

Research on the innovation of public service of Yunnan Province

—based on “the Silk Road Economic Belt and the 21st-Century Maritime Silk Road” Strategy

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Abstract—In order to promote the development strategy of "the Silk Road Economic Belt and the 21-Century Maritime Silk Road" (B&R), China will sufficient exertion the comparative advantage of domestic regions, therefor the central government of China is going to enhance the cooperation and interaction between East; Central; West of China, so that can comprehensive upgrade the level of open economy of China. This article is based on the positive analysis of status of Yunnan Province, we strive to analysis of the current situation and problem of public service which can exert the location advantage of Yunnan Province, in turn to explore the recent focus of public service under B&R: improving the system of public service which is matching; equitable; balanced development; establishing the system of social security which is wide-coverage and sustainable; innovating the mechanism of supply for public service; establishing and improving the legislation and regulation of supply for public service; clearing the responsibility of public service by governments at all levels; raising the standardization level of supply for public service by government; enhancement the ability to undertake supply for public service by government; raising the synthetic performance of supply for public service by government.

Keywords—Public Service; Innovation; B&R

I. INTRODUCTION

In September and October 2013, Chinese President Xi Jin Ping had suggested that development strategic concept of "the Silk Road Economic Belt and the 21-Century Maritime Silk Road" (B&R) during his visits in Kazakhstan and Indonesia, as it is the substantial backing of cooperation between China and its peripheral countries, also the positive attempt that structure the new regional cooperation mechanisms, and also the emerging platforms of economy and diplomacy of China, still the major moves of the new round comprehensive opening up. In order to promote the development strategy of B&R, China will sufficient exertion the comparative advantage of domestic regions, therefor the central government of China is going to enhance the cooperation and interaction between East; Central; West of China, so that can comprehensive upgrade the level of open economy of China.

Yunnan Province is located in the junction of economic zone of China; South Asia and Southeast Asia, therefore Yunnan Province is the great international passage that connected China; South Asia and Southeast Asia, the unique superiority of geographic location of Yunnan Province facing the three directions of Asia (Southeast Asia; South Asia and Mideast) and near two oceans (the Pacific Ocean and Indian Ocean). Yunnan Province could exertion the advantage of geographic location, promoting the development of international transportation corridor with peripheral countries, structure a new highland of "The greater Mekong sub-regional economic cooperation" (GMS), finally become the center of China which radiate to the Southeast Asia and South Asia. As the radiation center that contain the radiation of economy; market; transportation; function of public service of society; education; science and technology and so on, also includes demand of raising "Soft Power". Above all these questions, one of the most important issues is that how the Yunnan Province innovate the public service which abutting the strategy of B&R.

The reason that we have to discuss this issue is because that, Yunnan Province is located in Southwest of China and have a 4060 kilometers frontier with Laos; Viet Nam; Myanmar; Population of minority nationality ratio above one-third in Yunnan Province, there are 26 native minority nationalities which population have more than 6000 including 15 minority nationalities exclusively by Yunnan Province; the land area of Yunnan Province is 394000 square kilometers, 94% of land area is mountainous region, only 4% of land area is valley flatland and dam side; there are 129 counties (county-level cities, municipal districts) in Yunnan Province, including 73 national priority fostering county and 7 provincial priority fostering county which is the largest number of priority fostering county (national and provincial level) in China. In 2013, the GDP of Yunnan Province is 1172.091 billion RMB which ranked the 24th in China, the per capita GDP is 25157.57 RMB which is lower than the Chinese national average. In general, Yunnan Province is an underdevelopment province which have four main situations: frontier; minority nationality; mountain area; poverty. Because of the lack of

financial resources; the poor infrastructural facilities; the fall behind of education, compare with the developed province or regions in China that Yunnan Province have a large gap in several aspects: employment; social welfare; healthcare; community building; personnel training.

II. ANALYSIS OF PRESENT SITUATION OF PUBLIC SERVICE IN YUNNAN PROVINCE

Public service is the core concept in the public administration and government reform in the 21-century. Public service is directed to society which can provide public goods and services. Public service can be classified in three parts by the different types: National public service is provided by the central government directly, such as railway; aviation; post; state highway and public facilities; Local public service is provided by the domestic local government, such as housing; regional utility; urban planning and construction; local road and public facilities, garbage disposal; fire-fighting. Trans-regional or apparent externality public service is provided by both central and local government, such as education; healthcare; social security; scientific research; environment protection; trans-regional public facilities and roads. Functional division of public service requires that central government should emphasize the policy and legislation; standard specification allocating financial resource promoting the equalization of public service; Local government should emphasize that provide the public service to the community directly.

