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**SECTION 22. Policy. Innovations. Theory, practice and methods.**

## STUDY ON BEFORE-DECISION PROCESS OF GUANGZHOU'S "BAN E-BIKE" POLICY FROM PERSPECTIVE OF MULTIPLE STREAMS

***Abstract:** Since Guangzhou's "ban e-bike" policy put forward, it's has already become the controversial issue by the scholars and public, which experienced the following stages, including gestation, formulation, implementation, feedback and reenactment. This change process highlights lots of interests, thereby triggering a series of policy issues. Based on multiple streams theory, this paper explored the before- decision process of policy change of "ban e-bike" in Guangzhou, analyzed why entered into the government's agenda, and made some ratifications about the above theory, explained various influencing factors among three streams as well as their relations in details, and discussed how improper multiple streams led to the formulation of "ban e-bike" policy, in order to point out problems and defects of decision-making process and come up with relevant policy recommendations.*

**Key words:** multiple streams theory; "ban e-bike" policy of Guangzhou; before-decision process; defect; policy recommendations.

**Language:** English

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### 1. Introduction

The current "ban e-bike" problem is no longer the social management and technical puzzle for a city, which has become the focus of varies of the media and social public. Since late March 2016, China's Shenzhen City issued detailed rules called "ban Motors and limit electric vehicles", "Five prohibitions" policy of Guangzhou was submitted to the City People's Congress Standing Committee for consideration, as well as Beijing Traffic Management Bureau also ban electric vehicles (including electric bicycles and excessive electric vehicles) riding on 10 roads.....above which show "ban" and "punishment" are still the current theme of governance for e-bikes. Because of their exemplary roles in traffic management policy as first-tier cities, including Beijing, Guangzhou and Shenzhen, whose action improving disorder of e-bikes again aroused extensive and hot discussions from all walks of life, triggering a new round of "ban e-bike". Among them, Guangzhou's "ban e-bike" policy was the most prominent, which experienced change process from gestation, formulation, implementation, feedback and reenactment, highlighted varies of interests, and led

to a series of policy issues. Specifically, Guangzhou developed "ban e-bike" policy in 2006 and 2014, even "total ban e-bike" policy come up in 2014 caused the wide controversy, namely increasing "ban sales", "ban parking", "ban oil" and "ban operation" based on "ban passing" in the past, thereby Guangzhou's "ban e-bike" policy could have been maintained and existed.

"Ban e-bike" policy is that the prohibition of electric vehicles riding on the roads. The electric vehicles discussed here can be defined as the electric bicycles and excessive electric vehicles which are close with the mass travel, used by large numbers and more difficult to manage. At present, the author has not yet retrieved research literatures about "ban e-bike" policy by foreign scholars, but they have own unique approaches on management of e-bikes. However, the domestic discussion so far mainly focused on various periodicals, magazines and websites, among which did not approve of "ban e-bike" and more prone to object or criticize. Main points of relevant papers are more related to illegal problems of this policy from the legal perspective.



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Visibly, existing research lack in-depth analysis of decision-making process of Guangzhou's "ban e-bike" policy, not to mention of specific variables in the policy process such as interest groups, mass media and think tanks etc.. In 1995, John .W. Kingdon's multiple streams theory for agenda setting can be used to discuss the before-decision process. In the increasingly open, diverse and complex society, multiple streams theory is mainly concerned with specific factors and methods of decision-making, as well as the input and output of the policy process. Therefore, from the perspective of multiple streams theory, the structure of three streams as well as problems and defects in the decision-making process of Guangzhou's "ban e-bike" policy are given a detailed study. In this end, relevant policy recommendations on the optimization of policy-making process would be put forward.

## 2. Structure of multiple streams of Guangzhou's "ban e-bike" policy formulation

### 2.1 Analysis on policy objective – political stream orientation

#### 2.1.1 Objectives of Guangzhou's "ban e-bike" policy

In the process of Guangzhou's "ban e-bike" policy, the force of administrative leadership is the key factor to form the political stream. In October 2006, Huang Huahua, the governor of Guangdong province, transferred the attitudes and views of traffic order in Guangzhou from the world's top 500 enterprises, who believe Guangzhou's traffic order is more chaotic, to Zhang Guangning, the mayor of Guangzhou. On October 13th, the mayor presided the mayor's office meeting, discussing how to strengthen urban traffic management; after two field investigations were carried out on traffic jam, on November 21<sup>th</sup>, the special meeting was chaired, where Zhang Guangning seriously criticized the work of Public Security Traffic Management Department and described specific requirements: to ensure fast taking restrictive measures and setting clear timetable for the traffic jam etc.. Due to fast speeding, prone to crowd out of the fast lane, and large numbers, e-bikes often are included in the scope of strict supervision.

In order to ensure realization of the policy target, the Guangzhou Municipal People's Government released the notice, pointed out to prohibit electric bicycles and non-motor vehicles driven by other power devices on the roads in the administrative area of Guangzhou city. The relevant personnel who are violation of the notice would be disposed by the Guangzhou Public Security Traffic Management Department in accordance with the statutory procedures. These specific requirements of the mandatory local policy are referred to "ban e-bike" policy.

