Abstract—Rural vitalization strategy is a kind of development strategy put forward against the background of modernization, marketization and globalization and the reality of rural development lag. In recent years, the No.1 document of the central government has continuously emphasized that rural public welfare projects can adopt the way of purchasing services, so as to improve the purchasing efficiency and meet the increasing demand of farmers for public services. Based on the existing studies at home and abroad, this paper finds out the problems and causes of the four stakeholders (the government, the undertaker, the rural residents and the evaluation supervisor) in the government’s purchase of rural public services, and puts forward the corresponding measures to solve problems.

Keywords—rural vitalization strategy; government purchases; rural public services

I. INTRODUCTION

The report of the 19th CPC national congress clearly states: "by 2020, the gap between urban and rural areas and between regions and the living standards of residents will be reduced significantly, and basic public services will be equalized." Rural vitalization strategy is a historical task of great significance in the process of China's modernization. It is also a complex and systematic project, which includes the common development of rural economy, politics, culture, society and ecology. With the transformation of the main contradiction in China, the better life of rural residents is closely related to the equalization of urban and rural development.

At present, China’s social and economic development has entered a new stage of development in which industry feeds agriculture, cities support the countryside, industry promotes agriculture, and cities lead the countryside. From 2006 to 2018, the central government successively and intensively issued 15 No.1 agriculture-related documents, providing a good policy guarantee for continuously promoting the construction of new socialist countryside in China. The earliest exploration of government purchase of public services in China appeared in Shanghai in 1995 in the form of pilot program, mainly involving pension. Subsequently, pilot projects were launched in other places, which gradually expanded the content and scope of public services purchased by the government to medical, health, education and community services.

Since the late 1970s, there has been a wave of reform of government purchase of public services abroad, led by the United Kingdom and the United States. Both at the practical level and the theoretical level have achieved more fruitful research results. Robert proposed that the citizen as the center of the governance structure, and attached great importance to the role of government is to serve rather than navigation. They advocated the spirit of public service and called for the improvement of the dignity and value of public service, attached importance to civil society, and valued the good cooperation and dialogue between the government, communities and citizens. In the 1990s, the new theory of “government economics” believed that the function of the government was to provide public goods for the public, which could be realized by purchase, thus getting rid of the dilemma of high cost and low efficiency of direct production by the government. “The government, as a purchaser, can depend on the law of the market and choose 'public goods' with low price and good quality to provide to the society; as the government withdraws from the direct production of 'public goods', it has prompted many NGOs to produce 'public goods', thus forming a good competitive situation, and the benign mechanism of competition can promote the production of 'public goods' institutions to reduce costs.” On the whole, foreign academic circles have studied the purchase of rural public services by the government earlier and in a wide range. At the same time, systematic studies have been carried out on the purchase of rural public services by the government, including theoretical research, risk research, dilemma research, summary of experience, prevention, avoidance and other aspects.

In China, the research on government purchasing rural public services started late, and there are few relevant
literature studies. Scholars Hu Bao and Zhang Xiaoshan put forward that, in the case of limited national financial resources, the supply of rural public goods must be carried out in stages and classifications, and the principles of fairness and efficiency should be taken into consideration as a whole. Cui Guansheng clearly presented that our government has increased investment in rural infrastructure and public services, but there are also many practical difficulties in the process of exploration, for example, the government’s purchase of rural public services is not strong enough due to cognitive bias, the corresponding laws and regulations is not perfect, the rural public service decision-making, supervision and evaluation mechanism is not sound, social organization development lagging behind in competitiveness, the purchase of the rural public service has not been accepted by the broad masses of farmers to accept. Hence, it is urgent to optimize the development path of the government to purchase rural public services.

To sum up, although many scholars have presented many opinions and suggestions, most of them focus on the government's purchase of urban public services. The research content is similar, and it does not highlight the uniqueness of the rural areas. Therefore, the opinions and suggestions put forward are not targeted and cannot solve the dilemma arising from the government's purchase of rural public services very well.

II. DILEMMA

In the context of the rural vitalization strategy, the government's purchase of rural public services has achieved fruitful results. However, due to a series of potential uncontrollable factors, the government still faces various dilemmas in the purchase of rural public services, which are manifested in four aspects: the government's dilemma, the social dilemma, the participation dilemma and the technical dilemma.