Over the years, through a sustained effort, the essential public service system including education; public health; public cultural service; social welfare which covers urban and rural area has been preliminary formed in Yunnan Province. In terms of the quality of essential public service, Yunnan Province has already popularization of 9 year compulsory education, both the coverage rate of essential endowment insurance; unemployment insurance; urban medical insurance and the rate of contributors of new rural cooperative medical (NCMS) has reached a higher lever; People's Livelihood have derived greatly improved, meanwhile the highway; telecommunications, "Extending Radio and TV Broadcasting Coverage to Every Village Project" have been essentially achieved the goal that cover all of urban and rural area in Yunnan Province. However, through the development of B&R that providing of public goods and system of public service in Yunnan Province still have to be faced with the following challenges:

A. *Supply of public goods is unbalance in both quantity and quality*

There is a huge gap in the quality of supply of public goods which is between the urban and rural area; developed and poverty regions of frontier. Although the investment on the development of rural infrastructural facilities energetically in recent years, many infrastructural facilities of rural area in Yunnan Province have completed gradually. But most of the public service only can only supplied in the administrative level of township, because of the population who live in the administrative level of township have a strong mobility that lead to move out of township, therefore a large number of infrastructural facilities financed by the grant of government

which uninhabited and nobody could have enjoyment. For example, although the Chinese government have offered preferential policy and developed the rural infrastructural facilities abundantly during the "twelfth five-year" plan, but such like Xuanwei City in Yunnan Province that have many "hollow village" or "hollow school", which means on the one hand that rural schools only have one single class or only a few students study in the classroom, but on the other hand that urban schools have hundreds of students who have to study in one single crowd classroom. There is a new problem: "The money didn't used on the right point" for the moment, although government have already giving the enough support to rural area, but they haven't giving the enough support to urban area especially the county-level city or townlet by financial support.

B. *Rural public goods are shortage, the framework of supply is irrationality and the system of supply is imperfect*

Yunnan is a frontier and multinational province, the level of development of economy is lower generally, and the problem of poverty is very serious. There are 129 counties (county-level cities, municipal districts) in Yunnan Province, including 73 national priority fostering county and 7 provincial priority fostering county. Currently, most of the people in poverty are rural minority nationality which are gathering in the mountain area of Yunnan Province, because of the historical social conditions and the geographical circumstance that poverty alleviation needs more cost and meanwhile it means more difficult to be finished. The development level of economy is a main factor that determine the quality of supply for public service, due to the lack of the huge gap between urban and rural and the low level of economy in Yunnan Province, which is restricted the development of public service in Yunnan Province seriously. For a long time since the People's republic of China had been founded, both the dual system of public service and household register are compartmentalized between urban and rural area which administrated in China, it leads to the majority of peasantry who have damaged seriously in the rights and interests of economy; politics; civilization; society. The development policy on the urban area is inclined evidently, that not only embodied in the development of economy but also embodied in the aspects of education; healthcare; social security. In the aspect of supply to essential public service, urban public service is supplied by the government however rural public service is solved by the peasantry themselves. Therefore, the gap of public service between urban and rural area is expanded increasingly by these irrational and institutional arrangement, which made the poverty of public service in rural area still exist. The phenomenon of shortage; aging; unattended; without maintenance of infrastructural facilities in the rural area are still exist; facilities of public service including medical; education, sports are fall behind urban area generally; the guidance of the "from top to bottom" decision-making model which for practical demand in rural area have not been established; the responsibility and subject of supply for public goods in the rural grass-roots government is deficient and absent which result in the primary demand of public service of peasantry have not been acquired satisfaction.

Governments at all levels in Yunnan Province is lacked of the institutional guarantee of essential public service for long-term.

C. Human affairs and financial rights are not matched which is effect the quality of public service seriously

System of financial rights and human affairs for public service is the key factor which directly influence the ability and performance of public service by governments at all levels. Specification the division of financial rights and human affairs for public service is conducive to innovate the system of public service, and then advance the equalization of public service in Yunnan Province. However, now local government have to face with that regional development is imbalanced, also human affairs and financial rights are not matched, that lead to the imbalanced of supply for public service in the sense of reality which still restraint the development of public service in Yunnan Province, thus requiring the standard division of financial rights and human affairs for public service to solve the question. The unclear division of human affairs that influence the quality of supply for public service by government. Currently, the division of human affairs are unclear and being phenomenon in Yunnan province which is layer by layer transfer in the governments of higher levels, due to the influence on multiple factors. Meanwhile, the inconsistent division of financial rights and human affairs are inevitably influenced the quality of public service under the circumstance of no financial resources in the county-level government when transfer the human rights without corresponding financial rights at the same time. Supply of public service by the government of higher levels always request that project expenditure by the government of lower levels should be matched constantly, which often lead to be failed to achieve the goal of public service by the government of higher levels because of the government of lower levels is unable to make it matched.