On October 14<sup>th</sup>, 2014, <the Management Ordinance of non-motor vehicles and motorcycles in Guangzhou City (Draft)>has been the stage of the collection from the public opinion, which clearly pointed out its goal is to strengthen the management of non-motor vehicles and motorcycles, maintain traffic order, guarantee traffic safety and smooth flow, as well as legitimate rights and interests of citizens, legal persons and others. In order to achieve above policy objectives, the draft specified requirements, namely clearly ban sales, ban riding on the roads, ban parking on the public parking and ban operations, known as "Five prohibitions", which is the enhanced version of "ban e-bike" policy.

#### 2.1.2 Policy environment of "ban e-bike" in Guangzhou

Foreign management on e-bikes is to respect pedestrian's freedom of choice and the equal road right of traffic tools, as well as not to compulsorily intervene in specific traffic tools, but to strengthen safety education and management for e-bike users by obtaining a driver's license, training and other ways. Overseas management ideas and methods will also indirectly affect the e-bike management ideas of the domestic relevant departments. In the international environment, the introduction of "ban e-bike" policy will undoubtedly touch the people's sensitive nerve of pursuit of equal road right and free choice of transportation tools, thus hindering the implementation of the "ban e-bike" policy.

Before the coming up of "ban e-bike" policy in Guangzhou, there are few cities clearly put forward banning e-bikes riding on the roads, such as Wenzhou City. Most domestic cities maintain an ambiguous attitude that whether e-bikes are allowed on the roads. Only individual cities including Shanghai, Hangzhou are allowed. Visibly, the local governments are entitled to discretion about whether to ban e-bikes, not to mention that the central government has not introduced the overall principles and implementation details about e-bike management on the national level. Therefore, ban e-bikes on the roads is not the choice of many cities, and the introduction of Guangzhou's "ban e-bike" policy is clearly contrary to the fairness, not the inevitable outcome of the environment created.

#### 2.1.3 Analysis on combination of multiple streams-political stream orientation

##### 1. Amendments to the political stream of Kingdon's multiple streams theory

The orientation of political stream by Kingdon has the obvious western characteristics, specifically covering three elements: changes of national mood, organized political force and changes of internal government (mainly refers to the executive or legislative election). Combined with the characteristic of China's political system and current situation of the development of civil society, this paper modified the political stream, specifically,

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including visible national mood, demands of interest groups as well as change of the ruling party's political orientation. The revised political stream of multiple streams theory is shown in figure 1.

### (1) Visible national mood

Visible national mood is able to represent the willing of a part or most of the public, and their opinions and the suggestions are not always able to reach the government's decision-making level, unless their comments and suggestions can be given voice effectively. The effective expression of the national mood could take many ways, including the media investigation, the public investigation of the national level and the tendency of public opinion etc..

### (2) Appeal of interest groups

In domestic, there is no pressure group that has absolute influence on politics, but it does have specific interest groups in many policy issues. Though lack sufficient pressure groups, these interest groups tend to be concerned with policy related to their own interests directly, exert certain influence on policy through the expression of one's own intention, rather than the way of control of western pressure groups.

### (3) Change of the political tendency of the ruling party

Due to the China's implementation of the multi-parties cooperation system under the leadership of the Communist Party, the ruling party needs to maintain a certain degree of consistency in terms of policy. Although personnel changes within the government, such as part of both the executive and legislative branches would also affect the policy in a certain extent, most can be attributed to the change of political tendency of the ruling party rather than the differences among western different political parties. Therefore, the analysis of the political stream mainly concentrated on the power structure change of Chinese Communist Party and ideological change, on one hand, the central leadership of the personnel and the power structure changes are the core elements of influencing the policy process, as well as the important political force in support of or opposition to policy options; on the other hand, the changes of ruling party's ideology also affects the tendency of the policy decision process, thereby affecting the actual policy choices.

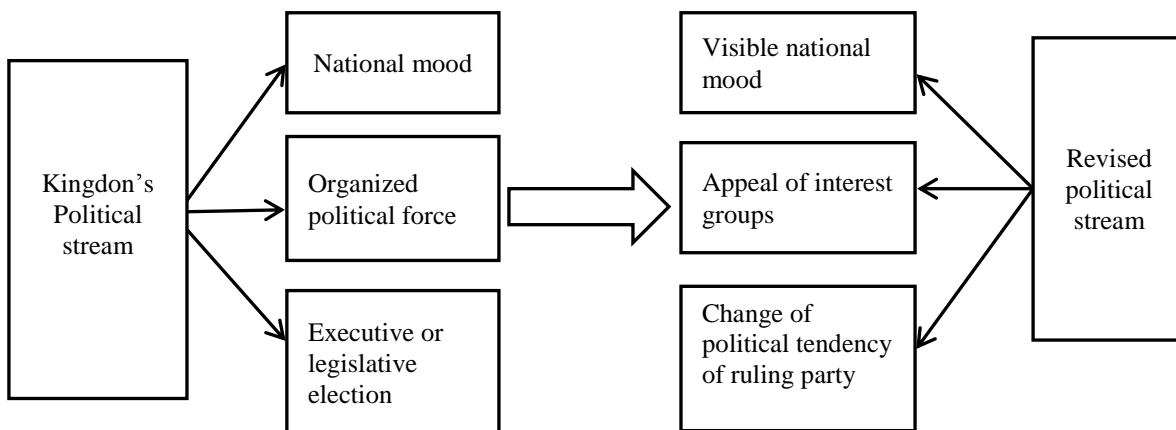


Figure 1 - The revised political stream of multiple streams theory.

