

The main problem of urban tourism's public management in China

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Abstract. with several reforms of the government institution, there still exist some problems about urban tourism's public management in china: firstly, public management isn't perfect, appearing the insufficient among administration authority, management funds, talented manager and the intensity of management .Secondly, since the alienation of management government-led, it leads to the phenomenon that violating the market rule, the government short-term action and unhealthy tendencies to grow. Moreover, as the property relations whose investment subject is single belong to the department and are managed by many sections. So there are three drawbacks: blind investment, weak investment and disordered management. Finally, the public service institutions do things in their own ways so that it results in two big disadvantages: one is that tourism enterprises act willfully, appearing one-man operations and cut-throat competition. Another one is that there is not unified policy and shared information, preferring to hang separately rather than together among government departments.

Introduction

At present, the biggest characteristic of urban tourism's public management in China is starting too late. Its modes are multiply, extensive management range but small management authority. The department's dominated consciousness is strong, while the government -led ability is low. Although City integrated function gets a certain development, the level of market operation is not high. After several government institutions reforming, urban tourism's public management function in management has been strengthened, but there are still some problems that lie in the following areas.

The imperfect of public management

The tourism industry starts quite late in china, it is not really regarded as an industry and gets the government's attention until nearly 10 years .Travel management department all over our country is established after administrative function distribution finished. Then confused management and intersected operation will cause four insufficient in the institutional about the tourism administration department.

Firstly, administration authority is insufficient. In theory, as the government represents the overall interests of society, it pursues the social public interests' maximization. In fact, the government is consisted by several relatively independent function departments. Since influenced by the traditional planned economic divisional power, the interests of the departments' against are quite obvious. The comprehensive of tourism industry is very strong, and tourism industry almost

has more or less contact with all government departments. A tourism public policy' formulation and implementation must affect many government departments' interests. Therefore, how to implement the tourism policy depends on the balance of all the government departments' power. Each city tourism administration is founded after most tourist enterprises' subordinate relationship has determined. Comparing with other government departments, rights owned to tourism administration are relatively limited. In the process of tourism industry management, sometimes order is not work; prohibition is not play a part and nobody listens. [1] Such as the national tourism administration putted forward grade evaluation activities at tourist attractions in 2000, which is beneficial to promote the construction of tourism attractions and to increase the popularity of scenic spot. But it met many problems when carried out specifically. Because all the local attractions are administered by the Bureau of Parks and Woods, whereas the Bureau of Parks and Woods is construction committee system. If attractions' documents contradict the national construction ministries', it would make many city tourism administration don't know how to do it. Supposing that many cities do not intend to create excellent tourist cities, and the local party or government leadership do not directly intervene, coordinate the activities, only by the tourism administration it would be difficult to carry out them.

Secondly, the management funds are inadequacy. At the beginning of each city tourism administration establishment, most of them attach to a certain functional department of government, even some belong to the foreign affairs office and some belong to the municipal government office. There are not independent human rights and property ownership. With the rapid development of tourism, the status of urban tourism administration is promoted, but the financial support of tourism administration is still very limited. Some tourism administrations also belong to the institution which is self-supporting. Not only every year's tourism promotion funds are still lacking, but also staff basic wages are a big problem. Since the capital of bureau intuition operates difficultly, the function of the tourism administration becomes transformation. At first, in order to solve the funds' problem, Bureau intuition puts the work focus on the earned income; finding sources of revenue by building relationship everywhere; starting a business by himself and establishing income index for everyone. Then the normal tourism industry management can't gain guarantee from time and energy aspect. Next, as institution sets up a company, the travel bureau among the tourism industry is both administrator and operator. Then the authority of tourism administration management would get greatly weaken, and management purpose may be questioned by enterprise. Ultimately, Owing to the funds' restriction, tourism administration work can not be operated normally. Especially tourism promotion appears that the spirit is willing, but the flesh is weak. Many cities don't have fixed promotional funds. If there exists a sales promotion, tourism bureau have to make a report to municipal government, specially forming a team about it. Some members of team are responsible for call on the mayor; someone in charge of finance bureau and others undertake looking for clients. For tourism administration, after a sales promotion finishing, we deeply felt that raising capital is more arduous and more nerve-racking than promotion itself.

