deep-rooted tradition of local self-government actually gives

the external authority a relatively limited space to intervene in the coordination of local government relations, and local governments also have full capacity of independent self-government. China's political reality is quite different. We should focus on the solution of our specific problems and selectively learn from the governance experience of the United States.

4.1.2 Government Collaboration in Japan Regional Policies

Japan's economy rose rapidly after World War II and ranked among the world's economic powers. In addition to the support of the United States, it also has a great relationship with its local autonomy system and the changing regional policies. Japan implements a single system of local autonomy: first, local governments have the right to establish autonomous institutions, which can be independent of the central government to a certain extent; second, respect the concept of "residents' autonomy" and residents can participate in the governance of local affairs to varying degrees in accordance with the law, thus guaranteeing local autonomy in dealing with public affairs in the region, reducing the central government's intervention. Of course, the central government can manage and control local governments through legislative, administrative and financial means. Taking Japan's six national comprehensive territorial development plans as an example, from the late 1960s to the 1990s, the Japanese government gradually realized the comprehensive cooperative development among local governments and the balanced development among regions by formulating regional policies, and the central government played a leading role.

After World War II, Japan's urbanization has a highly concentrated feature. The urbanization rate jumped from 28% in 1945 to 72.1% in 1970. It took only a quarter of a century to complete the 100 year urbanization path in Europe and the United States. When the urbanization is over 50%, the traditional urbanization is facing severe challenges, urban space is saturated, urban problems occur frequently, and excessive agglomeration leads to scale diseconomy. Marked by the rise of suburbs, the urban layout has changed from highly centralized to relatively decentralized, entering the era of metropolitan area, namely "new urbanization". The "new" of new urbanization is reflected in the fact that population and industry are dominated by diffusion, and the interaction between the central urban area and the peripheral suburbs constitutes the metropolitan area. According to its national conditions and economic development

level, Japan proposes the concept of "metropolitan area", which is between metropolitan area and metropolitan area [9]. Metropolitan area is a collection of central cities and the surrounding areas affected by it. It forms a close relationship between social and economic life across administrative divisions. Metropolitan area is the trend of urban development in the era of globalization, which is the revision of traditional urbanization path. In the 1960s, Japan gradually formed three metropolitan areas, namely Tokyo, Osaka and Nagoya, as well as many local metropolitan areas. Since the 1970s, with the end of high economic growth, the pattern of Japan's metropolitan area has shifted from "two eye structure" of Tokyo and Osaka to "one pole concentration" of Tokyo.

The emergence of metropolitan area is the mature and advanced stage of urbanization development, which solves the problems of traditional urbanization to a certain extent, but faces the problems of administrative management: there are core cities, sub central cities and general towns in metropolitan area, local politics is fragmented, and the location of central cities is declining. In 1995, Japan carried out the decentralization reform and strengthened the functions and powers of the municipal government. Affected by this, Japan's basic autonomy set off a boom of stock market town merger. After strengthening the function of the city government in the industry, human resources and other aspects of the distribution of competition. In this context, the power of the basic autonomous body and the network of the metropolitan area form a pair of new contradictions. As a result, the government of a single autonomous body can neither solve the problems of the metropolitan area nor increase the well-being of its residents.

In addition, the concentration of Tokyo has brought severe environmental pressure. The industrial urban diseases caused by industrialization and the living urban diseases caused by the excessive population density, such as the problem of nitrogen oxide produced by motor vehicles, the problem of water eutrophication, the problem of domestic garbage, etc., have crossed the boundary of a single city and are not handled by a single local government. With the advent of the era of private cars, the environmental pollution with urban living pollution as the core is becoming more and more significant, which is different from industrial pollution. The former has a slow and lasting impact, and it is difficult to distinguish pollution sources. In a word,

serious environmental pollution threatens the sustainable development of Tokyo metropolitan area. The trans regional governance of metropolitan area has become a difficult problem of administrative management.

The so-called governance is the sum of many ways in which various public and individual institutions manage their common affairs. Urban governance is to seek the sustainable development of the city, integrate the resources and elements of the city, and realize the coordinated development of the whole region. The traditional urban governance is a top-down management and control type governance. In the era of metropolitan area, the multi-agent collaborative governance mode (cross domain governance) has taken the lead in the United States, Japan and Europe with mature urbanization. Japan's wide area joint governance is a typical cross regional governance, which can be divided into horizontal type and vertical type. The former is the collaborative cooperation of small and medium-sized towns of the same scale, and the latter is the mode of taking big cities as the center and surrounding towns participating in division and cooperation. The wide area joint governance of Tokyo metropolitan area has both vertical and horizontal characteristics, mainly based on the Jiudu county and City Summit.

Jiudu county and City Summit is a horizontal cross administrative cooperation mechanism, which is "the main operation platform for top-level design and collaborative development of the Japanese capital circle at the administrative level". The summit will be held by Jiudu county and city in turn. The speaker (host) will be changed every year according to the order. The cost will be borne by the sponsor. Two formal meetings will be held every year. By 2016, 70 summits will have been held. Under the summit, there will be meetings of heads of departments and heads of departments in charge of business planning to investigate, review and negotiate relevant issues, ensure the smooth holding of each summit, implement relevant issues after the summit, and contact relevant organizations of all members. According to its contents, it can be divided into capital function department meeting, local decentralization person in charge meeting and operation review meeting.

Since the establishment of the Jiudu county and City Summit, we have cooperated in the process of dealing with urban issues, and achieved broad consensus

in the fields of waste, environment and disaster prevention. A special committee has been set up for this purpose. The waste review committee consists of a reduction, recycling and appropriate disposal committee to build a resource recycling society. The environmental review committee consists of the Ministry of global warming, the Ministry of air conservation, the Ministry of water quality improvement and the Ministry of green policy. The disaster prevention and crisis response committee consists of the earthquake disaster prevention and crisis response department, the joint disaster prevention strategy training department and the new influenza and other infectious disease response department. In addition, the Tokyo Metropolitan technology industry center proposed to set up an industrial technology sharing center to strengthen the competitiveness of small and medium-sized enterprises in the capital circle.