## 2 Political stream orientation of "ban e-bike" policy

### (1) The force of administrative leadership

In the policy formation process of "ban e-bike" in Guangzhou, vigorous promotion of the Guangdong Provincial Governor Huang Huahua and the mayor of Guangzhou City Zhang Guangning, is undoubtedly an important political factor, whose force depends decision makers have needs to get the politics of certainty. It is great importance and strong advocacy of the traffic management work by the administrative leadership, coupled with a clear timetable, thereby promoting the rapid formation of policy options.

### (2) Weakening interest groups' appeal

Relevant interest groups of "ban e-bike" policy mainly related to e-bike owners and the e-bike industry, car industry and some special industry practitioners, who take e-bikes for short distance transport tool, such as courier, delivery and takeaway etc.. However, the interests of the above special industries in the process of policy making are difficult to have the opportunity to voice their interest demands of sound. In the meanwhile, the automotive industry alone occupies powerful dominant position, due to hidden economic interests with the local government, the demands of other interest groups would naturally been weakened.

### (3) Uncertainty of national mood

From the policy text of Guangzhou's ban e-bike policy, we cannot be informed of relevant

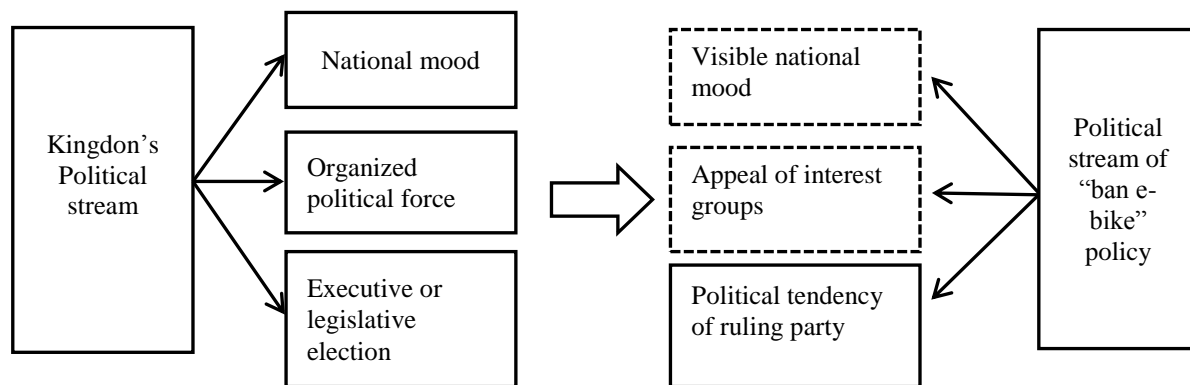
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information on public opinion surveys and evaluation, but also cannot be informed whether the policy undergoes the public opinion surveys before the introduction. However, before the introduction of the policy, the Guangzhou municipal government announced results of public opinion about the million e-bikes management, which carried out by the Guangzhou City Economic and Social Survey Team. The survey data can only show 70% of respondents support restrictions on e-bikes. As for how many members of the public to agree ban e-bikes is not clear. Besides, from the negative reviews after the

policy introduction, its public opinion investigation activities obviously is not widely enough, clear, lack mass basis, thereby vulnerable to resistance in the implementation.

Thus, in the unfolding of analysis of Guangzhou's "ban e-bike" policy (see Figure 2), it's found that only certain powers of the administrative department of political tendency is obvious. And lack of necessary, broad, clear opinion polls, as well as the demands of interest groups didn't get fully expressed and comprehensively reflected, thereby buried worries for policy execution.



**Figure 2 - The political stream of Guangzhou's "ban e-bike" policy.**

### 2.2 Analysis of policy cause—problem stream orientation

Problem stream is mainly concerned with how the problem is defined, relevant indicators, the focus of crisis or events, as well as feedback after policy assessment etc., do help to accurately define policy issues. The government will adopt different policies in accordance with different definitions of policy issues.

#### 2.2.1 Causes of Guangzhou's "ban e-bike" policy

The presence of large numbers of e-bikes indeed brings many social problems including urban traffic order, traffic safety, ecological environment and urban management and others etc., but also high risk to public health and life safety, mainly for traffic accidents and other security issues. Specifically, the relevant monitoring indicators as well as feedback information after policy evaluation, constitute the problem stream of Guangzhou's "ban e-bike" policy.