Thirdly, there exists a serious shortage of the talented management personnel. Because the tourism administration evolves from the foreign affairs of the Ministry, so the Bureau Intuition's personnel often are three types: many transferred cadres, many party members, and many foreign affairs' reception cadres. From one perspective, this organization framework has its positive significance. At first, it lays a good political foundation for Tourism Administration to do a good job. Second, as the foreign affairs are not minor matter, it is convenient to carry forward the rigorous work style of foreign affairs workers in the Tourism Administration. It is obvious to see

the office staffs' professional spirit of the Tourism Bureau. Especially when establishing excellent tourist cities' activities, it has an outstanding performance. However along with the rapid development of modern tourism, the whole societies' requirements increasingly improve to the tourism administration's professional function about management, regulation, and service. The original cadres who possess commendable spirit but lack professional knowledge are inappropriate for modern tourism needs, therefore modern Tourism Administration Authorities need to recruit talented management personnel who are some comprehensive management talents and have the knowledge of various related profession, especially need talents who understand the tourism, market, network and planning. [2] In 2000, The State Council issued the notice on further propelling the nationwide government office automation's system and application (Country Office published [2000] number 36). Based on it, the national tourism administration proposed 'golden tour project' that uses modern information system to speed up the development of tourism, and put forward a specific requirement to Tourism Bureau of all provinces. But after three years, the project progress was not optimistic. It attributed to two reasons: at first, the local tourism web sites were too little, even many of them were unavailable. Next, its technological level was low and quality was poor, which presented simple, boring, out-of-date contents web page and lacked value of query or worth watching. The main reason to appear this kind of problem was that the local Tourism Administration' internal departments were short of network professionals. Almost all the web sites of city Tourism Bureau were entrusted to network company to design and maintenance, yet Tourism Administration themselves didn't have initiative.

Fourthly, the intensity of management is insufficient. Tourism consumption is the most extensive expenditure in human consumes, so its content refers to all aspects of people's lives. And as tourism is the strongest industry in comprehensive and open, the management and service of tourist enterprise almost relates to the government's all sectors. The particularity of the tourism industry makes all cities tourism industry face many problems when they implement management. In summary, there are three types:

The first is that management is below standard, and many aspects' authority should be exercised by tourism administration, but tourism bureau can not do it in time. For example, the suggestion power of the urban development planning, the examine and approve to the tourism resource exploitation, the right to use the funds for tourism promotion, the supervision and control right to tourist enterprise which actually has belonged to the government department, and so on. Many government functions can play to tourism administrations' professional strength, but not give the tourism bureau. Then the phenomenon that government management presents poor management also is unavoidable.

The second is mistaken management. The Tourism Administration controls too much work which should be managed by other government departments instead of itself. For example, in early 2000, a heavy shipwreck happened in the Bo-hai Sea, which attracted much attention on traffic safety and public personal security from central government and local's. Each department of the government taken responsibility and checked it hierarchically. Thus, many cities regarded that the responsibility for travel security should be undertaken by tourism administration. In this period of time, the tourism authorities were very busy. Because there were hundreds of enterprises which directly related to tourism in a medium-sized city, without indirectly related enterprise. And since many enterprises' security technical must be professional, tourism administration can not carry out inspection. In fact, the safety problem of enterprise has already been solved by government functional departments. For instance, tourism traffic safety were charged by the Public Security

Organs and transportation department; the responsibility for tour food safety should be undertaken by the health prevention ministry, the security of hotel, restaurant and recreation facilities should largely belong to the quality inspection department and fire-fighting department to inspect and supervise, and so on. Therefore, although security is top-priority work to tourism administration, the detailed check and implement of travel security should be made by the corresponding functional departments. Then tourism administration just plays a contact, coordination or supervision role. If these units let tourism administration to take travel security responsibility, obviously it is neither accomplished nor necessary.

