

Study on the Transformation of Local Government Functions in the Process of Regional Integration

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Abstract. The implementation of the strategy of re-industrialization in developed countries and the profound transformation of the major social contradictions in the new era put higher demands on the performance of local government in our country. Guided by the idea of building a service-oriented government and a government under the rule of law in the country, all local governments must make use of the general situation of the region and have functions and functions to change the content and fulfillment methods. The strategy of "Greater Xi'an" as the main strategy for the future development of Shanxi Province is an important environment for studying the transformation of the functions of the local government. This study will analyze the necessity of the transformation of government functions in the "Greater Xi'an" strategy. And then sort out and analyze the performance of the past government functions and its real fit, and finally put forward corresponding suggestions.

The Significance of the Transformation of the Functions of Local Governments in the Context of "Greater Xi'an" in the New Era

The basic meaning of "Greater Xi'an" strategy. In recent years, the term "Greater Xi'an" has appeared many times in the relevant planning and development documents in Shanxi Province. With the decision of Xixian New District officially handed over to Xi'an this year and the promulgation of a series of documents on "Several Policies and Measures for Furthering the Integration of Western and Sinkiang", "Greater Xi'an" has truly become the main strategy for economic and social development in Shanxi Province in the new era.

As a succession and development of the once regional economic integration strategy, the concept of Great Xi'an was put forward as early as in 2010 at the "International Forum for Strategic Research on the Development of Space Security in Master Planning in Greater Xi'an". After seven years, its connotation and extension are increasingly rich. It aims to lead the opening up with Xi'an as the core, speed up the construction of a national central city and create an open city. As far as the current planning is concerned, "Greater Xi'an" encompasses the east to Weinan and the west to Yangling. Including Thirteen cities under the jurisdiction of Xi'an, three districts and one city and five counties in Xianyang City, and Linwei District, Fuping County in Weinan City, a total of 24 districts and counties, an area of about 17600 square kilometers. As far as the essence of its development mode is concerned, "Greater Xi'an" is the same concrete manifestation of regional integration in development as the previous strategic planning such as "integration of West and North China Sea" and "Guanzhong Tianshui Economic Zone".

The Significance of the Transformation of Local Government Functions under the Background of Regional Integration. From the perspective of the evolution of regional development policies in Shanxi Province, it clearly shows the trend of development from regional economic integration to regional integration. Therefore, making a correct understanding of the theoretical and practical significance of the strategy of "Greater Xi'an" is an important prerequisite for prompting Shanxi to truly achieve substantive development and progress in the new phase of national transformation and reform.

First of all, since the founding of New China, especially the Six Plenary Session of the Eleventh Central Committee of the Communist Party of China in 1981, it has been clearly pointed out that the major contradictions for a long time in the initial stage of our socialism was the contradiction between the growing material and cultural needs of the people and the backward productivity.

This decided that at that time, the fundamental task of the state and the government was only to concentrate on the development of social productively [1]. In response, the state has put forward the strategic goal of allowing some people and areas to get rich first. And drive poverty-stricken areas through the first developed areas. The political system of our country determines that local governments, as implementing agencies of the macroeconomic strategies of the Central Government, must have the ability to accurately interpret and combine macroeconomic strategies with specific conditions in various regions to make them implementable.

With the entering of a new era of socialism with Chinese characteristics, the major social contradictions in our country have been transformed into the contradictions between the ever-growing need for a better life and unbalanced development[2]. Therefore, on the basis of continuing to promote development, we should solve the problem of insufficient development imbalance, promote the all-round development of mankind and make all-round social progress.

Second, the current competition units in the world have evolved from single cities to urban agglomerations. Regional integration has become an important trend of forming and developing urban agglomerations. Since the middle of the 20th century, regional integration has aroused widespread interest of scholars from various countries and has produced quite a wealth of practical and theoretical achievements. its connotation has covered several dimensions such as economy, politics, culture and environment[3]. For the relationship between the various dimensions, economic integration not only has a leading and decisive significance, but also can promote the integration of other dimensions. Therefore, regional economic integration is often regarded as a priority for rapid regional development. However, on the basis of rapid economic development, it is also able to promote high-level regional integration in other dimensions at the same time as a sustained force for promoting regional development. In addition, the integrated development process of the site has been more than ten years, but it still lags far behind the policy expectation. And along with the implementation of the national "One Belt and One Road" strategy, the acceleration of the construction of innovative provinces and free trade pilot zones, the development of many areas in Shanxi Province has been incorporated into the national strategy with a number of favorable policies. Its development is no longer related only to the province, but also to the balanced development of nations and even international exchanges.