##### 1. Warning of monitoring indicators

Currently, accidents in Guangzhou caused by e-bikes have increased. Firstly, according to statistics, from 2011 to 2013, the number of five-type car seized by Guangzhou Public Security Traffic Management has reached 0.787 million vehicles, among which includes e-bike, the seized number approximately is 0.288 million vehicles, accounted for the proportion of about 36.5%; secondly, compared with other death probability of the traffic accidents, five-type car is significantly higher,

especially e-bike occupied in first place in causes of frequent traffic accidents. According to the data provided by the Guangzhou Municipal Public Security Traffic Management Department, during the period from January to September 2014, Guangzhou's five-type car has occurred more than 1600 traffic accidents, a total of more than 1700 people were injured, nearly 400 people died, occupied about 65% of all the city's traffic accidents death toll. Thirdly, since 2012, the fire accidents of Guangzhou caused by e-bikes' charging has been increased, a lot of people were injured even death, originated that 90% of e-bikes on the market are used lead-acid batteries, among which are not through quality inspection and inferior. If they are charged for a long time in a relatively closed space, they're easy to cause fire accidents, bring great security risks. At the same time, the waste batteries exchanged from e-bikes are essentially free to place or throw away, resulting in unsafe accidents risks and a great deal of environmental pollution. Coupled with the e-bikes into the category of non-motor vehicles management, they need burden large responsibility in the accidents, lack mandatory insurance, then the electric bicycle owners as social vulnerable groups are difficult to treat after accidents, and easy to cause social unrest.

##### 2. Feedback after policy evaluation

Some citizens in Guangzhou continue to reflect problems of e-bikes and its handling proposals, the NPC deputies and CPPCC members also expressed

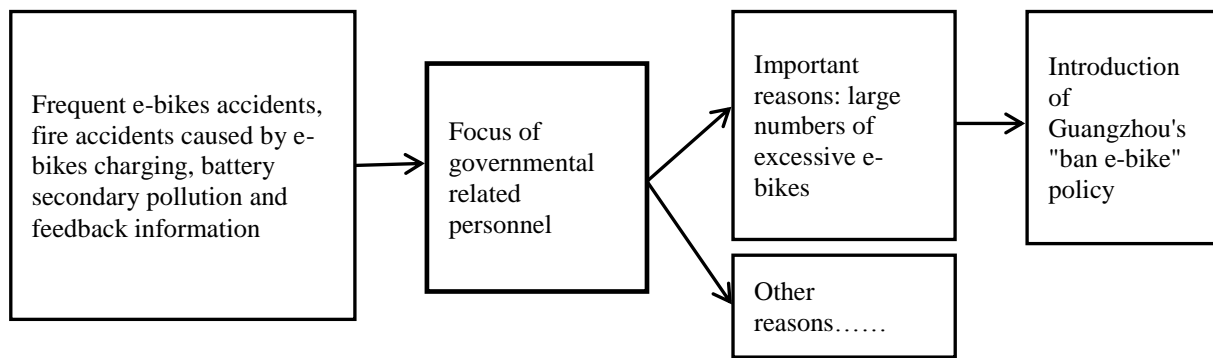
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the appeal for solving problems of e-bikes and proper governance as soon as possible. For example, the provincial CPPCC members, Zhongshan University Professor Yang Zhongyi specially organized student volunteer team, carrying out a poll investigation of 888 persons. The results showed 59.9% of the citizens believe that to cancel "ban e-bikes" is feasible on the basis of strengthening the management, 71% of the car owners also support "ban e-bikes". On November 14th 2006, the Guangzhou municipal government for the first time open the million electric bicycle management poll results through the local media, whose respondents are more than sixteen years old and have right of permanent residence of Guangzhou, which 70% of respondents support limit e-bikes, 59.1% think bus is the commonly used means of travel transport, 13.7%

and 16.3% feel no matter or un-support limit e-bikes, 58.5% think limit e-bikes don't bring too big impacts on lives of most citizens, only 5.6% consider the restriction would exert large influence on e-bikes. Therefore, from the above statistics, it's not difficult to find most of the respondents were more inclined to support the way to limit the e-bikes.

Therefore, the indexes and feedback information make government more firmly e-bikes have become an urgent policy issue, government departments by the comprehensive analysis think that the important reason for the above problems is that a large number of e-bikes exist, especially most of the excessive e-bikes, to solve this problem, the government issued the "ban e-bike" policy. The problem stream of Guangzhou's "ban e-bike" policy can be seen figure 3.



**Figure 3 - The problem stream of Guangzhou's "ban e-bike" policy.**

### 2.2.2 Analysis on combination of multiple streams—problem stream orientation

#### 1. Problem stream of Kingdon's multiple stream theory

In the problem stream, the characteristics of policy issues, and the specific understanding of policy issues on the government and the social level will be bound to restriction on policy action. Indicator data, focus events, crises, signs, and project feedback, are all ways to attract attention of policy makers. Problems need to include clearly perceived factors, and the actual situation can be defined as the problem.

#### 2. The problem stream orientation of Guangzhou's "ban e-bikes" policy

Based on the above analysis, it is not difficult to find that frequent e-bikes accidents, fire accidents caused by e-bikes charging and battery secondary pollution constitute the problem stream of Guangzhou's "ban e-bikes" policy. This emergent and frequent safety accidents came into the vision of related government personnel, caused their intense attention. Besides related government personnel think large numbers of e-bikes especially excessive e-bikes is important reason to cause safety accidents.