Urban governance is a new trend of urban public management in the era of globalization. With the development of the metropolitan area, in order to construct the modern urban governance structure, it is necessary to carry out institutional innovation and long-term mechanism construction of key factors based on the demands of interest game equilibrium among the main bodies, so as to establish the diversified governance and interest balance mechanism. In the context of wide area integration, Jiudu county and City Summit established a platform for multiple subjects to participate in urban governance, overcome the limitations of traditional top-down urban management, not only reshaped the relationship between the vertical central and local governments, but also coordinated the competition and cooperation between the horizontal urban governments, and created a platform for the participation of non-governmental subjects Conditions.

After the war, Japan's local autonomy developed rapidly. The municipal government is the basic local autonomous body at the municipal level. How to break down the administrative barriers, allocate effectively in the wide area, form a kind of "competition and cooperation" relationship, and realize the good governance of the metropolitan area? The wide area governance model answers this question positively. The members of the Jiudu county and City Summit absorbed the designated cities in the first and second level administrative regions, and promoted the urban governance of the Tokyo metropolitan area. As the largest metropolitan area in Japan, this kind of

institutional innovation helps to improve the governance ability beyond a single local administrative body. It is easy to find the greatest common divisor of interests between urban governments through the unity of self-resolution and negotiation resolution in the wide area. The central and marginal areas within the metropolitan area can be coordinated and integrated, and urban civilization can be expanded from urban to rural areas to realize the integrated development of urban and rural areas.

As the core city of Tokyo Metropolitan Area, Tokyo, under the framework of the summit, cooperates with other autonomous bodies to actively transfer non capital functions. In the urban planning of the capital of Tokyo, the Tokyo metropolitan area is regarded as a whole. The sub core cities share multiple functions such as business, residence, industry, logistics, disaster prevention, culture, etc., strengthen wide area cooperation, give full play to the integration function of all Tokyo metropolitan areas, and shape a multi-functional and intensive metropolitan area. Under the mode of wide area joint governance, the planning of other cities in Tokyo metropolitan area is complementary, avoiding repeated construction, and carrying out division of labor and cooperation within the scope of the metropolitan area. Efficient urban governance contributes to the sustainable development of the city and creates a good living environment for the citizens. The wide area government coordinated the interests and concerns of the urban governments, achieved the positive sum game between the urban governments in the metropolitan area, and fundamentally improved the well-being of the residents in the metropolitan area.

In the process of Japan's regional economic development, the central and local governments have a clear division of powers and division of labor. The central government gives full play to the central authority under the single system, provides policy guidance and coordination services for regional common affairs or cross-regional affairs, and creates good conditions for regional economic development through legal norms, policy support, investment infrastructure, industrial restructuring, etc. The environment. For example, in the comprehensive development of Okinawa, the Central Government of Japan has formulated the relevant "Special Measures for the Revitalization and Development of Okinawa Law", and advocated that the rich geographical characteristics of the subtropical marine natural landscape and local traditional culture should be fully utilized to build Okinawa into an internationally

renowned tourist area, and ultimately achieve the goal of independent development of backward areas. In addition, the Japanese government attaches great importance to infrastructure construction such as transportation and communication in the implementation of regional development strategies, advocating infrastructure first. Much of the fiscal expenditure of Japan and the central government is spent on infrastructure construction, which accounts for 40-50% of the total fiscal expenditure of the Japanese government. Local governments have greater autonomy, so they have greater discretion in regional affairs and cross regional affairs, and pay attention to innovation, so that more social forces can participate.

1) Public participation. Modern urban governance is a process in which urban government and civil society make joint decisions in urban development and management in the framework of modern market economy. Public participation can make up for the deficiency of government function, and realize the unity of efficiency and fairness to some extent. According to American scholar Arnstein, public participation can be divided into three stages: non participation, symbolism and citizen power. However, Japan's public participation is not achieved overnight, but gradually deepened through negotiations with the government.

2) Enterprise participation. Urban development requires enterprises to undertake social responsibility, participate in urban governance and undertake social responsibility, which is the basis for enterprises to achieve rapid development. In the period of rapid economic growth in Japan, enterprises are slack in safety investment to prevent public hazards, which leads to great social harm. In the process of public hazards litigation, enterprises ignore the rights and interests of victims, and even violent disputes. With the victims of the four major public nuisance lawsuits winning the lawsuit in an all-round way, the enterprises have a new understanding of the public nuisance consciousness, start to actively implement the prevention and control of environmental pollution, and take the initiative to assume the social responsibility of the enterprises.

3) Participation of non-governmental organizations. Non governmental organizations (NGOs) are increasingly important organizations in the field of public management and play an important role in urban governance. NGO is a kind of "social

self-organization", which is between the state, family and market, and forms a network governance structure with the city government. There are many NGOs active in the metropolitan area of Japan. Wide area joint governance provides an institutionalized channel for non-governmental organizations to participate in urban governance, so that they can fully play the role of coupling agent between the public sector and the private sector. Based on the platform of the summit, the small and medium-sized enterprises revitalization commune of Tokyo Metropolitan, a public welfare consortium, convenes regular Jiudu county city cooperation talks to strengthen the international industrial competitiveness of Tokyo Metropolitan Area, which is an attempt of economic non-governmental organizations to communicate the government and the market.

Although China and Japan have different national conditions, they are similar in the type of urbanization, with highly concentrated characteristics. The population is concentrated in the metropolitan area, and there is a significant gap between regions. Therefore, the mode of government cooperation in Japan's regional economy can be used for reference.