The third is offside management. Tourism administration controls too many things which shouldn't be managed by government. For example, in early 2009, a city Tourism Bureau advertised in 'Chinese tourism newspaper', looking for excellent tourist guide by paying high wage. For another instance, some city travel agencies organized joint partner by themselves, then the manner of setting unified price, putting complementary lines, and adjusting business was accused and refused by the city's Tourism Bureau Official, and so on. In fact, recruiting tourist guide is an enterprise behavior instead of government behavior. As long as the enterprise management behavior does not break the law, it is mostly adjusted by the market and non-governmental organizations. If the government directly supervises it, it is often not worth the candle. Many tourism management cadres have strong dedication and sense of responsibility. So they want to do tour things once met, and like to manage it when finding the problem. But due to limited by the factors of human, material, capacity, and sphere of jurisdiction, all efforts are things go contrary to their wishes. In this case, the profession management of tourism bureau only puts more attention on the breadth, and ignores the depth and accuracy. Therefore many problems are hard to get a fundamental solution.

On the one hand, in recent years, governments have great interest in phenomenon that tourism stimulates local economic growth, and unceasingly increase new assignment for the tourism management departments, putting forward higher request. Although tourism administrations' nominal right is constantly enlarging, its actual right is not increase, inevitably turning up misconduct of government management. On the other hand, traditional management mode isn't change, but Tourism Bureau often does many things which can't be controlled well by the government function sector, even not belongs to them. It is inevitable to produce management offside phenomenon. Such as the previous period, in order to prevent cutthroat competition, some areas' tourism administrations issued a document which announced the tourist line and the minimum reserve price of star-rated hotel. The behavior not only stopped an increasingly fierce price war, but also triggered much unnecessary trouble to tourism administration themselves. However tourism administration can't punish the illegal enterprise completely. But if not punish, the lawful enterprise will have opinion, and easy to cause discontent emotion of tourists to government. For another instance, the Tourism Bureau directly educates and trains the tourism industry, which originally is a good thing. But it is a really consumed energy thing, and arbitrarily collects fees in the name of running a school. Say again, the promotion of many cities' tourism is led by the government, now changing to be operated by them. So Treasury Department allocates a great sum of money; secretary part directly planes and the mayor commands personally. In the promotion period, the activities are holding with vigor and vitality, but result is little success. [3]

At present, mistaken management and offside management are the main problem emerged in the industry management of city tourist administration.

The alienation of government-led

It has become a trend that to implement government-led development strategy and to vigorously promote the local tourism development, which benefited many parts. But some scholars still doubted the effectiveness of the strategy and thought the government-led suppressed the growth of the tourism market and hindered the development of tourism economic. I believe that there are two reasons can be used to account for the appearing concept: first one is the misconception of government-led. Thought that government-led is government replacing the market, or in a simple administrative measure to intervene the normal operation of the market. [4] In fact, the government-led we talk about is government- dominated in the system of market economy (e.g. Japan), which should follow three principles. Firstly, it complies with the law of the market. Secondly, its purpose is nurturing the tourism market, since China's tourism industry just starts and the market is still not perfect. Thirdly, to a large extent, the government- led should compensate for the shortage of the market function. Because of the feature of tourism-specific externality and integrity, it makes the market failures' range much higher than other industries. On the other hand, in our real-life, many local officials evolve 'government-led' into 'achievement-oriented'. Therefore the nature of the development strategy occurs alienation, appearing various drawbacks.