Therefore, Guangzhou's "ban e-bikes" policy was put forward.

Superficially, the analysis on problem stream from the government seems reasonable, and the government indeed collected related feedback information before "ban e-bikes" policy introduction, but in fact, the reasons for producing safety accidents include many aspects, also including deep-seated reasons. For example, multiple traffic accidents are caused by lack of traffic safety education and training as well as weak awareness of traffic rules for e-bikes owners. Whether the traffic order is smooth, is to consider the close coordination degree of traffic participants, the public traffic management capabilities of functional departments, good traffic order is the outcome of joint action between self-conscious traffic participants and efficient management capability. The occurrence of traffic accidents can not only be fundamentally solved by prohibition of banning e-bikes on the roads. For example, regardless of fire accidents caused by e-bikes battery charging or secondary pollution problem caused by lead-acid batteries, are derived that the government regulation is not in place, resulting in battery products which don't conform to the national standards are out of the market. At

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present, China's treatment of lead-acid batteries has owned relatively mature recycling utilization technology, which is in line with the environmental conditions, and has established industry conventions, aiming to recycle used batteries and prevent secondary pollution, so taking "battery secondary pollution" as an excuse to restrict e-bikes is obviously biased. In addition, according to the public opinion survey about Guangzhou's "ban e-bike" policy, including the survey results issued by the scholar called Yang Zhongyi and the Guangzhou municipal government, show that about 30% of the respondents were opposed to restrictions on e-bikes. Due to large survey base, the opposing number of proportional representation is not small, and when the part of people's interests were damaged, 70% of supporters mostly silent, while interest losers either continue to ride on roads in defiance of the government behavior, or take powerful resistance by generating strong struggle.

Visibly, the problem stream of Guangzhou's "ban e-bikes" policy came into the vision of policy makers, but the analysis on how to think about and solve such problems stream from policy makers has appeared deviation, the formulation of policy in nature also cannot fundamentally solve the problem.

### 2.3 Analysis of policy legitimacy — lack of policy stream

#### 2.3.1 Analysis on the legitimacy of Guangzhou's "ban e-bikes" policy

The policy legitimacy is that the degree of acceptance and recognition of policy outcomes and outputs, including formal legitimacy and substantive legitimacy. The former refers to the legitimacy of policy authorities and policy-making programs, while the latter refers to legitimacy of policy contents, which mainly reflected the interests of most people and concern from the disadvantaged groups.

The notice issued by Guangzhou City is not allowed e-bikes to ride on the roads, also does not grant to some compensation for interest losers especially e-bike owners, which infringed the individual's access freedom and equal road right, but also the right to equality and the right of property stipulated by the Constitution. The lawful private property of citizens in our country is not infringed, which is clearly defined by the thirteenth article of the constitution. <Property law>, <Consumer protection law>, <Road traffic safety law>etc., are in accordance with the relevant provisions of the constitution. In the case of the provisions of Article 3 and Article 4 of the <Road traffic safety law>, first of all, Article 3 pointed out road traffic safety work should uphold the principle of the convenience of the masses, but "ban e-bikes" cannot provide convenience and become obstacles on the contrary, for the general public who have economic burden, especially industries staffs taking e-bikes as a means of transport, such as express, bottled water etc., is

contrary to the "equal protection". Secondly, Article 4 points out that the road traffic safety management work should be adapted to the economic construction and social development. From the status of Guangdong Province even the nation, economic construction and social development level are far from reaching the level of banning e-bikes, let alone domestic Beijing, Shanghai and other large cities then have not begun "ban e-bikes", which is contrary to fairness.

First of all, <the Constitution> guarantees the equal right. Motor vehicles and non- motor vehicles driving have the negative externalities caused by traffic safety and environmental pollution, while the government can only choose the e-bikes as the regulation object. Implementation of differential treatment of e-bikes should have proper reasons, and decision makers have the obligation to explain the legitimate reasons. The Government should at least explain to the public in legislative on retain quantity of e-bikes, traffic accidents caused by e-bikes and the salient features of environmental pollution compared with other traffic tools, just described the necessity to regulate it. However, there is no statement about these aspects from the ban e-bikes notice, impeding the equal allocation of roads resource.

Secondly, the upper law of "ban e-bikes" policy formulated and issued by Guangzhou Municipal Public Security Bureau is the <Road traffic safety law>, whose article 39 regulates that the management tools of motor vehicles, non-motor vehicles and pedestrians for Public Security Traffic Management Department mainly include counseling, restriction or prohibit access etc., but the premise is to take the actual situation of road and traffic into account. From the analysis of the law, the object of regulation should be the "motor vehicles and non-motor vehicles", rather than only for the e-bikes. The premise of regulation is based on the specific circumstances of road and traffic flow, the calculation of traffic flow should cover e-bikes and the various types of cars. Limit to the e-bikes is at least a kind of inequality.

