

Analysis on Policy Agenda of Tobacco Control in Haikou City from Perspective of Multi-source Current Model

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Keywords: Multi-source model, tobacco control, policy analysis, Haikou City

Abstract: The multi-source model is the theory of policy agenda setting. It answers why among the many questions in society, only specific questions become policy issues and are included in the policy agenda. On June 1, 2016, Haikou's smoking ban began, which is a milestone in Haikou's policy history. This paper analyzes the inevitability and necessity of the tobacco control policy in Haikou City from three aspects: the source of the problem, the policy source and the political origin. On this basis, the policy implementation and future development of Haikou tobacco control policy are discussed in combination with the characteristics of Haikou tobacco control policy.

1. Introduction

Multi-source model is the theory of policy agenda setting an American policy scientist named John Kinden. In life, there are many problems in the society, and everyone hopes that the problems which are closely related to themselves can be solved in the policy agenda, but only a few issues can become policy issues on the policy agenda. Kinden regards the process system of the whole policy agenda as the confluence of problem source, policy source and political origin. The three sources operate independently on the key nodes and open the "policy window" to put a question on the policy agenda. John Kinden believes that the reason why the problem can get attention into the policy agenda is because there have been major focus events in the source of the problem, which make the policy decision makers must deal with and solve the problem. In the policy source, there are experts to put forward a variety of solutions to the problem. The most persuasive people in the political stream influence policy makers to accept the plan and ultimately put policy on the agenda[1].

2. Multi-Source Composition of Policy Agenda of Tobacco Control in Haikou City

2.1. Source of Problem: Why the Issue of Tobacco Control in Haikou Is Concerned by the Government

Policy is a purposeful process of activity, and these activities are undertaken by one or a group of actors to deal with a problem or related matter[2]. The source of problems is the specific problem that policymakers need to consider in dealing with the affairs. Among them, social conditions and social problems are the external manifestations of the source and stream of problems. Crises, focus events and public feedback are all factors that cause problems to change. According to the analysis and information inquiry, I think the following specific problems are the source of the tobacco control policy in Haikou City.

2.1.1. Serious harm to National Health caused by Tobacco Products

More than a million people die from tobacco-related diseases in China each year. If current developments continue, the annual death toll will reach more than 3 million by 2050. Tobacco hazard is a serious public problem. The World Health Organization (WHO) lists tobacco epidemic problem as the key field of global public health control. Some studies show that the health care expenditure caused by tobacco in China is greater than that in public finance and taxation. In 2006,

the health care expenditure per cigarette (10 packages) was 0.21 yuan, and that caused by dependence was 10.27 yuan[3].

2.1.2.Strong Negative Externalities of Tobacco Products

Negative externalities are additional costs that are not compensated for in market activities. It can have negative effects on other subjects, resulting in increased costs or reduced benefits in economics. The consumption of tobacco products is a typical negative external effect of consumption. On the one hand, the problem of secondhand smoke and third hand smoke caused by smoking. The results of the National Sampling Survey on smoking showed that: 39.75% of the 340000 nonsmokers were exposed to passive smoking. Passive smoking is mainly in the home and public places. Cigarette smoke after burning contains more than 4,000 harmful substances to the human body is clear[4]. On the other hand, the consumption of tobacco products has caused great damage to the public environment.

2.1.3.The Smoking Rate of Hainan Residents is Higher Than the National level, Haikou Tobacco Control Has a Long Way to Go

The “2015 China Adult Tobacco Survey Report” shows that the smoking rate of Chinese people is 27.7%, but according to the data from the Hainan Centers for Disease Control and Prevention, the smoking rate among residents in Hainan Province is 33%. Therefore, the smoking rate of Hainan residents is higher than the national level. Under the background of the construction of Hainan International Tourism Island, tobacco control in Haikou City is facing with a severe situation and a long way to go.