D. Purchase system by government is imperfect

It is not difficult to find that carding the timeline of purchase system by government is clearly and definitely. By the end of 2013, the government of Yunnan Province had published 《Interim Measures of Yunnan Province on purchase service from social organizations in the governments above the county level》, which stipulation the purchase system by government, community affairs; social relief; old-age care; disability assistance, etc. Included in the scope. Moreover, government have specific requested that projects need to be purchased by the government which have admitted into the catalog of purchase service by government, government delegate the organizations who have the qualification to represent the purchase service by government that though the way of purchase like: public bidding; competitive negotiation; sole-source. Although the scope of purchase service from social organizations is delimited and the purchase way is confirmed, but it still has some confusions which needs to be solved. A few of staff said to author frankly: "Without the perfect system, the grass-roots government and unit have to face on the difficult problems during their practical operations, therefore we had been waiting for the more perfect system all the time". For example, the system of bidding has a few problems which related to every aspect, at

the beginning of bidding that tender amount has to be determined the low-inflation criterion, and later the assessment of bidding has to be specialized and promoted seriously. Under the circumstance of institutional voids, authorities can only grope the way by themselves gradually.

E. Electronic government system needs further development

First, the administrative policy of electronic government system in superior and subordinate is not completely matched. There is no standing administration of the provincial government that deployment united the arrangement in Yunnan Province, it leads to the governmental affairs center at all levels are not standardization enough, which cause their operation independently, such as construction of facilities; occupation of projects; quality of service and approval; examined and approved with parallel connection. Because of cadres transferring heavily in township (sub-district administrative office) which have no standing administration, therefore the operation of governmental affairs center is difficult. Public resources transactions are new task both in domestic and provincial area that the pattern and method is still been discovered and operated, and the task of public resources transactions related the bidding of engineering construction; land auctions; government procurement which is easily and high incidence of corruption, therefore the systematism of administration and supervision is extremely significant for the task. However, the responsibility of regulator; method of supervision; responsibility of investigation is still no legislation and regulation though the electronic government and public resources transactions in Yunnan Province.

Second, the development of infrastructural facilities for the governmental affairs center is lagged. Especially in the township level is heavily lagged that seriously restrict functions of further development by the infrastructural facilities. Public service is not completed in the governmental affairs center, and the authorized personnel have not been in the right place, which influence the developed of functions and actions in there. The working mechanism of electronic government needs to be improved, the coordinating mechanism of the project among the examined and approved departments needs to be perfected, the examined and approved with parallel connection have been operated unsatisfactorily, therefore the processing time of administrative examination and approval is difficult to be compressed.

Third, there are multiple factors which restrict the examined approved of project. With the rapid development of economy and society, in the catalog which put the project on record with examining and approving, the condition of requirements for each individual project and the changing data of elements that lead to difficult to learn; comprehend; grasp; execute due to the distinct documents issued in different times. Furthermore, the changing of governmental facilities and staff which lead to the inefficiency operation because of the documents and policy files that searching and comprehending incompletely; execution inaccurately; inefficiency; time consuming. Also influence the transparency of policy that lead to the proprietor of project who is incompletely and difficult to

comprehend policy clearly or preparing the data of elements for declaring unpunctuality and inaccurately. There are a few servicers in grass-roots which are low qualification and unprofessional that could not be satisfied the requirements of development for project; on the other hand, the servicers which are high qualification and professional that are far away from grass-roots area and inconvenience for proprietor of project. Also there are few professional intermediaries which are applied to the special project even haven't been established that need to be put on record with examining and approving by authorities.