4.1.3 Urban Network Mechanism In Regional Cooperation in Germany

The theory and practice of regional cooperation in the Federal Republic of Germany developed and matured after World War II, facing the double pressure of restoring the post-war economy and balancing the development of regional economy in the north and south. The economists in Germany continuously explored the theory and formed the rich theory of regional network, and outlined the standard and organizational mechanism of regional economic cooperation in Germany, that is, the urban network. In their view, the urban network is a cooperative activity from the bottom to the top, which is decided by the local government in order to safeguard its own interests. It also puts forward ten basic standards of the urban network: voluntary, subject independence, right symmetry, goal commonality, interest unity, multi-level cooperation, management mode non administration, task specificity, cooperation. Horizontal and regional relevance. The basic structure of the urban network includes the Regulatory Committee (responsible for defining the basic strategy and cooperation areas) and the network working group (responsible for working out the outline of the

work, determining the focal points of the cooperative strategy, the allocation of project funds, etc.) and the professional working circles responsible for the implementation of specific projects.

Germany's regional economic development policy is mainly formulated and implemented by the federal and state governments together, and a planning committee is jointly formed. A regular plan is formulated every four years, and the balanced development of regional economy is the common task of the federal and state governments. The main role in the formulation and implementation of policies is played by state governments, while the federal government is only coordinating, supplemented by financial support. They put the gap between regions as the top priority, and at the same time, they put the balanced development of regional economy into practice in the form of law, including space order law, common task law of improving regional economic structure, structural assistance law, etc. In addition, a federal Planning Commission has been established as the highest leading body for regional development and common tasks. Its members are composed of the Federal Minister of finance, state economic ministers, bank representatives, relevant experts, etc., and the Federal Minister of finance serves as the chairman of the Commission. The main tasks of the committee are: to make clear the promotion area and key development projects, and to stipulate the amount, types and projects to be funded. The promotion zone mainly aims at the problem areas with weak economic strength and unreasonable industrial structure, and defines the promotion zone according to certain indicators. The German government grants financial support to these areas, and its promotion measures include investment promotion and infrastructure promotion. For example, in view of the economic structural crisis in Ruhr district, the German government inclined its administrative policies to make it achieve a successful transformation.

German regional planning not only has legal support, but also has special and professional organizations to ensure the regional planning. Every state in Germany has a special regional planning organization. Creating "equivalent living conditions" in different regions is the most fundamental starting point of German regional planning. For the rich western regions, the development of Germany is more focused on some core cities, while for the poor eastern regions, the spatial planning is more focused on

the surrounding areas of the city, and measures such as financial support and support for the development of small and medium-sized enterprises are taken to enhance the attractiveness of these areas. At the same time, a special 20-year plan is implemented to support the infrastructure of the eastern region Shi Jianshe. Bavaria is the largest state in Germany, and it is known as "the California of Germany". It was originally developed from a poor agricultural state to a rich industrial state, which is a good evidence. In addition, in order to promote the coordinated development among regions, the government even redefines state and local boundaries by administrative means.

The urban network mechanism of the Federal Republic of Germany has played an important role in promoting post-war economic recovery, narrowing the gap between North and South and solving public problems in the region. Take the German metropolis as an example, there are 7 cities in the German metropolitan area, of which the State Council City is the senior center of the region. In 1994, the metropolitan area set up a trans city urban network, namely St dtenetz EXPO Region, aiming to solve the traffic pollution problem in the region. The environmental cooperation project of Hannover metropolitan area is achieved through two plans, namely, the integration plan of urban logistics integration and the integration of urban management in metropolitan area. By integrating logistics within the region to achieve sustainable development and improve the quality of life in the region, through integration of urban management and regional management to provide support for the integration of logistics.

4.1.4 The Mode of Government Cooperation in China's Regional Economic Development

China's regional economy began to accelerate after the reform and opening up, which promoted the cooperation among local governments. Due to the development of regional economy, the economic and social links of various administrative areas in the region are strengthened, and the regional public affairs are increasing day by day, and the regional public problems are also highlighted. In this context, the motivation of local government cooperation is gradually stronger than the motivation of competition, and collective action has become the consensus of local governments. This requires local governments to construct different local government cooperation

modes according to the level of regional economic development in a timely manner. When the level of regionalization is at a low stage, or in areas with a low level of economic regionalization in the central and western regions of China, there is a need for a "top-down" cooperation mode driven by external forces, while at a high level of economic regionalization, or in other words, in the eastern part of China. In the coastal areas, we need to build a bottom-up mode of cooperation.

"Top-down" cooperation mode is more common in the central and Western regions. The cooperation between local governments in Jiangsu, Zhejiang and Shanghai is mainly carried out under the impetus of the central government, including the components of political mobilization, and more importantly, the inducement of interests. Three. By increasing financial input, the central government mobilizes the enthusiasm of the three local governments to cooperate in governance. Its essence is to change the external conditions of local government cooperation, so that the income-cost ratio of local government cooperation changes, and cooperation becomes cost-effective, and the motivation of cooperation also arises. Another example is the "two oriented society" reform pilot area of the city circle and the Changsha Zhuzhou Xiangtan Urban Agglomeration. There is no preferential tax policy for the old special economic zones, but rather two pilot governments. The right of trial and error has reduced the cost of cooperation between local governments and expanded the potential profits of cooperation. Therefore, this type of cooperation is basically an interest induced top-down cooperation mode.

When the regional economy develops to a certain level, "bottom-up" cooperation mode should become the main form of cooperation among local governments. The "bottom-up" mode of cooperation refers to the voluntary cooperation of local governments under the guidance of cooperative income. As a unitary country, the local governments of our country cooperate independently. The common practice is that the local governments first reach a preliminary consensus among themselves, then win the approval and support of the central government or higher authorities, and then seek some preferential policies of the central government. This mode of cooperation is common mainly in the economically developed areas of the eastern part of China. The typical representative areas are Beijing-Tianjin-Hebei, Yangtze River Delta and Pearl River Delta.