2.1.4.Requirements of "Mass Entrepreneurship and Innovation Work" in Haikou City

Haikou's mass entrepreneurship and innovation work refers to the creation of a national civilized city and a national health city. On July 31, 2015, Haikou City held a mobilization conference for the founding of a national civilized city and a national health city, calling on the whole city to move quickly, to fight a "mass entrepreneurship and innovation" battle with the strength of the whole city and the wisdom of the whole people, and strive to use three years to win back the national civilized city and national health city two gold-lettered signboards. "Mass entrepreneurship and innovation work" in Haikou needs a local law as its own guidance and basis for patriotic health work, as a result, it is compliance with the trend pushed forward the formulation of the "measures for patriotic health management in Haikou City." Among them, there are a few in management method specially for "mass entrepreneurship and innovation" work "tailor-made". It can be said that the purpose of Haikou Municipal Patriotic Health Management method is to actively promote the mass entrepreneurship and innovation work in Haikou City, including its basic purpose of serving the mass entrepreneurship and innovation work.

2.2. Source of Policy: Basis of Policy Legitimacy and Endorsement by Experts

2.2.1.Support and Requirement of Upper Law

Although the National People's Congress has not yet passed specific legislation on tobacco control in public places, since the last century the State Council and its functional departments have formulated corresponding policies on tobacco control in public places. The National People's Congress also has some regulations on tobacco control in specific areas. (1) In the administrative laws and regulations formulated by the State Council and its functional departments, the 12th Five-Year Plan, adopted in March 2011 proposes that "implement a comprehensive ban on smoking in public places". It also includes the regulations on “Prohibition of Smoking in Public Transport and Waiting Rooms” formulated by various ministries and departments of the State Council in 1997. In 2011, the Ministry of Health issued the “Rules for the Implementation of the Regulations on the Administration of Public Places”, which stipulates that smoking is prohibited in indoor public places. The Ministry of Education issued a circular on matters relating to the prohibition of smoking in schools of all types and at all levels throughout the country in 2014. It requires schools at all

levels to fully carry out the work of smoking control, and so on. (2) The legislation of the National People's Congress on tobacco control in specific fields. The National People's Congress has not enacted legislation to ban smoking in public places by 2015. However, the Advertising Law passed by the Standing Committee of the National People's Congress in 1994 stipulates that tobacco advertising must be marked "harmful to health" and prohibits the publication of tobacco advertising through various channels.

2.2.2. Opinions and Suggestions of Experts and Scholars

At the 2015 meeting of the Haikou Municipal Committee of the Chinese People's Political Consultative Conference (CPPCC), Shi Huiling and Chen Wen, members of the Haikou Municipal Committee of the Chinese People's Political Consultative Conference (CPPCC), said they should step up tobacco control efforts and promote local legislation on tobacco control in Haikou. Haikou is the capital city of Hainan, and environmental construction is of great significance. As a part of displaying the image of Haikou civilized city, smoking control has been promoted to an important position day by day. Random smoking in public places, cigarette butts and other uncivilized behavior has seriously affected the image of Haikou. It is considered that the establishment of tobacco control system in the form of legislation is an important measure to build a civilized city in Haikou, and the legislative opportunity of tobacco control in Haikou has matured day by day. In addition, more and more experts and scholars have pointed out the importance of the anti-smoking legislation in public places during the two sessions of the National Committee.

2.3. Source of Politics: Role of Citizen Emotion and Political Environment

Source of politics refers to a political process that has an impact on the solution of a problem[5]. Among them, citizen sentiment and political environment are important factors. In the course of the policy of tobacco control in Haikou, the changes of citizen's mood and political ecology are the contents of the political source.

2.3.1. "Anti-Smoking Sentiment" of the Public Promotes the Tobacco Control Policy to Be Put on the Agenda

For a long time, the toxic smoke from tobacco products has caused great harm to public health. Citizens hope that their right to health can be remedied. According to the report of 2015 Chinese Adult Tobacco Survey released by the China Centers for Disease Control and Prevention, the awareness of the harm of secondhand smoke among the people in 2015 has been significantly improved. Among them, 64.6% knew that second-hand smoke could cause lung cancer, and the public including smokers showed a high degree of support for indoor smoking prohibition in public places. The percentage supporting the total smoking ban in medical institutions, workplaces, universities and taxis was 94.4%, 86.1%, 85.7% and 85.0% [6] respectively. Therefore, people who are aware of the harm of second-hand smoke have gradually expanded their anti-smoking sentiment, and their support for the complete ban on smoking in public places has increased, thus promoting the tobacco control policy to be put on the agenda.