As the focus of future work in Shanxi Province, the strategy of "Greater Xi'an" not only draws lessons from the successful experiences both at home and abroad but also an inevitable choice to continuously develop itself, enhance its competitiveness in the region, balance the level of development among the countries in the region, and compete in the international market.

Regional Integration Development in Xi'an

The development of economic integration in the region. In order to undertake the remaining economic development capability of the eastern coastal areas so as to enhance the level of development in the western region and finally achieve the objective of overall balanced development in the country,

the early 20th century put forward the strategy of "developing the west region" and set up relevant departments. Against this background, Shanxi Province put forward the concept of "integration of Xi'an Xianyang" for the first time in order to significantly enhance the competitiveness of the region through the superimposition of urban functions.²With the signing of the Xi'an Xianyang Economic Integration Agreement in 2002, economic integration has officially begun. When the development of the western regions is also facing more pressing demands at a higher level, more extensive cooperation in the administrative regions such as the Guanzhong-Tianshui Economic Zone, the Chengdu-Chongqing Economic Zone and the Guangxi Beibu Gulf Economic Zone has emerged. In order to implement a more proactive and open strategy and raise the overall level of an open economy, the government released in 2015 the Vision and Action for Promoting the Building of the Silk Road Economic Belt and the 21st Century Maritime Silk Road. As a starting point of the ancient Silk Road, Shanxi was also given the important significance in the new era by giving play to the comprehensive economic culture of Shanxi and Gansu and the humanistic advantages of Ningxia and Qinghai so as to create a new highland for the reform and opening up of Xi'an. In response, Shaanxi Province timely updated the connotation of "Greater Xi'an" and promulgated the "Implementation Plan of the New Heights for Inland Province's Reform and Opening Up during the Thirteenth Five-Year Plan" in Shanxi Province, "Several Policies and Measures for Furthering the Integration of Western and Sinkiang Areas" and other documents to actively promote the implementation of the strategy.

In short, after nearly 20 years of development, the place has been gradually transformed from the initial regional economic integration to regional integration and eventually become the current "Greater Xi'an."

The status of integrated development in the region. As a typical single-center urban agglomeration in China, Xi'an has been in the process of establishing and implementing regional integration for nearly two decades. It involves the western development strategy at the national level, the Xi'an Xianyang integration strategy in the province, the economy District strategy and the newly emphasized strategy of Xi'an.

On the one hand, the above regional (economic) integration strategy has indeed made the region notable progress and achievements in economy, society, culture and ecology[4].On the one hand, the above regional (economic) integration strategy has indeed made the region notable progress and achievements in economy, society, culture and ecology.Including the steady economic growth, the GDP of the economic zone and the GDP per capital have both risen significantly, and the rate of economic growth has been accelerating (as shown in the following table);The improvement of infrastructure facilities, the improvement of comprehensive transport facilities in the region, the continuous enhancement of the infrastructure support capabilities in power, communications and municipal services, the further optimization and adjustment of industrial structure, the rapid development of modern agriculture, industry and the tertiary industry,Progress has also been made in the area of social undertakings, basic public services have been improving year by year, and education, health, cultural undertakings have been making continuous progress and the social security system has been gradually improved.

Table 1 "Xi'an" Regional Development Overview (2002-2015)

index Years	The total population [million]	Gross domestic product [100 million yuan]	Cultural production added value[100 million yuan]	Highway mileage [km]	Financial revenue [100 million yuan]	Total exports [million dollars]
2002	1247.71	1144.42	/	12522	63.10	130608
2015	1437.91	8065.05	552.31	48101	707.96	844.95 million [yuan]
Shanxi Province	3793	18021.86	711.93	170069	2059.95	918.51 million [yuan]
The proportion	37.91	44.75	77.58	28.28	34.37	91.99