The biggest difference between Government-led and performance-oriented is: The former regards government-led development strategy only as a mean. However the ultimate goal of the government's work is to expand market, to develop tourism economy and improve the business performance. The latter is just on the contrary. It treats the development of the local tourism economy as a mean, and the real purpose of all means is gain the performance as soon as possible, laying the foundation for their own promotion. Because of alienation resulted from the inversion of means and ends, not only having a negative impact on the implementation of tourism government-led development strategy, but also playing a hindered role in the local tourism economy sustained growth. It is presented mainly in the following three aspects.

Firstly, countering to market principles. For this year's local government record, people break the law of the market; excessively intervene in economic activities; impose the government will on business and market; adopt the pattern of apportionment, sponsorship, plus fees and so on; hold a tourism festival and have a tour party. It seems to be vigorous apparently, but in fact, it wastes man power and money. Regardless of market segmentation principles and in order to complete the ranking tasks, some travel agents are forced to participate in the tourism promotion which is not relevant to the local passenger source markets by organizing group. While getting half the result with twice the effort, even the consequence is empty-handed. Just for the immediate interests of the local, some municipal governments hold power by themselves, address fragmentation, and would rather low-level duplicated construction than join hands to develop the region. Even prefer to blockade market rather than cooperate all parties to expand the market. There is a widespread phenomenon that people pays more attention to the state-owned enterprise instead of private one, the local company instead of foreign one and large enterprise instead of small one. There exists a densely protecting atmosphere, while open and fair environment seems non-existent. Then naturally in the market, it is difficult to form a broad and strong competition which is a necessary condition to rapid the tourism economic development.

If government directly participates in the micro-level activities about production and business, it is easy to generate some negative effects. Such as leading to distinguish government and enterprises difficultly, unclear property and slow progress in modern enterprises' reform system. Too much government administrative interference leads to travel company lacking independent operation right

and lacking vigorousness in inside and outside, upward competition, and increases the inertness of relying on the government, while weakens the self-management capacity. As the change of government management mechanism's response is slower than market operation's, so the government directly invests to run a tourism business and to develop scenic spots, which often results in a common problem that poor management and low cost. Not to say that false engineering, performance engineering and header's engineering, just for squeezing and diverting from other funds, compulsorily adopting the pattern of apportionment funds, it often generates a serious imbalance of input and output when starting. Even because there are not market and economic benefits, oppositely it becomes a heavy burden of government.

In the tourism development planning, if the government-led is replaced by the government-dominated, it is easy to breed the bureaucrat consciousness and to generate a non-scientific behavior. Since the typical performance is that killing the ideas or thoughts of professional experts and scientific judgment, deviating from keeping their feet on the ground and the basic principles of local conditions, violating the law of tourism development, making a high standard and multi-types tourism projects which based on high economic indicators. The result is that compiling some fancy planning which lacks operability and can only be hanged on the wall. What is more, they use passion instead of reason, ignorance instead of scientific, and order to make roads through mountains randomly, to set up cable car, to build hotel and cut trees. Then those inaccurate decisions cause a serious damage to scenic environment.

The second is the government short-term behavior. In order to make an achievement as soon as possible, officials are likely to focus on the immediate benefits of their promotion in career, and neglect the long-term interests of the nation and masses. In a number of tourist attractions planning, tourism companies implement short-term investment projects. In their eyes, whether the tourism planning is reasonable or the investment item's return is sufficient are not principal. While the key factor is to see whether it can produce a sensational effect, or be appreciated by their superiors. Currently, there are some projects that the last leadership holds vigorously but this leadership can not end them. Then using an achievement-led theory to analyze is hardly surprising. Now government's short-term trend has been a vicious cycle. Because the last leadership is engaged in some image projects but only half-finished, while he gets promotion for his outstanding performance. However the other half of the project is a burden for the current leadership without any attractiveness. So the current government only re-opens the new stove and builds new image engineering. Now uncompleted engineering are so many, the problem also here. The government short-term behavior wastes a lot of assets and damages to the country's interests. Meanwhile it also seriously damages the interests of masses, because people live here for generations and have to suffer the consequences of leadership mistaken decision. For example, the engineering team's construction cost is not sure where for project stoppage, while the farmers whose lands are used can not get a compensation because of unprofitable project, and companies are forced to fire workers due to the suspended project, and so on.