The Yangtze River Delta economic zone includes five administrative divisions of Shanghai, Jiangsu, Zhejiang and Anhui, with a total of 30 cities. Regional cooperation in the region can be traced back to 1992, when Shanghai was the leading city, 14 cities including Wuxi, Ningbo, Zhoushan, Suzhou, etc. initiated and organized the joint meeting of directors of the 14 cities Cooperation Office (Committee) in the Yangtze River Delta. In 1997, the Yangtze River Delta City Economic Coordination Committee was established. In September 2008, the guiding opinions of the State Council on further promoting the reform and opening up and economic and social development of the Yangtze River Delta region pointed out the important significance, general requirements, main principles and development goals of further promoting the reform and opening up and economic and social development of the Yangtze River Delta region. Shanghai, Jiangsu and Zhejiang provincial (city) leaders' forum, economic coordination meeting and director's meeting of cooperation office constitute the core of cooperation and coordination mechanism of local governments in the Yangtze River Delta economic zone. These regional coordination organizations are established in different periods, and their systems and economic development environment are quite different. But in general, with the economic development, the desire of cooperation among all regions is increasing, and these measures play a positive role.

Compared with the Yangtze River Delta, the regional economic integration of Changsha Zhuzhou Xiangtan Urban Agglomeration is easier. This is the integration of a city group in a province, and its leading members are the provincial Party committee and the provincial government. In 2005, the establishment of Changsha Zhuzhou Xiangtan integrated leading and coordinating group marked the beginning of integration. In July 2005, the regional planning of Changsha Zhuzhou Xiangtan Urban agglomeration was officially approved by the provincial government. In June 2006, the first joint meeting of the party and government leaders of the three cities of Changsha, Zhuzhou and Xiangtan passed the rules of procedure of the joint meeting of the party and government leaders of the three cities of Changsha, Zhuzhou and Xiangtan, signed four agreements, namely, the framework agreement of regional cooperation of Changsha, Zhuzhou and Xiangtan, the agreement of industrial cooperation of Changsha, Zhuzhou and Xiangtan, the agreement of scientific and

technological cooperation of Changsha, Zhuzhou and Xiangtan, and the agreement of environmental protection cooperation of Changsha, Zhuzhou and Xiangtan, which became the solid foundation of the integrated development.

Wuchang integration officially started in 2004. In addition to achieving the same in communication, transportation and talent market, Wuchang integration has gradually achieved the same in organizational leadership, development planning, financial management and regional construction. First, the Wuchang Party committee was established to achieve the unity of organization and leadership. The responsibilities of the Party committee cover planning, social and economic decision-making, and even the selection and appointment of the top leaders of the party and government, which well realizes the unity of the organization and leadership of the two places, breaks the barriers of administrative divisions, realizes the overall scheduling of various resources and the optimal allocation of production factors, expands the market space of the two places, and accelerates the economic integration of the two places. The second is to formulate a common "11th Five Year Plan" Planning has achieved the unity of strategic planning. The plan is a programmatic document to guide the national economic and social development of Wuchang from a strategic perspective, which is of great guiding significance to ensure and promote the integration of the two regions; thirdly, the Wuchang Finance Bureau was established to achieve financial integration. Fiscal unity is the substantive performance of Wuchang's integration; fourth, the planning and construction of Midong new area and "Changhe New Area" has achieved regional construction unity.

However, no matter what mode of cooperation, what we need to solve at present is to seek an effective institutional arrangement, rationally locate the position and role of central government and local government in regional cooperation, whether we need a third-party organization dedicated to regional economic development, and whether the status of such organization is between central government and local government or parallel to local government.

4.2 Analysis Method

In the analysis of the obtained data, comparative analysis is mainly used,

including national conditions, regional economic policies and intergovernmental relations. The government cooperation mechanism in the process of China's regional economic development is not yet mature. No matter the top-down cooperation mode or the bottom-up cooperation mode, there is still a lack of operational mechanism that can effectively cope with the cooperation and interaction between the governments in the regional economy at the political level.

Compared with the United States, China and the United States are big economies with vast territory and obvious economic development differences between the East and the west, but we have to say that China's market economy is far less mature than the United States. Accordingly, there is no third party social organization independent of the government to promote regional economic cooperation. Of course, this situation is closely related to the relatively loose political environment in China. In the economic field, social organizations such as chambers of Commerce have emerged, but they have not gained the power or status to allocate resources and intervene in local government behavior in the development of regional economy. Therefore, how to comply with the law of market economy and provide a more free and open environment for the development of regional economy, the government's active guidance and reasonable regulation and control, and the spontaneous formation of social organizations in the process of promoting regional government cooperation in the process of regional economic development are the places China needs to learn from the United States.

Compared with Japan, China and Japan are both Eastern countries. Although Japan is a monarchy country, there are many similarities between the central and local governments. After the Meiji Restoration, Japan embarked on the road of Western capitalism, and its political system was greatly changed. The central government learned from the experience of western countries and gave more autonomy to local governments. In the process of regional economic development, the central government formed a mode of leading local government autonomy. Of course, China is also gradually decentralization. The central government has reduced administrative interference in the local economy, giving local governments more autonomy and giving full play to the initiative, initiative and creativity of local governments. However, China has a vast territory and great differences in regional economic

development. In the economically developed eastern regions, the central government and local governments can change their functions and roles; in the economically backward areas of Western China, the central government obviously needs to assume more functions in the development of regional economy and give local governments more policy support and guidance.