A. The Government's Dilemma

1) Insufficient government capacity: In recent years, the government's "unloading of burdens" has occurred frequently, especially in the public service sector, which is prone to public dissatisfaction and social conflicts. In the process of purchasing rural public services, the government will make choices according to its own preferences due to unclear purchase objectives and random expansion of purchase scope. Thus it fails to meet the needs of rural residents and easily causing dissatisfaction.

First, the government's purchase of rural public services from social organizations is short of practice time and relevant experience. In the process of government procurement of rural public service plan, selection, implementation, and evaluation, due to lack of sufficient professional capabilities, the purchase results are contrary to expectations. Second, the government's purchase of rural public services is often affected by the idea of "lightweight". Usually, only the low-cost and large numbers of undertakers are selected among the multiple choices provided by social organizations, and they neither have the professional ability to perform accurate cost accounting, nor have the ability to plan in the long run. The government cannot meet the needs of rural residents for public services due to its inadequate capacity, which eventually brings serious social consequences. Finally, China's government purchases rural public services are mainly through open bidding, invitation to bid, competitive negotiation, single-source procurement, inquiry and other means. In recent years, although the technology of purchasing public services by the Chinese government has improved with the development of science and technology, the traditional purchasing technology still occupies a large proportion. In many cases, the government will adopt the conventional method of assigning public services to a fixed recipient or selecting a subject according to self-preference. The comparison and screening are not carried out seriously. The lack of purchasing technology makes the government purchase process flow in form. As a result, the public services that rural residents need cannot be truly provided, and this will cause a series of problems.

2) Rent-seeking by power is widespread: Government power rent-seeking means that the government transfers the supply of some public services to the market participants and uses its public power to seek private interests. The potential problem runs through the government's purchase of rural public services, which seriously affects the interests of rural residents.

The power rent-seeking behavior of government purchasing rural public service can be divided into active rent-seeking and passive rent-seeking. In the selection process of purchasing rural public services, the government has more information, and the undertaker can only know what the government wants him to know. In the case of such severe information asymmetry, some administrative personnel in the government will take the important information in their hands as the bargaining chip, and take the initiative to ask for interests from the undertaker participating in the bidding, so as to seek private interests and form the secret behavior of financial right transaction. In addition, in order to obtain the undertaking right, the undertaker tries every means to actively bribe the person in charge of purchasing from the government. Some government officials, faced with the temptation of money, lose their firm stand and passively use their own rights to seek benefits for the undertaker and themselves.

3) Lack of government credibility: Government credibility is the trust that the government relies on members of society for their universal norms of conduct and broad recognition. Providing public services to rural residents is one of the government's responsibilities. The credibility of the government is reflected in all the actions of the government to perform its duties. To some extent, it can serve as a public evaluation of the government's performance of duties.

When the government purchases rural public services, every link needs to be strictly guarded. And a precise measurement standard needs to be set. After all the standards have been met, the undertaker can be allowed to provide public services for rural residents. If there is a loophole in
one link, the public services provided cannot meet the diversified needs of rural residents. Besides, the undertaker of public service always represents the government image in the supply process. Any behavior that goes against serving the people will damage the image of the undertaker, thus damaging the image of the government and causing rural residents to lose confidence in the government. There are many problems, such as the lack of government capacity and the right of government officials to seek rent. And these problems aggravate the failure of the credibility of the government and seriously hamper the implementation of the government's purchase of rural public services.

4) Loss of government revenue: In the aspect of economy, the government purchases the rural public service is mainly faced with the financial loss of the government. That is to say, in the process of purchasing rural public services, the government has problems of misappropriating funds and using funds with low efficiency.

On the one hand, the government's funds for purchasing rural public services mainly come from special funds, budget funds and extra-budgetary funds of local finance. "The government is not an organization naturally pursuing the public interest, but there is the government interest". When the government purchases rural public services, it may use the name of serving the society to transfer funds, or make other investments. In the process of government purchasing rural public services, there is an opaque phenomenon of the use of funds, especially when it comes to the use of funds for specific projects. Rural residents cannot clearly understand the flow of funds, which virtually facilitates government officials to misappropriate public service funds.

