The Government Purchases Municipal Waste Classification Services to Promote Diversified Governance Based On Environmental Pollution

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Abstract. The deterioration of the ecological environment has attracted society to focus on how to control environmental pollution and other serious issues, so the whole society has vigorously promoted the trend of garbage classification. Garbage classification is a hot topic in society at present, how to do a good job in garbage classification. Among them, the government purchase of municipal waste classification service is one of the means to change the function of the government, build a service-oriented government, promote the cooperation of various subjects, enhance the effectiveness of comprehensive garbage management, and speed up the improvement of the level of “reduction, resource utilization and innocuity” of garbage. This article explores the historical experience and development trend of the government’s purchase of municipal waste classification services through literature survey methods and examples and empirical research methods. It focuses on analyzing of problems in the government’s purchase of waste classification services and proposes corresponding solutions to drive all parties, subjects actively participate in garbage classification services and innovative service spaces.

Keywords: Government Purchase Services, Garbage Sorting, Cooperation

1. Introduction
Garbage must be classified, and the source must be reduced. Source classification is the most effective way to solve the current urban waste problem in China. The integration of economic, social and environmental benefits is of great significance for the comprehensive construction of a well-off society. The classification and treatment of garbage is not the first time discussed in various cities in China, and the government plays a leading role in the urban garbage classification, but it relying mainly on government is limited. This requires the government to allocate the burden of overloading the garbage classification to enterprises, social organizations and individual urban residents by purchasing garbage sorting services, and they are encouraged to work together to deal with this difficult problem of “garbage siege”. Since the 1980s, the major developed countries represented by the United Kingdom and the United States have begun to start government procurement of services. After several years of development, public services in these countries have gradually been handed over to the market and social organizations, and developed into a mainstream model of government management of public
services.

2. Introduction to Related Concepts
Garbage classification refers to a series of activities that sort, store, put, and transport garbage into public resources according to certain regulations or standards. The purpose of classification is to increase the resource value and economic value of garbage, and strive to make the best use of it. With the improvement of people's living standards, all kinds of consumption increase, and the amount of garbage generated is also increased sharply. According to statistics, in 1979, the amount of urban garbage collected nationwide was more than 25 million tons. In 1996, the amount of urban garbage collected was 1.16 yuan / ton, which was four times that of 1979. Although the garbage after high-temperature incineration will not occupy a lot of land, but its investment is amazing. Do we have no way to deal with garbage? There are ways, this is garbage classification. Judging from the methods of domestic waste classification in domestic and foreign cities, the classification is generally based on the composition and amount of waste composition, combined with the resource utilization and disposal methods of the municipal waste.

On June 25, 2019, the domestic waste classification system will be introduced into law. In August 2019, Shanghai became the first pilot city for waste classification in China. In September 2019, Dalian has set up supervisors at each garbage classification point. On November 27, 2019, the 16th meeting of the Standing Committee of the 15th Beijing Municipal People's Congress voted to approve the decision of the Standing Committee of the Beijing Municipal People's Congress on amending the "Regulations on the Management of Municipal Solid Waste". The revised "Regulations of Beijing Municipality on the Management of Domestic Waste" put forward higher requirements for the classification of domestic waste, which will take effect on May 1, 2020.\[1\]

The purchase of public services by the government means that the government will hand over the originally provided public services to qualified enterprises or social organizations in accordance with certain methods and procedures, and pay them according to the quantity and quality of services. In order to meet social needs and solve social problems, the Chinese government has vigorously promoted the government's purchase of public service systems in recent years. Applying to the field of urban waste classification, the Implementation Plan of the Domestic Waste Classification System announced by the Ministry of Housing and Urban-Rural Development in 2017, emphasizes the need to encourage the introduction of specialized waste classification service companies through competitive bidding. The purchase of waste classification services by the government has a significant role and guiding significance for transforming government functions, building a service-oriented government, and improving the utilization rate of waste resources.