Note: According to Shanxi Regional Yearbook (2016) finishing

However, on the other hand, there are still many problems to be addressed. In terms of economic structure, all the delegations in Xixian New District and Xi'an's development zones have a certain degree of industrial repetition and homogeneous competition. In terms of intergovernmental cooperation, both the establishment of an interpretation joint conference in the earlier part and the recent hosting of Xi'an Measures such as the Xian New District have not yet effectively solved the fragmentation and complication of intergovernmental relations. In addition, there is still a weak foundation for an open-economy economy; the efficiency of factor allocation is not high; the environmental problems are prominent; the constraints on resources and the environment are aggravated. The existence of the above problems obviously makes the effect of the policy far away from the real regional cooperation[5]. Compared with the development of well-known urban agglomerations of the developed countries in the world or the three major economic circles in China, or the Chengdu and Wuhan cities with single-core urban agglomerations, the time span and development achievements of integration are still quite different.

The past regional (economy) integration and orderly obstacles to progress

As a scientific and effective method of urban development, regional integration originated and developed rapidly in the economic interaction and urban practice of the western developed capitalist countries. For a long time, regional integration manifested itself as regional economy. In the process of making reference to the scientific development of cities in our country and localization in a timely manner, domestic scholars have also made outstanding contributions to the development and enrichment of their theories. On the one hand, the development of a market economy in the region is gradually maturing. Emphasis is placed on the free movement of elements in the region in order to achieve more efficient industrial restructuring and transfer[6]. Objectively requiring more efficient allocation of resources in a larger scope is an effective market. On the other hand, the relevant government entities in the region, based on their successful experiences in developed regions both at home and abroad, take the initiative to make forward-looking strategic arrangements for the future development of the region and regard them as promising governments.

In summary, the key to promoting the substantive development of regional integration lies in effective markets and promising government. In both cases, having a top priority for the government is based on the profound historical background of our country and the special stage of development in which we are now. Therefore, proceeding from the perspective of the main body of the government, complying with changes in the situation so as to fulfill its functions as a government is a necessary precondition for achieving substantive results in regional integration.

In terms of the region, although the status of the regional development strategy has been on the rise for many years and policy support has been constantly strengthened, it has been difficult to form a cluster of strong urban agglomerations and produce a good radiation and driving force. The reason, mainly in the following points:

The lack of solid foundation for the formulation and implementation of the past regional economic integration strategy. By combing the previous development policies in this area, we can see that the driving force for its integration is mainly from the administrative forces. On the one hand, the market environment required for genetic integrated development is immature. Due to objective conditions, the western region lags behind Beijing, Tianjin, the Yangtze River Delta and the Pearl River Delta in areas such as economy, education, environment and public service. Therefore, when the above-mentioned major regions have initially acquired the necessary market conditions and thus enjoyed rapid development through regional integration strategies, the western regions failed to achieve the same result[7]. Second, there is not enough motivation for regional integration and the relevant policies are hard to come by. In the past two decades, the country has promulgated a large number of policies, documents and agreements and expects to promote the process of regional integration endogenously through the policy mechanism. However, the rapid economic development over the past few decades in the province mainly depends on the energy economy in northern Shanxi and manufacturing in Guanzhong. With the help of regional integration to enhance the regional economic strength and level of development, there is a lack of strong realistic needs behind it.

Uneven development in the region has led to a lack of enthusiasm in intergovernmental cooperation. No matter whether the driving force for regional development comes from the market or the government, it is essential that the relevant government entities gain consensus and practical support for their importance. However, in practice, the relevant government entities in many regions can reduce integration into a form by setting administrative barriers. In this use of growth pole theory a little explanation. The theory was first proposed by the French economist Perrou in the late 1950s, and later by Vaudeville, Friedman and other scholars continue to enrich and develop.

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As a provincial capital city, Xi'an is obviously superior to the rest of the region in many aspects, such as historical status, cultural resources, policy support, infrastructure construction and economic development. As a result, during the initial stage of integration, most of the advantageous resources in the region were absorbed by the central city of Xi'an instead of giving rise to the positive proliferation and radiation effects on the surrounding areas. And often make the development level in other regions even lower than before the beginning of integration. The enthusiasm of the governments in relatively

backward regions to participate in the integration has been hit hard, thus showing a clear trend of competition greater than that of cooperation.

The Impediment Effect of Administrative Negative Achievements on Regional Integration.