On the other hand, the government provides public services to rural residents based on what it knows, but fails to make an in-depth investigation of what public services are needed in rural areas. The information asymmetry between the two fails to provide public services required by rural residents, which reduces the efficiency of the use of government public service funds and may increase the cost of provision. For example, in the remote areas of Liangshan prefecture in western Sichuan province, the basic public services such as water, electricity and gas required by rural residents have not been guaranteed. However, in order to implement the instructions of the higher authorities, the government has sent "literature and art to the countryside" and other activities to the countryside under the idea of building a great prosperity of socialist culture.

B. The Social Dilemma

1) Market monopoly: Before advocating the introduction of market mechanisms, the government is the sole supplier of rural public services. Without the competition of other supply entities, the supply of rural public services is likely to form a government monopoly. Once the supply of rural public services is matched with the market mechanism, a new monopoly emerges, namely private monopoly, also known as market monopoly.

Compared with the city, the government's purchase of rural public services started late, the rural public service market is not perfect, and the undertaker is not perfect. In the supply market, the undertakers of rural public services are uneven, and there are a large number of unqualified recipients. It is difficult for the government to choose through the market mechanism, so it can only choose the most qualified recipients, or even long-term directional entrusted purchase. Under this situation, the market competition mechanism is ineffective, and the over-reliance on a single supplier makes the right of undertaking public services be fixed in a few social organizations for a long time, thus generating private monopoly. Besides, due to the limited ability to undertake rural public services, to some extent, it is needed to rely on the power of the government to form a mutually dependent interest relationship with the government, which is easy to cause administrative monopoly.

2) Insufficient capacity of social organization: Compared with Western countries, the government's purchase of public services started late, with less relevant experience, the political environment is not loose enough, and lack of relevant talents and funds. Thus the development of relevant social organizations is immature. From 2000 to 2017, the number of social organizations in China grew rapidly, from 153,322 to 803,000. However, the number of social organizations in the United States is over 3 million. In comparison, the number of social organizations in China is far lower than that in developed countries. There are even fewer social organizations with sufficient talents and strong economic strength to undertake public services.

The supply of rural public services is difficult and the cost recovery cycle is long. The number of social organizations willing to undertake public services in rural areas is small, and they are generally small in scale and weak in capacity. In order to ensure the normal supply of public services in rural areas, the government often lowers the threshold of entry and purchase standards, and introduces undertakers with poor professional ability. First of all, social organizations lack relevant functional training, professional level is not high, and due to their unofficial nature, rural residents are skeptical of them. Then, the degree of development of social organizations is low, and the funding problem is still the most important factor restricting the development of social organizations. The supply of rural public services is difficult, and the problem of low efficiency of capital utilization is easy to occur, thus failing to meet the diversified needs of rural residents for public services. What is worse, it is easy to damage the public interests of rural residents and cause the occurrence of mass incidents.

C. The Participation Dilemma

Rural residents are the direct beneficiaries of rural public service supply, so they should be fully involved in the process of the government purchasing rural public services. But in reality, it is the whole process of "absent participation". This is mainly reflected in the inability to express service needs. First, as the demand subject of rural public services, rural residents only play the role of "entrusting agent", giving full power to the government to act as the agent, lacking the channels to express their needs.
Second, there is no right to speak for the purchase of services. Rural residents give full power to the government to purchase public services. Therefore, the government decides on the purchase content, purchase method, purchase quantity and other aspects according to superior government documents. And rural residents have no right to speak. Third, there is the lack of decision on the effectiveness of the service. The service effect is usually assessed and reported by the government and the undertaker, and there is no survey on the satisfaction of rural public service recipients. In the actual assessment process, the rural residents who participated in the assessment lacked the right to speak. The process of assessing the service effect of rural residents is a mere formality.

D. The Technical Dilemma

1) The evaluation process is perfunctory: It is a very complicated work for the government to evaluate the benefit of purchasing rural public services. And a set of standardized evaluation indicators and evaluation procedures are needed as reference standards. If there is a lack of relevant benefit evaluation or the evaluation index is not clear, social organizations will take the opportunity. They will maximize their own interests, and cut corners, reduce the quality of public service provided. At the same time, if the government lacks the evaluation of itself or the evaluation standard is not true, it will relax the strict requirements on itself, and a series of problems such as corruption and rent-seeking will appear.