3. The Government's Historical Experience In Purchasing Waste Sorting Services ---- Taking Ningbo City As An Example
In December 2016, after listening to the report on "General Promotion of Waste Classification System in Zhejiang Province", Comrade Xi Jinping emphasized that the waste classification system should be universally implemented. The Ningbo Municipal Government actively responded to this call and took the lead in using the government to purchase waste classification services. The model promotes garbage classification and has achieved certain results, which has played a demonstration role in garbage classification in other cities.

Government purchase service projects implement the "government procurement, contract management, performance evaluation, and information disclosure" management measures. The main work of the enterprise includes classified publicity, household guidance and education training. The main contents of the Ningbo municipal government's purchase of waste classification services include: first, classification publicity, enterprises make public awareness of the importance of waste classification by making publicity boards, posting promotional slogans, and reporting waste classification activities; etc. The second is guidance, including household guidance and fixed-point guidance; the third is training, that is, to develop and educate citizens on the knowledge of garbage
classification, so that citizens can scientifically understand the classification of garbage, give appropriate encouragement, and actively communicate with residents.\textsuperscript{[2]}

4. Problems Faced by the Government in Purchasing Garbage Classification Services

4.1 There are Many Elements of Government Input, Few Profits, and High Classification Costs
At present, the scope of the government's purchase of waste disposal services basically does not involve the reduction of waste classification. The government still takes everything. It is easy to cause inefficiency, high rent-seeking and supply costs, and there is also the risk of monopoly again, thereby reducing the efficiency of government purchase of services. On the other hand, urban communities introduce enterprises to participate in waste classification through government purchase of services. The contract signed by the two is relatively short, but the cumulative contract amount is huge, which is a financial expenditure for local governments.\textsuperscript{[3]} For the introduced companies, the contract amount is too small, which directly restricts the functioning of the contract.

4.2 The Enterprise's Business Capability and Service Quality are Low, and the Abuse of "Autonomy"
China's government purchase of waste classification services is at an initial stage of exploration. Therefore, in the process of introducing enterprises, the government will have a mismatch between enterprise capabilities and service levels. One is that the work of the enterprise is lax and the attitude is not correct. Some enterprises delay the work development for various reasons, passively slacken the work, the actual activities are carried out and the staff service times are small and the scope is small. Second, there is little knowledge reserve, practical experience, lack of professionalism.\textsuperscript{[4]} Workers have insufficient experience in garbage classification and lack professional high-quality personnel to guide. As far as the current working mode is concerned, most of the management of garbage classification is still mainly undertaken by community properties and the contractors actually play a lower role.

4.3 The Supervision and Performance Evaluation Mechanism Is Not Perfect, and Government Supervision Needs to be Strengthened
The practice shows that the government's supervision and management of contracted enterprises is ambiguous, the standards are not standardized, the evaluation indicators are too simple, the punishment measures are light, and the lack of a powerful supervision system and performance evaluation system has seriously affected the efficiency and effectiveness of the government's purchase of services. The government and the community have entrusted enterprises to carry out the waste classification work, but they have not formed an effective enterprise behavior monitoring system, which is insufficiently binding on the enterprise's behavior. To a certain extent, the actual work of the enterprise is not comprehensive and negatively slack.\textsuperscript{[5]}

4.4 Social Organizations are Not Fully Functioning, and Residents’ Awareness of Garbage Classification Needs to be Cultivated
In addition to decentralizing part of the government's responsibility for purchasing waste classification services to enterprises, the government should also draw on the power of social organizations and civil society. But in fact, everyone ignores the superior role of social organizations in serving the masses, and it does not fully reflect, its role in advocating the strength of the whole society to promote the implementation of waste classification and widespread publicity. The government's purchase of garbage classification services can guide residents to cultivate awareness and improve the effect of garbage classification to a certain extent, but the government's purchase of services is only a link in the garbage classification work. Community garbage classification ultimately requires community residents to form a garbage classification awareness. The government contracted domestic garbage classification collection and transportation to the market operation, which led to the lack of responsibility of residents in the garbage treatment process, which is not conducive to the main role of
urban residents in garbage classification.