The effectiveness of regional integration promoted by the administrative mechanism is affected not only by the above-mentioned interests of administrative division and local interests, but also by the administrative achievements of internal administrative staff in deeper related government bodies. In the analysis of the behavior of government agencies staff, scholars often follow the "economic man" assumption. For government administrators, although the purpose of the organization requires them to provide society with better and more public goods and public resources in an objective and fair manner, they are still essentially "economically viable businesses that are self-interested and self-serving People", that is, keen on political promotion. Based on this, when economic development (such as GDP, taxation, etc.) as an important indicator of social development and progress and thus become an important part of the political promotion of officials, in the administrative regions that are relatively backward in regional integration, It is no longer difficult for administrative officials with a zero-sum game idea to deal with regional integration negatively. Scholar Zhou Li'an set up a model. The analysis shows that the root of the difficulties in the cooperation between local government officials lies not in the fiscal incentives of local officials and the economic competitive nature of local officials, but in the nature of the game of political promotion embedded in economic competition. In other words, if the behavior of local officials spill over into the neighboring areas, the participants will only care about their relative position with their competitors[9].

Xi'an, the administrative officials facing the promotion of political promotion game has mainly existed between Xi'an and Xianyang, and now added Xixin New District. At the same time, due to its relatively central and dominant position in the region, "polarization effect" will inevitably lead to more obvious economic growth and development in Xi'an over other regions for a long time. Correspondingly, government officials in this region Have more achievements in support of their promotion. Therefore, government officials in Xi'an will be more motivated to promote regional integration while officials in other regions will be relatively less motivated. To solve this problem, of course, optimism can adopt a more flexible approach of market cooperation or try to become more substantive and more politicized. In the final analysis, however, the cooperation between subjects will still be mainly subject to "political incentives". .

Some Suggestions on Practicing "Great Xi'an" Strategy in New Period

In the current "13th Five-Year Plan" or even a longer period, taking "Greater Xi'an" as the major framework for leading the deep integration into the "Belt and Road" of the country and promoting the all-round development through reform and innovation, Shaanxi will build a strong resource allocation and institutional mechanism, A new highland for landlocked reform and opening up with high service efficiency can make a difference despite its long way to go.

seize the opportunity of the times, speed up the role of the government based on market decisive role Can turn. The proposal and active implementation of the strategy of "Greater Xi'an" at this stage are the appropriate decisions made by the provincial government based on the changing conditions of the times and the environment. On the one hand, after years of reform and opening up, the province has witnessed rapid development in Xi'an, especially in Xi'an. From 1978 to 2015, the GDP of Xi'an jumped from 2.535 billion yuan to 580.12 billion yuan[10]. The proportions of the three major industries continued to adjust, with the proportion of the primary and secondary industries declining and that of the tertiary industry constantly rising (especially as the supply-side structural reform continued to advance and the added value of the strategic emerging industries accounted for a steady part of the GDP As of the end of 2015, the resident population in Xi'an reached 8.69 million and has become a mendacity. In terms of transport network, aviation, railways and road construction have

already radiated over two-thirds of the cities in the country, covering an area of about 8 In respect of cultivation of science and technology, the city has more than 60 institutions of higher education with more than 3,600 research institutes and more than 400,000 R & D personnel. The comprehensive scientific and educational strength and technological innovation rank the top in the country. To sum up, the region has made considerable achievements in terms of city size, population size, transportation network, culture cultivation, industrial structure, legal system construction and infrastructure construction[11]. It is well-equipped to have the necessary market base and environment for promoting regional integration efficiently. On the other hand, the downward trend of energy prices in 2012 and the irreproachable energy and mineral resources make it difficult for Shanxi Province, which has mainly relied on the energy industry to support the rapid economic growth in the entire province, to become the permanent driving force for local development and find new The impetus of economic growth and scientific development mode is imminent. Since then, the regional integration as a method of regional scientific development has real momentum and no longer lacks foundations.

In the future, it is necessary to speed up the transformation of government functions and give full play to the decisive role of the market mechanism. Specifically, it includes restricting the power and behavioral boundaries of relevant government entities, and giving more play to its role in establishing a unified and coordinated effective competition mechanism in the region and promoting fair and open competition in the region. To fully mobilize the vitality of the main market, through the enterprise to stimulate the integration of endogenous effects. To provide conditions for the effective allocation of resources through the market mechanism, truly realize and promote the development of regional integration.