In addition, the unclear evaluation index will lead to the decline of rural residents' satisfaction. Due to the lack of standardized evaluation indicators, the quality of public services provided is uneven. And the government, as the responsible party, should take measures to solve the problem. However, there is a lack of attention to rural public services and the government's untimely handling, which will widen the contradiction between the government and rural residents, thereby reducing the satisfaction of rural residents with public services and trust in the government.

2) Failure of government regulation: The government needs to go through four stages of planning, selecting, implementing and evaluating rural public services. The links between the various departments are closely related and require the government to strengthen supervision. But due to the lack of relevant experience and regulatory technology, the government often fails to do so in the process of supervision, resulting in a series of problems caused by the failure of government supervision.

On the one hand, when social organizations are competing for the contractors of public services, they will often utilize their own advantages and make bidding documents that meet the requirements of the government to obtain the right to undertake. But in the actual implementation process, social organizations may conceal the actual situation of the supply of public services. In this process, due to the information asymmetry and the lack of effective communication with the undertaker, it is difficult for the government to effectively supervise the implementation of the project.

On the other hand, when social organizations provide rural public services, they are hooked with the government in some interests and represent the image of the government. In the process of project implementation, if the results are inconsistent with or even completely opposite to the expected results, the government, as the responsible party, may selectively cover up the problems, and the failure of government supervision will inevitably occur.

III. COUNTERMEASURE RESEARCH

Against the background of rural vitalization strategy, the government's purchase of rural public services requires the joint efforts of many participants. It is impossible to get rid of the dilemma simply by relying on one party's strength. Only by giving full play to the government's purchase of all the participants of rural public services and forming a four-in-one situation can be more targeted to solve all the effects of the dilemma.

A. Improving Government Procurement Service Mechanism

The government is the main body of purchasing rural public services. Only by improving the mechanism of government purchasing services, the government's ability to purchase rural public services can be improved and the negative impact of the dilemma can be effectively dealt with.

1) To make clear relevant policy basis: The state shall amend the government procurement law on a regular basis according to the existing national conditions. The relevant content of government purchase of rural public services should be included in the law, and other supporting laws and policies should be improved to make up for the deficiency of government purchase of rural public services. It will provide legal support for the government to purchase public services in rural areas, and ensure that every link of the purchase is legally enforceable. First, the relevant ideas in the guidance on government purchasing services from social forces should be reasonably absorbed. The government procurement law should timely and clearly explain the importance and overall direction of the government's purchase of public services from social forces, and present that it has new rights and obligations for the government's purchase of rural public services, they are hooked with the government in some interests and represent the image of the government. In

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2) To strengthen policy resource guarantee: The government should have sufficient executive force and funds to provide necessary policy resources to support its purchase of public services in rural areas, so as to ensure the smooth operation of government purchases of public services in rural areas. On the one hand, the government needs to strengthen the purchase of rural public service executive power guarantee. In light of the economic development in various rural areas and the actual needs of rural residents for public services, the number of executioners should be reorganized to improve the situation of too many or too few executioners in some areas. On the other hand, the establishment of special public service funds to stabilize the supply of rural public services, rural public services are mainly funded by the financial support of the government, but the limited power affects the efficiency of public service supply. In view of this, the government can set up special funds to purchase public services in rural areas. In addition to the government's own investment, it can also take the initiative to introduce social capital input, encourage and mobilize the enthusiasm and participation of social forces, and increase the financial support for the government to purchase rural public services.

3) To correct positioning of government roles: The essence of the government's purchase of rural public services is the marketization of rural public services. The government’s functions have also changed from “paving” to “steering”, and their responsibilities have also changed. The government should have a clear understanding of its own responsibilities, which is conducive to improving the efficiency in the process of government implementation and making it clearer of what it should and should not do.

First, in the process of purchasing rural public services, the government will encounter the problem of “what should be purchased”. Therefore, the scope and object of the government's purchase of public services should be clearly defined. Second, the government should rationally formulate public service catalogues, standard, ways and means of innovative government procurement of rural public services, and clarify the types, nature and means of government procurement of rural public services. Third, the government should strengthen the budget performance management and improve the corresponding system guarantee to create a good environment for the purchase of rural public services.