Compared with Germany, China and Germany have great differences in their national conditions. No matter the level of economic development or natural geography, the measures taken by the government to cope with the economic differences between the north and South and the standardization of regional economic development are worthy of China's reference. In terms of political system and political design, the corresponding institutions are established according to different levels of regional policies, forming a widely applicable urban network mechanism, and different economic regions have formulated regional policies suitable for their own development, thus reducing the burden of the central government and local governments.

To sum up, the intergovernmental cooperation in the process of regional economic development in China is quite different from other countries. The reasons for this difference are both economic and political factors. Economically speaking, China's market economic system is still not mature enough, lacking the inducement factors and soil of intergovernmental cooperation. From the political point of view, China is exploring the direction and effective path of the transformation of government functions, and the intergovernmental cooperation mechanism has also been deeply affected by this change. Chinese society is in a period of change when the government should withdraw from the field of micro economy and ensure social stability at the same time and it is a thorny problem that how to find the balance between the two.

In the vast area of China, the regional administrative region and regional economy are different. Many regional economic zones will span several provinces and cities. They can formulate corresponding laws and rules, and set up a unified system according to the market subject in the exclusive economic zone. At the same time, because the government in our country is usually in the vertical and horizontal pattern,

so the regional governments must integrate resources, act together, strengthen local competitiveness, and effectively solve some common problems such as environment and unemployment.

4.2.1 Difficult to Maximize the Cooperation Benefit Due to the Game Between Local Governments

The fundamental driving force for local governments to cooperate is interests. In the long process of exploration and practice, the requirements of different governments are often different. In order to integrate their interests, meet their respective needs, and strengthen rational balance. All local governments will certainly maximize the economic benefits of the region through administrative power, which results in the process of regional economic cooperation, unable to maximize the regional economic benefits, unable to obtain the most ideal results. In the process of attracting investment in the economic zone, some major projects will be introduced into the economic zone in the name of the economic zone and more preferential policies. However, when settling in the economic zone, due to the consideration of the interests of their respective administrative regions, there will be a competitive relationship, which will often seek private interests for the economic development of the region through some administrative power and other means. Regardless of the development and planning of the whole economic region.

4.2.2 Without Effective Cooperation and Coordination Mechanism

In the current process of regional economic cooperation, there is no effective intergovernmental public management platform and cooperation mechanism. Although some initial cooperation platforms and models have been set up between governments, there are still many problems in interest sharing, organizational management and decision-making implementation, which cannot be institutionalized and standardized, so as to solve the problems of public management and cooperation. It has a great restriction on the development of regional economy.

4.2.3 The Regional Industries are Similar, and There are Problems of Repeated Construction

Because the geographical environment and resource endowment of some cities in the region are similar, the industrial structure of some cities is the same in the development process, and the problem of repeated construction is very serious. Therefore, we must pay attention to the key points of development, and do a good job of cooperation and division of labor under the condition of similar resource endowment and similar development level, so as to avoid vicious competition between them Condition.



5 CONCLUSION

In the 30 years since the founding of the people's Republic of China, the balanced development policy has been implemented. The relations among regions are mainly realized through highly centralized regulation and control of the planned economic system. The main battlefield of economic construction is in the central and western regions, but it has been adjusted later. The construction in this period laid the foundation for China's industrialization, promoted the balanced distribution of productivity and narrowed the gap between the eastern and western regions. The later adjustment made strategic, ideological and material preparations for the reform and opening up. This theory of balanced allocation policy is based on the fundamental purpose of socialism. It considers that the balanced distribution of productive forces and the elimination of regional differences as soon as possible are in line with the requirements of China's long-term economic development. However, at that time, China's economic foundation was still very weak, and there was no corresponding strength support at all. The application and practice of balanced policy also encountered unexpected serious problems. The first is to attach importance to the hinterland rather than the coastal area, neglect the superior location and basic conditions of the eastern area, and restrain the economic development of the eastern area and even the improvement of the overall economic efficiency of the whole country; the second is that all localities unilaterally emphasize the establishment of a "complete industrial system", ignore the unique advantages of all localities, and form a "large and complete, small and complete"; the third is that the operation projects are too scattered and lack of organic It is difficult to form production capacity quickly because of connection; fourth, the government's power has been exerted and the market power has been ignored, which in fact has affected the overall economic efficiency and effect.

Through the study, I summed up the characteristics and shortcomings of the current Chinese local government management system, especially the aspects that hindered the development of China's economic regionalization. On this basis, some suggestions were made for the construction and reform of the intergovernmental mechanism of intergovernmental cooperation based on the perspective of economic

regionalization.

5.1 The Current Management System of Local Government in China

Under the planned economic system, the central government as a super interest body maintains the operation of the national economy.

The local government has become a relatively independent main body from the original agency of the central government. With the reform and opening up and the development of the market economy, the central government began to decentralization gradually to the local government. The local government also changed a decision-making body to promote the development of local economy from a traditional central government policy enforcement agency. It has produced the motive to realize its own interests and has the means to maximize its own interests. In order to complete the economic targets set up by the superior government at all levels, the local officials are also developing their own economy for the achievement of the government, which is beneficial to the implementation of the central economic policy, but there are many disadvantages at the same time, and it gradually affects the further development of the economic regionalization.

5.1.1 The Political System Lags Behind the Reform of the Economic System, Resulting in the Proliferation of Interests Under Utilitarianism.

Our reform is the advance of the reform of the economic system, that is to say, the economic transformation has not been synchronized with the political and social transformation, and has not established a stable system or rule to constantly regulate the possible random distribution of interests produced by the economic transformation, which has led to a new round of efficiency and interest disputes in the old system framework. The market economy overemphasizes efficiency, so in the process of China's economic system reform, efficiency has become the only standard to measure the success of the reform, but it ignores fairness. In pursuit of efficiency, the government reform the state-owned enterprises, resulting in a large number of workers unemployed, and the workers' unemployment has no corresponding system compensation, instead, it has caused the people's confusion and worry about the

market economy. In order to pursue efficiency, there is even vicious competition among enterprises. Moreover, in order to pursue economic benefits at all costs, there is a lack of credibility and a moral crisis. In addition, the local governments are in their own affairs and pursue their own interests to maximize the regional development incongruity, the overall competitiveness is difficult to form, a large amount of waste of resources, the worsening environment and so on, so that people have been puzzled by the reform.