Finally, according to the core spirit of the <Property law>, the owners can freely dispose and use their own property under the legal frame. Guangzhou Municipal Bureau of Public Security does not allow e-bikes on roads, limiting the ownership of e-bikes from their owners, although the owners enjoy the ownership of e-bikes.

To sum up, Guangzhou's "ban e-bike" policy in essence violated the equal rights stipulated by the constitution, the legitimate property rights and the spirit of property law, its legitimacy has been questioned by the public.

#### 2.3.2 Analysis on combination of multiple streams—lack of policy stream

The characteristics of China's political structure determine the relatively weak policy influence of

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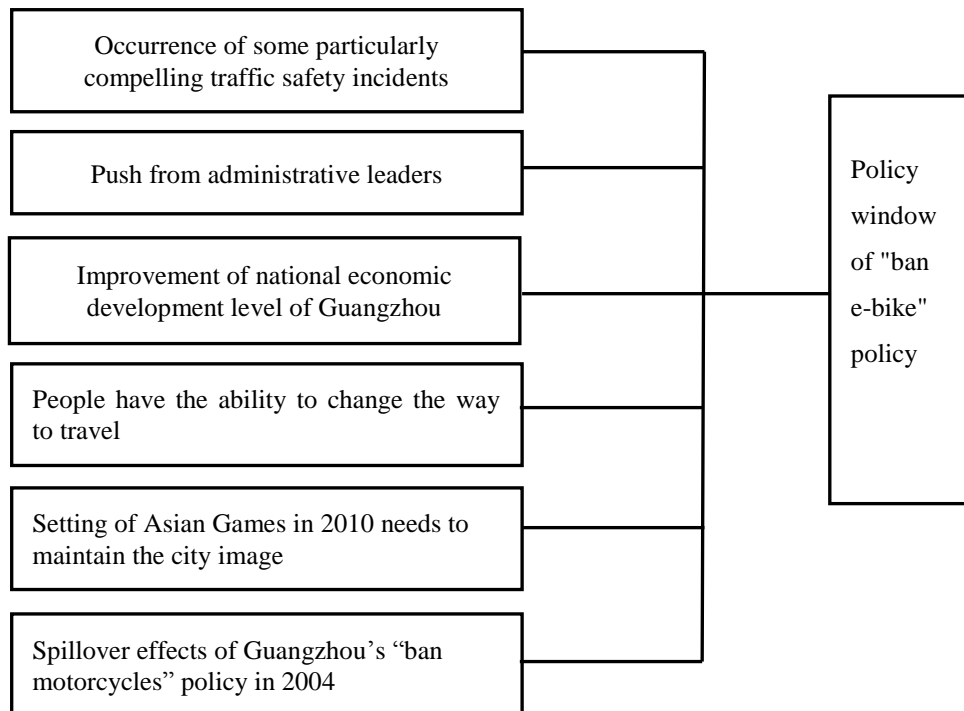
social strength. The policy-making power mainly lies in the hands of the leadership of the party and the government level, which leads the policy process mainly dominated by the power elite (Huwei, 1998). Due to the input feature of the policy process, the government officials as the power elite in the policy process lie in the absolutely leading role, having the function of policy entrepreneurs and roles in the formation of policy options are hard to replace.

In the formulation process of Guangzhou's "ban e-bike" policy, the policy option is mainly rapidly reacted and taken the initiative by the Guangzhou Municipal Public Security Bureau Traffic Police Detachment, after the instructions of Guangdong provincial and municipal leaders. This policy option has gotten the final approval of the consent of the municipal government, but failed to play roles in providing professional, scientific and reasonable policy advice and recommendations for policy elites, and leads to a big gap between the clear target and executed operation of formulation of the scheme. For example, lawyers proposed more detailed "ban e-bikes" policy measures, which can be divided into times, regions and industries, satisfied the demands of citizens and improved traffic. But this policy proposal has not yet been considered.

Secondly, "ban e-bikes" policy quickly and actively issued by the Guangzhou Municipal Public

Security Bureau Traffic Police Detachment failed to meet the related criteria: (1) lack the technical feasibility, comprehensive "ban e-bikes" failed to consider how to transfer demands of e-bikes, direct impacts on interests of industries which use e-bikes frequently including existed e-bikes owners, the production and sale of e-bikes, express and takeout etc., but also lack the follow-up measures to guarantee the policy settled; (2) Unacceptable values, "ban e-bikes" policy violates the equal rights and the spirit of "property law", restricted people's freedom of choice for travel tools and equal the road right, does not conform to the interests of most people; (3) failure to satisfy the expected constraint conditions, for example, failure to assess the expected benefits of Guangzhou's "ban e-bike" policy, including evaluation of relieving degree about traffic congestion, evaluation of decreasing degree of traffic safety accidents, the implementation cost and its supporting regulations cost, whether the government can afford buy-back expense of excessive e-bikes, what calculation standard of buy-back expense should be reasonable etc..

2.4 The policy window of Guangzhou's "ban e-bike" policy



**Figure 4 - The policy window of Guangzhou's "ban e-bike" policy.**

Policy window is not arbitrary, with occasional, including four forms: conventional type, discretion type, spillover type and random type (Howlett,

1998). In the Guangzhou's "ban e-bike" policy process, various factors directly or indirectly promote the opening of the policy window, and its open mode

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is mainly a mixture of spillover type and random type (See Figure 4).