4) To cultivate the competence of administrative personnel: With the change of the government from the former control type to the service type, its internal administrative personnel should always adhere to the purpose of serving the people. In the process of purchasing rural public services, they always take the needs of rural residents as the guide, insist on providing high-quality and satisfactory public services for residents, and give full play to their service functions. In order to achieve this goal, the government needs to strengthen education for internal members, and continuously improve the service awareness of administrative personnel through the study of service theory and the strengthening of service practices. At the same time, it gives full play to the exemplary role of excellent service personnel, creates a good service atmosphere in the government, and influences the administrative personnel imperceptibly.

Besides, the government should also regularly organize administrative personnel to learn relevant professional knowledge about the government's purchase of rural public services, and take timely tests after class. It is necessary to encourage the administrative personnel to strengthen their own professional knowledge, like returning to colleges and universities. It also holds internal professional competency competitions. Through the activities, everyone can understand the importance of professional competence, and actively and consciously promote the ability to improve. As a result, the quality and professional level of administrative personnel in purchasing rural public services will be continuously improved.

B. Cultivating the Ability of Undertaker

The undertaker is the direct supplier of rural public service, whose capacity directly or indirectly affects the quality of rural public service supply. In order to better meet the needs of rural residents for public services, it is necessary to cultivate and improve the ability of the undertaker.

1) To improve the competition consciousness of the undertaker: The competition mechanism is regarded as the best mechanism to effectively improve the overall efficiency of public services. Therefore, the sense of competition of the undertaker directly affects the quality of its rural public service supply. In order to improve its ability to undertake rural public services, the undertaker should establish a correct sense of competition in the rural public service market and constantly improve its competitive advantages through technological innovation. On the basis of understanding rural residents’ demand for public services, the competition strategy of the organization is constantly optimized, so as to continuously improve their survival rate in the fierce market competition.

2) To promote the capacity building of the undertaker: It is impossible for the undertaker to rely on the government to survive in the fierce market competition, nor to provide high quality and satisfactory public services to the rural areas. The undertaker must always be clear that "the internal factors determine the external cause", and only through its own development and progress can truly realize the sustainability of the service supply. On the one hand, it is necessary to form a culture conducive to its own development within the undertaker, adhere to honesty and trustworthiness, and ensure high quality and efficiency in every rural public service project. On the other hand, the undertaker cannot be self-sufficient and does not seek advancement. Instead, it should follow the changing development of the times, combine the special needs of public services in rural areas, upgrade its production technology, and constantly innovate its ability to supply public services.
C. Improving the Participation Mechanism of Rural Residents

The ultimate purpose of rural public service supply is to improve the quality of life of rural residents and improve their happiness. Therefore, the participation degree of rural citizens directly affects the efficiency of public service supply.

1) To enhance the participation of rural residents: First, the government makes the successful experience of purchasing rural public services into brochures, books and audio broadcast. The government uses advanced communication carriers to publicize the rights and obligations of citizens in rural areas, thus forming a good atmosphere for participation, allowing farmers to understand their importance in the process of public service provision and expressing their true ideas actively. At the same time, an incentive mechanism is introduced to provide different levels of material and spiritual rewards for rural residents who have adopted opinions, so as to enable other public to know from their own importance that they are valued, to give full play to exemplary role, and to increase the enthusiasm of rural residents to participate in public service provision. And it also protects the public’s right to know, participate, express and supervise the supply of public services.

2) To broaden the channels for rural residents to participate: It is far from enough to have a sense of participation. The government should also provide a convenient way for rural residents to express themselves. In addition, modern advanced science and technology can be used to create information resource reserve and sharing platform for rural public services. Rural residents can anonymously express their demands and opinions on public services by scanning the corresponding QR codes. The government collects a lot of data through the platform for analysis. The purpose of doing this is to understand the types of rural residents’ demand for public services and supply satisfaction. As one of the reference standards for the provision and evaluation of public services, the ideas and opinions of rural residents can be truly valued and considered into the public service supply project.