5.1.2 The Pursuit of Economic Interests by Local Governments has Led to the Absence of Government Functions.

Under the current administrative system, there is a phenomenon of inequality between financial rights, responsibilities and responsibilities of governments at all levels. Many local governments blindly introduce projects and strive for national project funds in order to achieve their respective political achievements without considering the actual situation in the region. And many projects are put forward by the higher government and the local government can not declare the project from bottom to top. So the way of allocation of resources by administrative means will not only cause the waste of resources, but also reduce the efficiency of resource utilization and increase the possibility of rent-seeking and corruption. According to the experience of the developed market economy countries, the function of the government is to provide protection and order for private economic activities. Only those things that private sectors do not do or do not want to do, such as the supply of public goods, are provided by the government. The redistribution of government finances is mainly for public welfare rather than specific business activities.

One of the most important purposes of regional economy is division of labor among regions, complementary advantages, common development of the economy, and ultimately the realization of the overall interests of the region. However, under the current government management system, local governments, for their respective local interests and assessment of political achievements, carry out local protectionism, protect the growth of local industries and blindly exclude all foreign products, resulting in serious domestic market segmentation and difficult to unify. Moreover, the duplication of construction is prominent, and the industrial construction of various

regions is identical, and the government's funds can not concentrate on the development of the advantageous industries, resulting in the waste of funds and the low economic efficiency.

5.1.3 The Game between Local Governments Makes the Maximization of Cooperation Benefit Difficult to Realize

The fundamental driving force for local governments to cooperate is interests. In the long process of exploration and practice, the requirements of different governments are often different. In order to integrate their interests, meet their respective needs, and strengthen rational balance. All local governments will certainly maximize the economic benefits of the region through administrative power, which results in the process of regional economic cooperation, unable to maximize the regional economic benefits, unable to obtain the most ideal results. In the process of attracting investment in the economic zone, some major projects will be introduced into the economic zone in the name of the economic zone and more preferential policies. However, when settling in the economic zone, due to the consideration of the interests of their respective administrative regions, there will be a competitive relationship, which will often seek private interests for the economic development of the region through some administrative power and other means. Regardless of the development and planning of the whole economic region.

5.2 Innovation of Local Government Management System in China

In the process of economic regionalization, cooperation between governments is indispensable. Local government is not only the representative of local interests, but also the realization and maintainer of local interests. To realize the coordinated development of regional economy, the role of local governments in the region is inseparable from the active and effective cooperation between the local governments. Intergovernmental cooperation must be guaranteed by a certain cooperation mechanism. Without cooperation and incentive and restriction functions, government cooperation can not be realized.

5.2.1 Adjust Administrative Divisions Appropriately and Remove Administrative Barriers for Economic Regionalization.

Through the adjustment and reform of the administrative division, we can directly solve the existing problems of the existing regional administrative barriers, transform the interregional economic contradictions into the economic problems in the region, and solve the outstanding problems in the process of regional economic integration to a certain extent. The adjustment of administrative divisions should be carried out in an orderly way under the guidance of the principles of "stabilizing and changing, advancing step by step, adjusting measures to local conditions, overall planning and ensuring according to law". The general idea of the reform is: "reduce the province and the county, the province and the county directly under the jurisdiction, innovate the municipal system, and the township autonomy".

5.2.2 Transform the Functions of the Government and Strengthen the Guidance and Management of Regional Economic Integration.

The adjustment of administrative divisions "can only play an auxiliary role but can not solve the fundamental problem", and the characteristics of the administrative division itself determine the very state of the reform of the administrative division. Relatively speaking, the transformation of government functions is the fundamental policy to adapt and promote the healthy development of regional economic integration.

The content of local government management should be changed from one-sided development of economy to the promotion of all-round coordinated development of society, economy, culture and ecology. Services are not only for the region but also for other governments in the region to serve all the residents in the economic region. The management mode of local government should be transformed from a single administrative means to a diversified economy, law and administration, from process management to goal management, from self administration to administration to administration by law, from micro management to macro management and micro management as the auxiliary transformation, from direct management to indirect management. Management transformation has changed from "administrative district administration" to "regional public management".

5.2.3 Reform Government Institutions and Provide Organizational Guarantee for the Development of Regional Economic Integration.

The reform and construction of local government institutions should take a comprehensive consideration of the types of public products and services, the geographical environment, the organization of transaction costs, local democratic participation and other factors. In the process of regional economic integration, the free flow of market elements in various administrative regions requires the government to strengthen exchanges, cooperation and coordination, which must also require special institutions to undertake the responsibilities in this respect.

Under the existing constitutional system of China, there are several options for the establishment of regional coordination management institutions: first, the establishment of a unified and cross regional specialized agency on the regional governments, replacing the unaffiliated branch management institutions, making the relevant departments of the regional government into its branches, and the successful cases abroad, such as the United States The Sibi River Administration; secondly, the establishment of a comprehensive authority responsible for regional management at the central government level, responsible for formulating regional planning, organizing major infrastructure construction across regions and dealing with inter regional conflicts of interest, advocating the design of such a system as "regional management committee" proposed by Zhang Keyun; and third, the central government function department. The door led, the local government, enterprises and intermediary organizations involved in the relevant regional governance organization model, advocated this view, such as the "compound administration" proposed by Wang Jian and Bao Jing.

5.2.4 Reinventing Local Government Relations and Strengthening the Platform Construction of Regional Economic Integration Development.