5. Practical Measures for the Government to Purchase Garbage Classification Services

5.1 Define the Scope of Government Purchase Services and Implement Incentive and Subsidy Policies
The government should comprehensively consider factors such as service scope and purchase mode. From a practical point of view, the scope of government purchase of services can be the entire process of garbage classification, including the promotion of garbage classification reduction services, the operation of contracted services for garbage resource facilities. In addition, establish an incentive and restraint mechanism for garbage classification for enterprises, social organizations and residents, and implement incentive and subsidy policies. Enterprises that actively participate in government public bidding to purchase waste sorting services can be given incentives for tax exemption or a certain percentage of underpayment; financial support is provided to enterprises that independently contribute to waste sorting; formulate incentive policies to encourage social organizations such as social work organizations who serve city residents.

5.2 Strengthen the Introduction of Enterprise Specialization, Improve Service Quality and Encourage Independent Innovation
The introduction of specialized enterprises by the government can effectively promote the progress of garbage classification. First, the entry of full-time waste sorting personnel of enterprises not only fills the gap of the shortage of community waste sorting service personnel, but also improves the quality of community waste sorting guidance in a more professional, scientific and detailed way of working. Second, the enterprise carried out systematic activities with high practicality and high transmission rate for the use of smart equipment and waste classification knowledge in the community. Third, the community should cooperate with the enterprise to carry out the work in an orderly manner, mobilize the mature volunteer team within the community to patrol daily, and supervise the work of the enterprise.

5.3 Strengthen Government Responsibility and Social Supervision, and Improve the Performance Evaluation Mechanism
It is necessary to set reasonable garbage management performance targets and indicators, link performance evaluation results with service costs, and establish an incentive and restraint mechanism for government purchase of services. Actively promote third-party evaluation, unblock social feedback channels, and encourage the use of new media and new technologies to carry out supervision and evaluation. The government's purchase of municipal waste sorting services is not to completely deliver the services to the market, but to participate in the whole process of waste management with the roles of planners, supervisors, supporters, incentives and waste classification reduction promoters. The government's responsibilities are more specific to ensure the government's dominance and initiative.

5.4 Mobilize the Enthusiasm of Social Organizations, so that Residents "Internalize" Garbage Classification Awareness
To do a good job of garbage classification, we must give play to the active role of social organizations in grassroots social governance and stimulate the vitality of social organizations. For example, the Volunteer Association can design volunteer services such as garbage classification and guidance content to enrich the way of garbage classification and guidance; carry out training for garbage classification specialist volunteers and urban garbage classification brainstorming, enrich volunteers' knowledge of garbage classification. The property management industry association can encourage property construction to promote science bases, popularize domestic waste classification knowledge, strengthen technological innovation, and use information technology to improve waste classification efficiency. The social work service center can provide on-site "one-to-one" guidance services to guide
residents to put in garbage. [10]. In this way, they can meet the needs of urban residents in garbage classification, establish a sense of ownership in the garbage classification work that is jointly managed by relevant stakeholders, and enhance all residents the sense of identity needs to actively promote the education of spiritual civilization, so that residents can deeply realize that they are not only the objects of garbage classification services, but more importantly, they exist as subjects and participate in garbage classification activities.

6. Conclusion
Garbage classification is a prerequisite for scientific treatment of garbage, which is related to national economy and people's livelihood and is conducive to environmental protection. The purchase of public services by the government is an important measure for the Chinese government to comprehensively deepen reforms. Promoting the purchase of garbage classification services by the government will help to create a benign situation of co-governance by the government, market and society. Overall, the Chinese government is still in the exploration stage of purchasing urban waste classification services, and many aspects such as the waste classification system, laws and regulations, and interest coordination mechanisms need to be studied in depth. Judging from the current progress of the government's purchase of waste sorting services, there are still many difficult problems in our city that need to be resolved and have not been effectively resolved for a long time. China's garbage classification history is short, and there is a lack of professionals. Many aspects are insufficient or not yet involved. Governments, enterprises, citizens and other stakeholders should work hard to solve problems and promote multi-party collaboration to jointly grasp garbage classification.

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