The third one is the growth of unhealthy tendency. If officials want the performance reflected in themselves, they should personally participate in the tour operation process. So the performance-oriented government is actually government-dominated type. Then there frequently exists phenomenon that the resource allocation is managed by government, business entities belongs to the official and the weakening of government authority. It is bound to lay the foundation of seeking quick success and instant benefits, and creates unhealthy conditions. For example, the governmental resource allocation is easy to form a wait, dependence and demand habits of officials'

eyes just look up. That is to say they are keen on running to the higher authority for projects, funds, privileges and tax credits. Rather than pay an attention on market, turn their face to home and abroad, create a favorable investment environment, and capture the common development opportunity. Say, staffs are busy with seeking projects and raising funds, appearing a serious imbalance of power resources between supply and demand. So in order to get the support of the leadership, it is inevitable to produce power and money trading. For another instance, the phenomenon that official joins business operation is easy to generate a partial thought in industry management. Business charged by themselves is good. If generates some problems, they don't want to criticize and correct, but shields their mistakes. Even though there is the violating law manner which results in unnecessary losses to the party and the masses, they will not dispose in time. Again, in order to obtain performance, some officials report false travel statistics and exaggerate the business performance, ignoring the facts. Then falsification is rampant in some places, which has a direct relationship with the dominated performance.

The government monopolized investment area.

For most countries around the world, government investment still is an important channel in public infrastructure construction, especially for traffic facilities, ecological environment and so on. It plays a leading government role. But this does not mean that government is mainstay in tourism investment. The key is to play the guiding role of government expenditure, encouraging private investment and fostering social investors. However government-led development strategy has evolved into the acts of the government's main investment in many cities. Then the government undertakes the whole business operations' thing, so the state-owned enterprises become the mainstay, and tourism enterprises property rights are unclear. At present, there are two main characteristics of most of Chinese tourism business property: Firstly, investors are single. Currently 80% of travel agencies, tourist hotels and travel motorcade are invested by nation and belong to sectors. Especially the construction and renovation of the some natural scenic spots and large-scale hotel are almost state capital. Secondly, the property holds by sectors, while presenting multidirectional management. For example, the Jiao-Shan scenic spot in ZhenJiang city is managed respectively by the Parks and Woods Bureau (charging park), Bureau of Religious Affairs (charging temple), Culture Bureau (charging stales), transportation department (charging ferry) and other government departments. There are three major drawbacks in this property rights system: first one is blind investment. As using public money to realize their own performance, and then in the case of absenting scientific proof, some leaders discretionarily report tourism projects on the basis of personal imagination, which forms many repeated constructions and uncompleted projects. For example, in the early 1990s there were artificial attractions around the country. ZhenJiang City also kept up with the step. The government invested millions of money to build a 'three kingdoms city'. Because of the difference among time, space, promotion and business aspects, as soon as the 'three kingdoms city' in adjacent city --- WuXi was built, the park was crowded with people and vehicles, and attracted a lot of tourists. While since opening, the 'three kingdoms city' of Zhenjiang started with neglect and didn't get a look in. As it was a government project, a series of problems emerged one after another, such as the staff life's support of 'three kingdoms city', the Service of Maintenance infrastructure, the arrangement of farmer whose farmlands were appropriated, and project debt. So groups of petitioners rushed to the municipal tourism bureau and the city bureau of letters, resulting in Tourist Administration's normal working was difficult to carry out. Although the government has done a lot of work, yet many problems could not be solved as soon as possible.