Inter governmental relations, that is, the relationship between governments, is essentially "the relationship between power allocation and distribution of interests among governments". Xie,Q.K.(2006) establishes the effective mechanism of lower

level government participation in the policy formulation of the higher level government. Hu Angang has pointed out that if the central government in the process of policy making, the local government should join together to form a "one to many" game, more efficient than the "one to one" game many times in the process of policy implementation, based on the equality, coordination of the neighbourhood type intergovernmental relations. With the development of regional economic integration, transversal intergovernmental relations are more embodied in the relationship of exchange and cooperation, making it a "powerful economic function and value" .

Innovate the regional management and operation mechanism to achieve a positive interaction with the development of regional economic integration. In the context of regional economic integration, the implementation of good governance for local public affairs requires the local government to establish a relationship of dialogue and interaction with other voluntary associations, interest groups, political parties, media and other organizations in an open public field. realizes the harmony between the government and other organizations. Innovating the operation mechanism of regional government management is to establish a governance based inter regional coordination mechanism. The government should be diversified in management and diversified in management.

5.2.5 To Promote the Cooperation Between Local Governments, We Should Strengthen the Value Oriented Role of the Central Government's Public Policies

To promote the cooperation between local governments, we should strengthen the value oriented role of the central government's public policies, guide and promote the cooperation between local governments, and build and ultimately form an effective mechanism for local government cooperation.

In the implementation of regional coordinated development strategy, the guidance of policy value is extremely important. Poverty is not socialism, nor is the imbalance and inadequacy of development socialism. The realization of the socialist modernization with Chinese characteristics in the new era and the great rejuvenation of the Chinese nation in the 21st century are inseparable from the modernization of the three major regions, the west, the northeast and the middle, which are the national

regions and the frontier regions. Therefore, in the process of implementing the strategy of regional coordinated development, the central government should guide all regions of the country, especially the eastern coastal developed areas, to establish the overall concept and the overall concept through the guidance of policy value, strengthen the administrative coordination and form a consensus of cooperation based on the overall interests of the Chinese nation. Therefore, the first is to give full play to the coordinating role of the central government in guiding and promoting local government cooperation in the implementation of the regional coordinated development strategy, and to clarify the rights and responsibilities of all parties involved in the cooperation. The second is to set up a special coordination agency at the central government level, which is responsible for the organization, management and coordination of local government cooperation in the implementation of regional coordinated development strategy, and improve its tracking and coordination mechanism; the second is to set up a special agency at the local provincial government level, which is responsible for the organization and coordination of interregional government cooperation. Third, strengthen the legislation of local government cooperation and cooperation, guarantee the continuity and stability of local government cooperation and cooperation in regional coordinated development according to law, and provide legal guarantee for promoting cooperation among all parties. Fourth, in the implementation of regional coordinated development strategy, we should fully mobilize and actively guide the participation of enterprises and society, and form a regional governance mechanism led by the government and participated by multiple subjects.

The local government cooperation in the regional coordinated development strategy can not be separated from the continuous power mechanism. Therefore, in the process of national implementation of regional coordinated development strategy, the central government should formulate and implement effective policies and measures, and build a dynamic mechanism of local government cooperation with the main content of mutual benefit, benefit compensation and assessment incentive. First, we will continue to promote mutual benefit and win-win results for all parties to achieve "long-term cooperation" through the mechanism of mutual benefit. The second is to standardize and coordinate the interests of all parties in accordance with the interest compensation mechanism and the principle of "equal cooperation, benefit sharing and

reasonable compensation", so as to realize interest sharing and benefit compensation. The third is to encourage the eastern coastal developed areas to assist the western, northeast and Central Underdeveloped Areas with perfect government guidance and incentive mechanism, such as "counterpart support" and "counterpart cooperation".

5.3 Issues to be Paid Attention to in the Cooperation of Local Governments in Regional Coordinated Development

First of all, in the process of implementing the regional coordinated development strategy, we should organically combine controlling and ultimately reducing the development gap among the four major plates in the eastern, northeast, central and western regions with realizing the national equalization of basic public services.

To implement the strategy of regional coordinated development, we need to pay attention to two key points: first, the control and reduction of the development gap between the "four plates"; second, the realization of national equalization of basic public services. To know the former, we can understand and master the current situation of development and the gap between the rich and the poor in the East, northeast, central and western regions; to know the latter, we can grasp and recognize the institutional environment and happiness. The control and reduction of the development gap among the "four sectors" can lay the foundation for the realization of the national equalization of basic public services, but it can not represent the realization of the national equalization of basic public services. There is not only a certain correlation between the two, but also a certain difference. The central government and the local governments in the eastern region should not only help the backward provinces, cities and autonomous regions in the western, northeast and central regions to develop their economy, but also promote and enhance the national equalization level of their public services through scientific policy measures and effective methods .At present, in promoting the economic and social development of the northeast, central and western regions and narrowing the regional development gap, the central government and the local governments of the eastern coastal developed regions should focus on the vertical and horizontal financial transfer payments, and formulate relevant policies to help the northeast, central and western regions improve the level of public services. Therefore, we need to further adjust and

optimize the system and mechanism, innovate and improve the financial transfer payment system, so that the three major regions of the northeast, central and western regions, relatively backward provinces, cities and autonomous regions, can get more development rights and resources, better enjoy and experience public services, and have more economic and social development opportunities.