F. Financial system of public service needs further improvement

The source of financial resources by local government is limited, which could not be providing sufficient financial security for public service. Since reformation of tax sharing system had been implemented in 1993, the source of financial resources by local government are divided into several parts. The first part is taxation. The source of taxation is in various places categories of taxes, under the circumstances of great economic downward pressure in domestic social background, central government increase the strength of supporting to the small and micro business which result in the reduction of the local fiscal revenue. The second part is the governmental funds. The source of governmental funds is depended on land grant fee, on the premise of that central government increase the strength of regulation and control to the real estate market which lead to falling sharply both the turnover and sales in business of real estate. The third part is financing. Mostly source of financing are loans by financial institutions, under the circumstances of policy implementation that central government prevention and control on the local government debts which cause the local government unable to financing increasingly. With the limited of financial resources by the local government, thus authorities unable to provide supply of financial resources for public service fundamentally. Furthermore, task of development is burdensome, capacity of support is weakly, funds of special project is matched difficult, financial pressure is stressed, which all the conditions are hard to improve. Task of development for social undertaking is onerous therefore social management cost is expensive. In terms of available financial resources, the essential expenditure of social security in parts of county and level (region) that still have a huge gap, which cause the investment for development of economy and society is extremely limited. "Finance in the level of ate meal" means the limited financial resources restrict the exertion of capacity for public service by government. The county-level financial resources which influenced on the factors like: the source of taxation is single, the foundation of taxation is small, which cause the available financial resources by county-level government is extremely limited. Especially in recent years, because of the external economic environment and influenced on active regulation and control by central government, downward pressure of domestic economy is in continuously increase, which cause authorities unable to last growth of fiscal revenue, also lead to the available financial resources increased slowly. However, local government have to undertake the expenditure in policies of personnel's funds for growth: the allowance and subsidy for civil servants, the reformation of performance payment for

schoolteachers and public institutions employees, subsistence allowance for former substitute teachers who have worked in non-governmental school, besides a minority part of expenditure is undertaken by the government of higher levels, the rest of part is undertaken by the local government. Recently, with slow growth of financial resources that could not maintained the expenditure by policy, the available financial resources can only guarantee the salary of staff and the normal operation of institutions, which could not arrangement more financial resources for public service by government.

III. NEW PRIORITIES OF PUBLIC SERVICE IN YUNNAN PROVINCE UNDER B&R.

For a period of time in the current and future, innovation of public service of Yunnan Province should suit its measures to local conditions and administration according to law, closely around the objective of a struggle that "On building moderately prosperous society" that is proceeding in an orderly manner. On the premise that focus on people's livelihood and improving social security, raising the service efficiency of government, building a service-oriented government which is fair; transparent; efficient, establishing and improving the system of public finance, enhancing the development of public service facilities, enhancing the development of public service in priority area, establishing the system of public service which means: coordinating urban and rural; equalization between regions; scientific efficiency

A. Improving the system of public service which is matching, equitable, balanced development

On March of 2014, the central government of China had issued the "National Plan on New Urbanization (2014-2020)" which target significantly the development of new urbanization during the complete coverage of essential public service, that reflection the development strategy which called: "People-Oriented". By the equalization of public service in each area like: transportation; communications; education; healthcare; social security; public security; environment and resource, which would certainly made the public to fully share the development outcomes by urbanization in Yunnan Province. Therefore the local government should target promoting the equalization of essential public service, which need to improve the education system of service conscientiously, promoting the development of human resources, perfection the public healthcare sharing mechanism, raising the health quality of the public, promoting the investment of scientific innovation, promoting the development of nationality cultural province, deepening the development of administrative implementation, raising the standard of public service.

B. Establishing the system of social security which is wide-coverage and sustainable

System of social security is the safety-net for healthy development in economy and society which require: coverage extensively; fundamental assurance; multiple gradations; sustainable development. During the development of "thirteenth five-year" plan in Yunnan Province, the local

government should be based on the social security; social welfare and social relief, also should be focus on the system of subsistence allowances; essential healthcare and the system of basic old-age insurance, promoting the levels of assurance in urban and rural population, meanwhile development task surround three aspects: expansion coverage; promoting the standard of assurance and remuneration; promoting standard of service, establishing the system of social society in Yunnan Province which is covered urban and rural areas and relatively perfect, make sure that the various of key indicators by social security undertaking achieve the substantive growth in the end of "thirteenth five-year" plan in Yunnan Province.