Optimize the industrial layout and promote the coordinated development of the region. There are differences in the basic conditions for integration and participation in various regions, and the gaps in the process of regional integration due to industrial duplication and structural convergence have caused significant levels of differences among relevant regions in the region, and have produced factors in the region for a longer period of time. The important reason why resources continue to flow to the central cities quickly[12]. The replication of experience in successful regions often results in redundant construction, and the lack of markets automatically eliminates excess capacity and redundant market settlement mechanisms, ultimately resulting in forced destruction of productivity. Industrial layout and optimization are critical to the promotion of regional integration at this level. The government's functions should also shift from the emphasis on industrial policies to the emphasis on industrial planning and competition policies, so that production factors and resources can flow freely and efficiently to multiple industries and regions under the influence of market mechanisms and administrative mechanisms.

Since the founding of New China, Xi'an has compiled a total of four city master plans. At present, it has formed a good development pattern led by national development zones, supported by five leading industries such as high-tech industries, and driven by eight national-level service industry gathering areas. In the future, we should also actively cultivate new core competitiveness based on the maintenance of traditional advantageous industries, and transform factor-driven development into innovation-driven development. On the one hand, rational planning of Xixian New District, Xi'an Hi-tech Zone, Xi'an Economic Development Zone, and International Port Area functions to form integrated advantages and actively undertake the transfer of international high-end industries. Combined with the current "One Belt and One Road" strategy to undertake the deep-going transfer of national industrial strategy, we will use the "free trade trial zone" and other policy forces to build a national new industry demonstration base[13]. On the other hand, with the support of industry, through the inter-regional infrastructure interconnection, industrial division of labor and other cooperation to enhance the use of Baoji, Longnan to open up the radiation, and promote the coordinated development of the Guanzhong region and then the provinces. In addition, it is necessary to intensify the deep

exchange activities with the advanced regions in China such as Beijing-Tianjin-Hebei Economic Zone and expand the areas and levels of cooperation

enhance the government officials view of performance, optimize the promotion channel. First of all, internal government officials are promoted in their performance. On the one hand, officials' view of government performance is essentially an important part of the personal value system[14]. For individual officials, the "economic man" assumes internal consistency across all aspects of his life and work. However, as far as socialist China's government workers are concerned, it is clear that public and private interests are clearly defined, that they always serve the most fundamental interests of the overwhelming majority of the people, and that they must treat their work rationally and rigorously.

Therefore, we should combine the ideological education of the party and the government and other appropriate ways to effectively improve the internal morality of the relevant government officials. Xu Xianxiang and other scholars to the Yangtze River Delta and the Bohai Rim region as the research object, panel data and other empirical analysis concluded that local government officials choose to integrate regional practice can indeed get a higher chance of promotion. Therefore, even if government officials have not been able to achieve a marked improvement in their self-contained performance concept, they should also actively support local initiatives in participating in regional integration in order to be promoted. Second, the external optimization of government officials evaluation evaluation system, optimize the promotion channel. The inherent consistency of human nature assumptions also means that it is difficult to demand that officials separate the pursuit of a consistent interest in work and life. Since the sound development of core cities is the result of joint efforts by all parts of the region, local officials who have made outstanding contributions to the integrated development of the region should also be treated in the same manner. In this regard, first, the assessment indicators should be improved. Try to cover economic, social, ecological and other aspects[15]. Both GDP growth rate, the number of investment, the development of new areas and other aspects, but also environmental protection and governance, social safety and stability, livelihood security and improvement and so on.

For the Xi'an metropolitan area, attention should be paid to the management of ecological environment, improvement of the quality of education, employment issues and traffic problems. Second, we must extend the assessment period so as to prevent officials from simply pursuing political achievements during their tenure of office and not care about the local future development. It can be combined with the responsibility system of government officials that is currently vigorously promoted and implemented. Third, to further promote the norms and fairness of assessment procedures. So that the performance appraisal and job promotion truly close connection, try to avoid the unfairness of the assessment process, so that truly capable and make contributions to officials were promoted. Based on the improvement and optimization of the above examination system, officials should be promoted.

To sum up, to seize the good opportunities given by the era, with the transformation of government functions and fulfillment as the breakthrough point, speeding up the integration of resources within the region and innovating urban management and development can we truly lead the regional economic development in Shaanxi Province and the overall improvement of the national development level.

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