Up to the present day, it was still a sore point for ZhenJiang government. The second one is weaken investment. After undergoing a fundamental change in Public finance and monetary economics system, government's financial investment continuously reduce, and its investment direction just puts on public goods. As bank financial loan has entered the commercial operation, the government's administrative intervention becomes increasingly small. With the rapid development of tourism, the investment ability only relying on government apparently seems not equal to their ambition powerless. For example, in 1999, above ten million dollars' construction of high-tech recreational facilities –‘The Giant Egg’ in ZhenJiang tourism development Zone, after Its main project finished ,the appearance was quite spectacular and been called the first in the country. Therefore Zhenjiang was regarded as one of ten nationwide trans-century cities by the National Tourism Administration. However, due to the large second funding gap, coupled with the exposure of the heavy corruption and fraud during the operation, potential debt problem emerged. As the internal high-tech facilities of ‘The Giant Egg Dome’ were not installed, scenic spots were unable to open. Many tourists who were attracted by the sight were very disappointing. Many years later, this zone was still nothing. The third one is disordered management. Because it is one investment and multi-management, the various departments do not want to consider the input and responsibility. Their eyes just focus on output. For their own political interests, many departments make plan severally, mutual shuffle, mutual dispute over trifles, which affects the normal development of tourism enterprises.

Public services go their own ways

Government administration only remains on the sector management' level, both lacks effort and the effective mechanism of the supervision management for tourism industry-wide. The division of the power which is formed by the history is entirely different. Such an Bureau of Parks manages attractions; Bureau of Religious Affairs charges temple; board of trade manages hotels, restaurants and tourist shops; Culture bureau charges cultural relics and historic sites, public place of entertainment; transportation department controls tourist communications, and so on. Only remained that tourist Administration supervises travel agency. In fact, each travel agency has its own departments. For example, China Travel Service in various cities is subordinate to the Office whose affairs concerning nationals living abroad in city, and foreign affairs office. Youth Travel Service is managed by the municipal committee. Workers travel Service belongs to City Federation of Trade Unions. CITS (China International Travel Service) directly subordinates to the Municipal Tourism Bureau, and so on. If only using executive order to manage the city's tourism industry, Tourism Administration as a function department of municipal government tourism' management only remains in name in many cases, and the ability is not equal to its ambition. As a result, there are two major drawbacks:

(1) The various companies within the tourism industry take part in many business activities, including engaged in promotional marketing, product development, quality management, ascertainment of service standards and so on. But they determine their own ways and carry on the struggle single-handed, which leads to the cut-throat competition to replace the win-win and mutual benefit; information blockading rather than information sharing; the blindly follow and rushing into mass action instead of displaying special skill and holding a leading position. For example, in tourism promotion activities, some travel companies prefer to act alone rather than participate in a whole tourism promotion organized by the Tourism Bureau. Then tourist hotels only to introduce their capability how complete, and tourist attractions just introduce their scenery how beautiful and

how attractive. As they knock the gong and play the drums respectively, it is hard to form the cooperation and spends a lot of costs. So its effect is not obvious. Such is the fact, since only to propagandize tourist facilities not tourist attractions, visitors do not want to go, and they also don't know what to see. On the contrary, only to advertise publicity spots not tourist facilities, then tourists dare not go the scenery. If go how to live also is a problem. For another instance, a city Tourism Administration plans to organize tourism promotion activities, then Bureau of Parks suggests attractions not to participate in. Because their main concern is that the success of promotional activities would add luster to Tourism Bureau, and their own achievements will be eclipsed against the success. Many tourism enterprises meet problems in market competition. Their measures are not reflecting to the Tourism Bureau in time and ask the arbitral authority or the Tourist Association to adjudicate, not being coordinated by civil society organizations of business. While they choice to beg the upper accommodation to make an exception, and negotiate quietly by their own leaders or affiliated units. So the Tourism Bureau's work is difficult to carry out.