C. Innovating the mechanism of supply for public service

The 18th CPC Central Committee emphasis that enhancing and innovation the social administration, also improving the supply method of public service by the government. The new State Council have made important deployment in: transformation functions of government further; improving the public service, specific requirements that exploiting the social force further in the public service sector, also enhancing the purchase system by government. Government purchase the public service by social force, which though the exertion of market mechanism, which would be changed the supply method of public service by the government directly, thus the supply of public service could be undertaken by social force or organizations which have the qualifications with corresponding methods and procedures, also the cost of public service by social organizations is paid by the government which depend on quality and quantity. Local governments at all levels should combined the conditions of social development and economic growth with the actual demand of the public, suit the governmental measures to local conditions, promoting the task of purchase system by government from social force positively and stably, innovating and improving the supply method of public service continuously, accelerating the development of service-oriented government. in order to achieve that goal, first is structure the appropriate supply system of public service; second is division the diversification scope of supply for public service scientifically; third is exploration the diversification supply method of public service positively; four is grasping the diversification procedure and process of supply for public service scientifically.

D. Establishing and improving the legislation and regulation of supply for public service

Improving the legislation and regulation, promoting the legalization and institutionalization of supply for public service by the government. According to the 4th plenary session of 18th CPC Central Committee that deployment and requirement, which need to improve the legislation and regulation of supply for public service firmly and quickly, also need to application the method and philosophy of legislation, thus promoting the development of supply for public service regularly and healthily. First, accelerating and improving the current "The Government Procurement Law of the People's Republic of China" or introduced "The Regulations of the Government Procurement Law of the People's Republic of China", expansion the scope of purchase system by government to the social force, thus the administrative activities of purchase system by government is legally. Second,

researching and establishing; improving the regulations of purchase system by the government such as: directory and list; working instruction and demonstration of contractual document; specification and clearing the project scope、appraising standard; segregation of responsibility; purchase method; qualification of undertake subject; procedure of bidding and so on, also standardization of administrative process in aspects like: project declaration; budgeting; organizing purchase、project supervision、performance appraisal etc., providing the foundation of policy and institution that the social force could be undertaken the function of public service. Third, researching and establishing the measures of purchase system by the government, specification and clearing the procedure of supervision, formation the supervision mechanism by the third-party except the delegate subject and object of government procurement, enhancing the supervision by the public and media.

E. Clearing the responsibility of public service by governments at all levels

Establishing and improving the administrative system which is sectional and conscientious, by administrative classification; coordination and arrangement of supply for public service, making the different levels of governments that division of work are particular emphasis on their own levels. The task of central government is macroscopic enhanced the establishing and implementation of measures in: development strategy; planning; policy; standard, promoting the legislation of government procurement; enhancing the supervision of marketing activities, urging the different levels of governments that providing the corresponding public service; facing to the domestic and providing the public service which local government could not supplied for: homeland security and national defense; construction of trans-regional infrastructure; scientific research which is basic and significant. The task of provincial government is established the policy and standard of government procurement in its own provincial area, establishment the guidance catalogue; administration and utilization the corresponding funds with the scope of responsibility in its own level of government, facing to the provincial area and providing the corresponding public service; guiding and urging the authorities of jurisdiction which are under the provincial government that providing the corresponding public service efficiently, supervision the rationality of utilization by financial resource. Municipal and county-level governments implement the corresponding implication of documents by central and provincial governments, according to the principle which emphasis the adjacent convenient, facing to the jurisdiction of the public and providing the public service as best as it could, positively exploration the method and pattern of government procurement. But some of projects for the public service are joint burden by governments at all levels according to the principle which combined the corresponding financial resources and responsibility of expenditure.

F. Raising the standardization level of supply for public service by government

On the premise of improving and perfection the public service which is standardization. Which have to specification

and integration the current service project, thus formation the appraising standard and guidance catalogue of public service, comprehensively advancing the equalization of public service. The first is established the investigation mechanism of improving requirement. By extensive investigation and soliciting the requirement information of public service from the public and society, also by purchasing the result of performance evaluation from the existing facilities of public service, emphasis on the analysis and assessment of public service which the public could not be satisfied with it. On this basis, suggesting the targeted purchasing of public service catalogue. The second is established and improved the filtering mechanism of complete content. Preliminary selecting the project of public service which have features: huge demand by the public; identification of performance evaluation easily; government administration easily; competition in the consumers. Researching and establishing the standard of service, also under the circumstances of undertaking qualification for subject, selecting the purchase catalogue by the public; specialist; social organization, representative of government departments, afterwards announcing to the public and society. The third is establishing and improving the bidding mechanism. Specification the authority by government departments, withdrawing the authority by government departments from the part of bidding. Expansion the scope of specialist groups, anonymous processing the bidding document by social force, implement the supervision though the entire proceeding of bidding by which: the public; department of audit; department of discipline inspection and supervision, also announcing the result of bidding to the public and society timely, enhancing the procedure of bidding which have more: publicity; transparency; credibility

G. Enhancement the ability to undertake supply for public service by government

Enhancement the ability to undertake supply for public service by government though development of social organizations. The strength of social organizations is insufficient which extremely restrict the implementing of purchase system by government. In order to accelerating advance and development of social organizations and community organizations for charity; service; justice, also promoting the public service to become marketization; socialization; diversification.