First is occurrence of some particularly compelling traffic safety incidents, second is push from administrative leaders, improvement of national economic development level of Guangzhou made the government improve the slow public traffic system, people also have the ability to change the way to travel, and the setting of Asian Games in 2010 needs to maintain the city image. In addition, the spillover

effects of Guangzhou's "ban motorcycles" policy in 2004, namely replicated policy experience also established precedent for Guangzhou's "ban e-bike" policy.

### 2.5 The multiple streams model of Guangzhou's "ban e-bike" policy agenda

According to the above analysis, the multiple streams model of Guangzhou's "ban e-bike" policy agenda could be described as follows (See Figure 5):

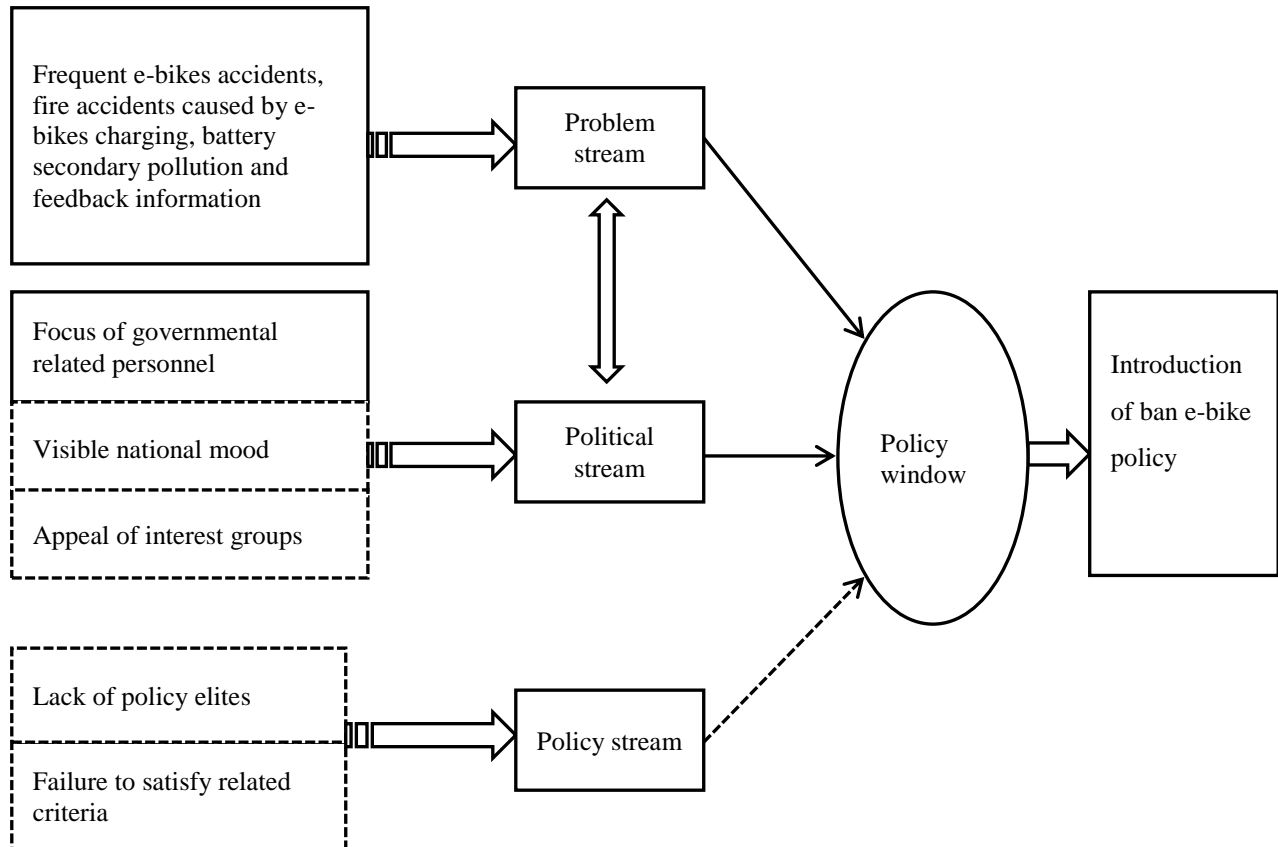


Figure 5 - The multiple streams model of Guangzhou's "ban e-bike" policy agenda.

### 3. The defects of before-decision process of Guangzhou's "ban e-bike" policy

#### 3.1 The different levels of three streams

Through the analysis of three streams of Guangzhou's "ban e-bike" policy agenda, we can find the position and intensity of each stream are not identical, including easy identification of problem stream, incomplete political stream and relatively lack of policy stream. First of all, the problem stream is most easy to identify. Due to frequent e-bikes traffic accidents, fire accidents caused by e-bikes charging and the secondary pollution caused by lead-acid batteries, led to the occurrence of problem stream. This emergent safety accidents flowed into the vision of related government personnel, arose the focus of policy makers. Secondly, it is the incomplete political

stream. In the process of "ban e-bikes" policy making in Guangzhou, the attention of government officials is the leading force in the political stream. However, the visible national mood has not been effectively reflected, and the interests of the electric bicycle industry groups are weakened, who lack effective channels and opportunities to express interest demands. Finally, relatively lack of policy stream, mainly originated that the views and suggestions of the relevant policy elites have not been considered, resulting in policy difficult to meet the relevant criteria.