(2) between the tourism industry and other industries, because government departments go their own way independently, so urban planning deviates from tourists taste; major project construction is conflict with tourism environmental; industry standards of the service provided by Board of Trade are inconsistent with international conventions in tourism industry, and so on. One of the most prominent manifestations is following three:

Firstly, when the relevant government departments formulate the policies and regulations, they do not take the special and comprehensive nature of the tourism industry and stimulating nature of the local economy into account. Apparently, the policies are reasonable, but inadvertently hurt the development of local tourism industry. For example, there were two expressly provision in urban police departments. First, the local city ID card could not check in local hotels and restaurants. Second, any unit bus could not stop in the city downtown bustling area. Local Tourism Bureau raised an objection on them. One of the reasons was that local residents to stay travel star grade hotel has become an integral part of the restaurant business. While the ban wills of Public Security Bureau only made depressed hotel industry worse. The second reason was that shopping has become an important component of tourism activities. But Public Security Bureau's provision was likely to cause that foreign travel team coaches can not stop at the City Center downtown to get off for shopping. After visiting attractions, if guests can not into the city for shopping, may directly drive away. Then this was one of the main reasons that the shortage of city's travel products' shopping and the low stay overnight rate.

Secondly, some government functional departments always believe that tourism is a little investment and high-return industry. When making policy, it can not be treated equally. Especially for the water and electricity's use of tourist hotels, they implement an unfair non-national treatment. For example, the Price Bureau of TongLing city in Anhui Province provided that industrial water price is 1.45yuan per ton, star grade hotels' is 2.00yuan per ton. For a year, a three-star hotel' necessary water expenditure was 40,000 yuan, not counting the high electricity price. So the general managers always complained. In 2000, the State Council issued Document No. 9. The Municipal Committee and government of TongLing also decided that implementing the spirit of the State Council document resolutely. They carried out the same water is same price, same power is same price. As the relationship with commodity price department, the electricity sector and water company was hard to coordinate. This problem could not be completely resolved for a long time. One year later, the principal leaders of the municipal government decided to adjust through a division of labor. Zhao-yu Li who is a deputy mayor in charge of tourism and the price departments.

Soon they solved the problem that same water is same price. Deputy Mayor Li said: originally I did not in charge of the electricity sector, but I still worked hard for a concessional electricity price to hotels and restaurants.

Third, public facilities are managed by a number of departments. For their own interests, they act in their own way. It makes the good urban tourism' environment be damaged. For example, ChongQing which is mountain city is surrounded by two rivers, with multiple hills and steep roads. It is destined to appear the urban characteristic of many bridge and tunnels. In 1990s, the municipal government implemented the municipal financing method that was who investment whom benefit. Urban area was separated by 21 toll stations of road and bridge, and mountain city has become a Charge city. Originally, you could just spent half an hour to tour the main city, while now it will waste 20 minutes to stop for payments. 1 tunnel, 7 bridges and 13 roads in city belonged to 17 governing Unit. Then each toll station charged according to construction cost, which caused a phenomenon that the old bridge fees were low and presented heavy traffic daily. While new bridge charged expensively and was passed by very few vehicles. Sometimes collected fees could not make up interest on loan. Traffic congestion and high fees gave visitors a daunting feeling. In another example, Mount Tai in Shandong province is regarded as a World Heritage Sites by the UNESCO. But by 2002, mountain-climbing visitors often heard the rumble of guns in the quiet mountain valley. Cutting into the mountain and quarrying was a familiar landscape in Mount Tai. The mountain whose green vegetation was stripped was blasted. Brown scars lay in it, liking be sliced by ax and was shocking. For three decades, although the Tai-an municipal government has managed it many times, but with little success. The main reason is that the scenic spot of Xi-lu peach blossom valley in Mount Tai is located in the junction of the Mount Tai district in Tai-an city, DaiYue area and Chang-Qing county. Then it involves a number of areas, units and departments, together with farmers making their living by year-round quarrying. So it is difficult to cure the problem by the tourism sector alone. In 2004, in comprehensive governance, a manager of scenic spots' forestry was pushed down the hill by quarryman. So we can imagine how difficult the governance is.

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