D. Improving Evaluation and Supervision Accountability Mechanism

When the government evaluates the performance of rural public services, the number of public services should not be taken as the sole criterion. What is more, the quality of purchasing public services should be measured, so that the utilization rate of funds can be improved, and the daily life of rural residents can be truly improved. Besides, when evaluating the purchase of rural public services, the government should not focus on the result evaluation. Instead, it should take the process evaluation as the top priority.

First, it should evaluate the process of purchasing rural public services, that is, the government conducts daily evaluations of the undertaker, regularly checks the progress of the undertakers to provide public services, and irregularly checks and evaluates the quantity and quality of public services, and kills the image project in the cradle.

Second, it should establish a scientific and effective evaluation system. Government purchase of rural public services is characterized by diversified contents, diversified service providers and uncertain service supply mode, which makes it difficult to quantify the achievements of rural public service supply. And the evaluation process is fuzzy and subjective, which cannot truly reflect the effectiveness of the government’s purchase of rural public services. Therefore, the establishment of a scientific and effective evaluation system plays an irreplaceable role in measuring the purchase of rural public services by the government.

Third, it should introduce third-party evaluation. In 2012, China’s National Basic Public Service System “Twelfth Five-Year Plan” clearly pointed out that the introduction of third parties in performance evaluation, traditional internal evaluation is difficult to maintain objective and fair. Third party evaluation agencies are more fair and impartial in evaluating the performance of purchasing public services, because they do not have a direct interest relationship with the government and contractors. In addition, the third-party evaluation institutions are highly professional and possess first-class evaluation talents and techniques. In the evaluation process, it is more standard and norm, and its data is more convincing, which is conducive to improving the level of government purchasing rural public services. Establishing and improving the performance evaluation mechanism, and making performance evaluation become one of the tools to measure the quality of rural public services purchased by the government, so as to effectively avoid risks and improve the efficiency of public service supply.

2) To establish and improve the supervision and management mechanism: First, the joint supervision system should be improved. On the one hand, it is necessary to strengthen public supervision. The main subjects involved include the public and mass media. When the government purchases rural public services, its goal is to serve the public interests of the rural masses. In real life, rural residents, as the service objects, have their own feelings about the effect of rural public services and have the right to express their feelings in the process of purchase. Based on this, rural residents can give full play to their supervision and management roles through the hearings or complaint.
channels carried out by the government. Except that, mass media rely on its advantages of speed, timeliness and wide range to publicly report the whole process of government purchasing rural public services, making the whole process of government purchasing rural public services under the supervision and management of the public.

On the other hand, industry regulation is also important. Industry supervision refers to the supervision and management of similar member units by spontaneously organized associations or industry associations. The industry can better understand the supply standard of rural public services and be more professional and reliable in the supervision process. In the process of industry supervision, it is necessary to strengthen the study of the laws and regulations of purchasing. And it also needs to have a more comprehensive understanding of the content and characteristics of purchasing rural public services. At the same time, industries compete and promote each other. They work together to improve the efficiency and quality of rural public service supply, so as to improve the service level of the whole industry.

Second, the formation of a dynamic regulatory mechanism is also necessary. Through the combination of internal supervision and external supervision, the government's dynamic supervision mechanism can be formed to truly realize the supervision before, during and after the event, which can make the government's purchase of rural public services more standardized. A dynamic monitoring mechanism is established to ensure that the government can maintain a long-term supervision of the entire process of purchasing public services, and the results can be one of the reference standards for performance evaluation. Besides, supporting facilities should be provided to ensure the effective operation of the dynamic supervision mechanism. The government needs to formulate regulatory content, key points, methods and indicators in accordance with the policy environment and supply objectives. It is also important to establish the public service and information service system. A special information platform should be established to provide information such as the progress of the government's purchase of rural public services, so as to improve the transparency of information and make the government's purchase of rural public services more standard and reasonable, which is conducive to improving the supply efficiency and quality of rural public services.

IV. CONCLUSION

It requires the joint efforts of all sectors of society, in order to improve the quality of rural public services purchased by the government and improve the satisfaction of rural residents with the supply of public services. And only by giving full play to the advantages of different subjects in the supply of public services can it be available to effectively improve the supply capacity of rural public services.

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