#### 3.2 Analysis on independence of three streams

Kingdon believes that, problem stream, political stream and policy stream are not interrelated relations, rather independence, development and operation respectively. In the process of Guangzhou's



## Impact Factor:

<b>ISRA (India)</b> = 1.344	<b>SIS (USA)</b> = 0.912	<b>ICV (Poland)</b> = 6.630
<b>ISI (Dubai, UAE)</b> = 0.829	<b>PIHII (Russia)</b> = 0.234	<b>PIF (India)</b> = 1.940
<b>GIF (Australia)</b> = 0.564	<b>ESJI (KZ)</b> = 1.042	<b>IBI (India)</b> = 4.260
<b>JIF</b> = 1.500	<b>SJIF (Morocco)</b> = 2.031	

"ban e-bikes" policy agenda setting, problem stream depends on political stream, of which is represented by political tendency of ruling party - related personnel of Guangzhou Municipal Government play a key role. It is the occurrence of some notable traffic safety incidents that have caused the concern of the government officials. Secondly, policy stream also depends on political stream. Policy stream are not reflected in Guangzhou's "ban e-bikes" policy, while policy is still on schedule, policy recommendations are proposed by related government personnel. In addition, China's multi-party cooperation system under the leadership of the Communist Party, the Communist Party is the sole ruling party, decides the three streams of the policy agenda are mutually connected rather than independent. Political stream plays a decisive role among them. The definition of problem stream depends on the political stream represented by the ruling party's political orientation, and the policy stream is also dependent on the political stream.

It is the imperfect and obstructed multiple streams of "ban e-bike" policy in Guangzhou, including incompatible between "ban e-bike" solution and judging criteria, the closeness of policy community etc., laid hidden trouble for encountering setbacks even failure of "ban e-bike" policy implementation.

#### 4. Policy recommendations

4.1 To ensure policy legitimacy, and promote effective operation

In order to ensure the effective operation of policy, the policy legitimacy should be guaranteed. Legal policy should be in accordance with the relevant provisions of the Constitution and laws, and also be supported by the general public. For Guangzhou's "ban e-bikes" policy, an important reason for unappealing effect is that the policy legitimacy and rationality have not yet been widely recognized. Government departments should realize policy softening by the policy community, reduce the policy differences by carrying out education about policy necessity and rationality and improve the public recognition of "ban e-bikes" policy etc..

4.2 To actively reduce or eliminate impacts on main interest groups of "ban e-bikes" policy

To promote the change of Guangzhou's "ban e-bikes" policy, impacts on different interest groups of "ban e-bikes" policy should be actively reduced or eliminated, scientifically assess the degree of influence, prepare plans in advance for opposing voice and establishment of compensation mechanism. E-bike owners, e-bike manufacturers

and salers, industry associations and special industry practitioners taken e-bikes as means of short distance transport are the main opposing force of "ban e-bikes" policy. Therefore, we should formulate effective measures to reduce or even eliminate the adverse effects caused by these groups. For example, compensation for local e-bikes companies, buy back the original e-bikes or their used batteries etc.. For special industries such as express delivery, delivery, water, gas and others taken e-bikes as means of transport should not be treated equally, instead of creating special provisions, unified logo, and strict management etc..

4.3 To optimize agenda setting mode, and achieve multi-stakeholders' interaction

In the decision of Guangzhou's "ban e-bike" policy, the government decision-making and implementation departments are the main force. The single policy agenda setting mode dominated by the mass apparently ignores needs of the people, difficult to obtain broad public support. So optimize the agenda setting mode, then realize multi-stakeholders' interaction. Specifically, to make the automobile manufacturers and distributors, manufacturers of e-bikes, experts, scholars, public, industry associations, the media, and the e-bikes users involved in the agenda setting process, in order to decide policy agenda and outcome. This multi- interactive mode is conducive to reflect the needs of the public, but also absorb policy recommendations of policy elites, so that policy results could get more public support.

#### 5. Conclusions

This paper described and analyzed the structure of multiple streams of Guangzhou's "ban e-bikes" policy formulation and their internal specific influencing factors, explained the before-decision of policy change of "ban e-bikes" policy, points out the problems and defects in the decision-making, providing specific guidance how to promote policy change into the government agenda. The conclusion shows that the position and intensity of each stream are not identical, including easy identification of problem stream, incomplete political stream and relatively lack of policy stream. It is the imperfect and obstructed multiple streams of "ban e-bike" policy in Guangzhou that laid hidden trouble for encountering setbacks even failure of "ban e-bike" policy implementation. To this end, it is proposed to promote the policy softening, reduce or eliminate the negative impacts on main interest groups as well as optimize the agenda setting mode and other effective policy recommendations.

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