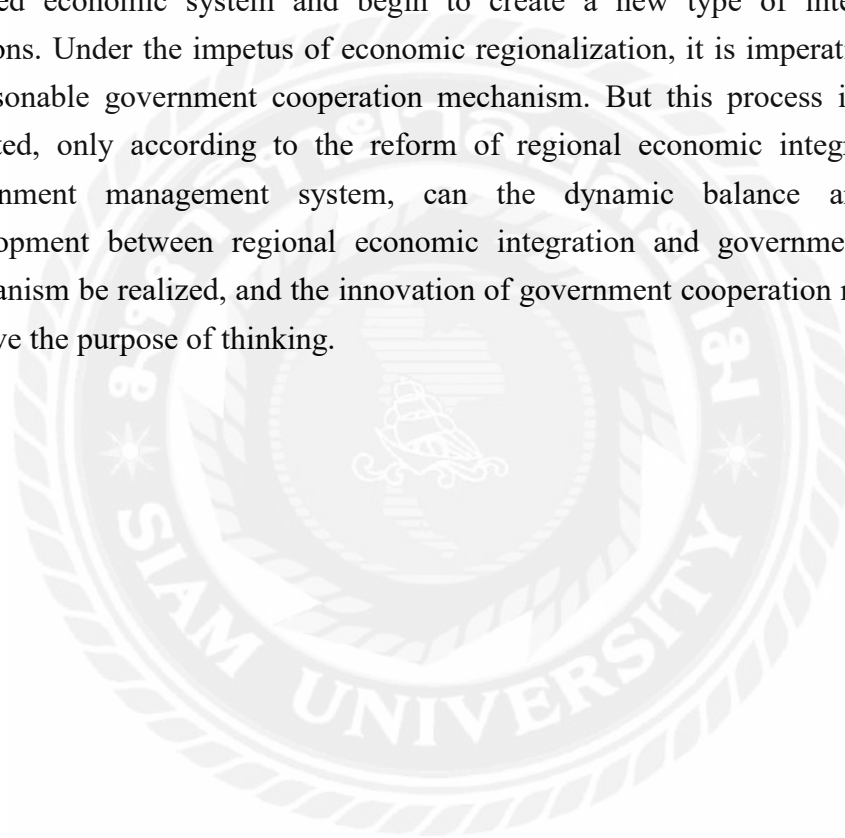
One is to organically integrate the regional coordinated development strategy with the "connectivity" of the outside world, and give full play to its policy and strategic functions. At the beginning of reform and opening up, although China's opening-up was carried out in both land and sea directions, due to the focus of the national regional economic development strategy in the eastern coastal areas, the economic development in the northeast, central and western regions was relatively lagging behind, especially the weak infrastructure, the underdeveloped transportation and communication, and the few and unimpeded channels to go out to the West and North. At that time, many factors at home and abroad hindered the land passage from effectively playing its role in opening up to the outside world. Therefore, China's opening to the outside world must rely on the eastern coastal areas and go out from the East. As a result, the eastern sea route has become the main channel for opening to the outside world in the Asia Pacific region, European countries and regions, and gradually formed a multi-level opening-up pattern with four special economic zones, 14 coastal open cities, as well as many port cities and towns along the river and the sea. The implementation of the "one belt and one road" will inevitably require us to speed up the land going short board going west and northward, thus forming a new pattern of opening up and extending to the outside world in the direction of both sea and land, especially the opening up and extension of the mainland road and speeding up the expansion of China's external interests. The implementation of the strategy of coordinated development of national and regional development in the new era and its docking with the "one belt and one road" requires that the cooperation between local governments in the eastern, northeastern, central and western regions of the "four major plates" should be tightly locked around the infrastructure construction of transportation, transportation, communications, logistics, pipeline network and energy source facilities, so as to promote the interconnection between the four major plate regions in China. Through, lay a solid foundation for China's land connectivity with the outside world. At the same time, under the leadership of the central government,

local governments in the four major regions of the East, northeast, central and western regions should cooperate and cooperate with each other, give full play to their comparative advantages, actively participate in "high-speed rail diplomacy", work together to promote the construction of international backbone channels, and build an infrastructure network connecting Asian subregions and Asia, Africa and Europe as soon as possible, so as to promote the development of China External connectivity, breaking through the bottleneck of traditional transportation, transportation, communication, pipe network and other constraints on the opening up and extension of China's land direction.

The second is to organically link up the regional coordinated development strategy with the interconnection between various regions in China, and give full play to its policy and strategic functions. For a long time, due to the influence of domestic natural, historical, cultural, industrial foundation, human resource quality and many other factors, especially the influence of natural division and unbalanced regional development strategy in geographical space, China has gradually formed a pattern of unbalanced and inadequate regional development, especially between the eastern coastal developed areas and the less developed areas in the central and western regions. There is a large gap in the level, degree and level of economic and social development. The larger gap between economic and social development will inevitably affect the interconnection and interconnection of infrastructure and capital flow, technology flow, talent flow and information flow between the four major plates. It will directly affect the interconnection and interconnection between China and the outside world, and ultimately affect the "one belt and one road" promotion. Therefore, the "interconnection" among various regions in China is actually a process of coordinated development among the "four plates", especially between the eastern coastal developed areas and the underdeveloped areas in the central and western regions, and narrowing the gap between economic and social development. It is required to further accelerate the implementation and process of the regional coordinated development strategy, strengthen the interconnection between the "four plates" and drive and promote the process of economic and social development in the three major regions of the west, northeast and central China.

Economic regionalization is a stage of the development of the market economy.

For this new trend, our government's management system is faced with multiple challenges. In addition to speeding up the reform of the administrative system and keeping pace with the economic development, we should also have a forward-looking view and guide the economy in a rational direction from a strategic height. It can be said that the government can neither interfere with the operation of the micro economy excessively, but also do well in macroeconomic regulation and control, and determine its own functions and powers. The development of the economy across the administrative region requires the government to break the state of the original planned economic system and begin to create a new type of intergovernmental relations. Under the impetus of economic regionalization, it is imperative to establish a reasonable government cooperation mechanism. But this process is tortuous and repeated, only according to the reform of regional economic integration of local government management system, can the dynamic balance and interactive development between regional economic integration and government cooperation mechanism be realized, and the innovation of government cooperation mechanism can achieve the purpose of thinking.



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