First is accelerating reformation of administration system for social organizations. Reducing the access threshold of social organizations and simplification the procedures of registrations, changing the responsibility of competent authorities for social organizations and community organizations from business executives into business guidance which cataloged in economy; industry and commerce; charity; justice; social welfare, registration directly by the department of civil affairs except that the legislation and regulation have been ruled.

Second is vigorously development the various forms of social organizations. For the social organizations which supply service for the vulnerable groups and social commonweal, the competent authorities must giving the necessary assistance in

finance; taxation; administration; venue, which still have to be guaranteed the definite independence and nongovernmental of such organizations. The area with suitable conditions could be established special fund or seed capital or governmental bonus for developing of social organizations.

Third is vigorously administrative specification of social organizations. According to the 4th plenary session of 18th CPC Central Committee that requirements comprehensively advance the rule of law, the competent authorities would be guided the transaction of social organizations, also the functional areas of standardization and supervision are endowed with legislation and regulation. Therefore, establishing the integrity database of employment personnel from social organizations, supervision the social organizations and their personnel that development activities under legislation and regulation. Raising the service ability of social organizations and creditability with autonomy, improving the withdrawal mechanism of social organizations and the punishment mechanism for breach of trust.

Four is vigorously personnel training of social work. Talent development of social organizations into medium and long-term development for talent. Reforming the pattern and content of teaching in colleges and universities, bring in the experienced and professional social workers that enrichment the team of teachers. Enhancing the academic exchange of social work with Hong Kong; Macao and Taiwan regions; also the overseas non-governmental organizations (NGO), actively introducing professionals of social work.

H. Raising the synthetic performance of supply for public service by government

It is necessary to establish the system of performance evaluation and perfection process of supervision, which ensuring the efficiency of supply for public service. First is enhancing the supervision and control during procedure. The dynamic administrative measures are formulated in every single detail like: application, bidding, implementation, closing, assessment, feedback, which needs to clear supervision of the corresponding departments, thus formation the real-time dynamic system of supervision though the whole procedure of contract including: admittance; execution; detaching. Emphasis on the examining and approving carefully beforehand, attention on the process tracing concurrently, focus on the assessment and summary after the operation of project. Second is enhancing the assessment and quality management. Scientific design the evaluation index system including: qualification of supplier; both quantity and quality of service; effectiveness of service. Actively introducing evaluation system by the third-party which assessment the purchase system by government in every aspect including: investment; operation; performance; quality, and released to the public timely. Establishing the mechanism of constraint and encouragement which based on the evaluate results, for terrible evaluate results of social organizations which is required rectification within the deadline, even revoking the qualification of undertaking for public service if social organizations have rectified frustrating. Third is enhancing the precaution and evasion of risks. Establishing the mechanism of compensation and accountability when social

organizations have defaulted and insufficient performance that cause a loss to the society, authorities would be pursuing the liability for breach and damage. Still have to be pursuing the supervisory responsibilities by the authorities when the public interest has caused significant damage. Improving the emergency plan that appropriate solutions could remedied in time when the social organizations have nonperformance action or unable to perform.

IV. CONCLUSION

Since The 18th CPC Central Committee, the CPC Central Committee and the State Council specific suggested that in order to comprehensive executing the function by the government accurately, the authorities have to pay more attention to the public service and social administration, also transformation the core function by the government, deepening the reform of administration mechanism, promoting the development of service by the government vigorously, providing the outstanding public service to the public and society. Provincial government as a significant component of state structure, undertaking the function of providing the public service directly. In order to adapt the increasing demand of public service by the public, provincial government have to transfer the function of providing public service from

the traditional monopoly by the authorities into the modern mechanism gradually which achieve goals in: diversification of supply by subject; flexible and speedy method of supply; the mechanism of supply is completely and effectively, therefor achieving the goal which need to promote the transformation of functions by the governments vigorously. Thus, by the transformation of functions from the governments to achieve the innovation goal of public service which have been choosing by the history and epoch, time will not wait for us and the action is imperative!

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