2.3.2. Political Environment Constituted by the Global Anti-smoking Background Provides Favorable Conditions for the Introduction of Tobacco Control Policies

Political environment of our country: "A Comprehensive Ban on Smoking in Public Places" was proposed in the 12th Five-Year Plan adopted in March 2011. This is also a milestone in the political environment of China's tobacco control policy. In November 2014, the State Health and Family Planning Commission drafted the Regulations on Smoking Control in Public Places (Draft Submission) and solicited public opinions. The regulations stipulate that smoking is prohibited in all indoor public places. This is the first time in China to formulate administrative regulations in a nationwide comprehensive tobacco control. It can be seen that at the national level, the country has a comprehensive tobacco control as the development direction of the policy.

Global political environment: In November 2003, the Chinese Government signed the WHO Framework Convention on Tobacco Control with 192 member States of WHO. In 2005, the

standing Committee of the National people's Congress ratified the Convention, promised that, on January 9, 2011, our country will ban smoking in public place completely. At this moment, China's provinces and cities to increase the development of smoking control activities and publicity. And the impact of World No Tobacco Day on May 31 every year on Chinese cities has deepened as government publicity has increased. It provides a good international political environment for haikou to introduce anti-smoking policy.

2.4. Coupling of "Three-Source-Stream" of Tobacco Control Policy in Haikou City

Kingden believes that when the three streams come together, the window of policy decisions in specific areas opens. The process of three-source-stream coupling is called the window of policy. On April 12, 2016, Haikou City held a legislative discussion meeting on formulating the Measures of Haikou City on the Administration of Patriotic Health in Haikou City. Legislative experts and some university scholars discuss and demonstrate the contents of management methods including smoking control clauses. At this time, Haikou City formed the three sources of tobacco control policy convergence, the policy window can be opened. After the demonstration meeting, the "measures for the Administration of Patriotic Health in Haikou City" was adopted by the standing Committee of the Haikou Municipal people's Congress on April 27, 2016. Approved by the standing committee of hainan provincial people's congress, it came into effect on June 1, 2016.

3. Characteristics and Prospect of Tobacco Control Policy in Haikou City

3.1. Characteristics and Evaluation of Tobacco Control Policy in Haikou City

3.1.1. The specialty of tobacco control is not strong

The background of the introduction of the "measures for patriotic health management in Haikou" is mainly to meet the needs of "mass entrepreneurship and innovation work" in Haikou City. Its main purpose is not to control tobacco, and the proportion of tobacco control provisions is very small. The policy enforcement of the smoking control clause after mass entrepreneurship and innovation work may encounter resistance.

3.1.2. The legislative level is higher

Haikou Municipal Patriotic Health Management Measures is a local law adopted by the Standing Committee of Haikou Municipal People's Congress, not a normative document formulated by the Haikou Municipal People's Government or its functional departments. The legislative level is high and the influence is great from the point of view of the main body of legislation.

3.1.3. Some policy provisions are vague

Haikou City's Patriotic Health Administration measures stipulated the smoking control place, supervision body and punishment in Haikou City. However, some of the content is still unclear, resulting in difficult implementation of tobacco control measures. For example, the lack of specific rules of punishment, the subject of law enforcement is vague, so that the violator can not be effectively punished. In addition, the definition of public places is not clear.

3.2. Prospects for Future Development of Tobacco Control Policy in Haikou City

It has been more than two years since Haikou City's Patriotic Health Management method was put into effect, and some achievements have been made, especially in providing legal basis and guarantee for mass entrepreneurship and innovation work in Haikou City. However, whether the "management measures" in the "post-mass entrepreneurship and innovation era" can still be paid more attention to and be carried out smoothly, and the actual effect of the provisions on smoking control in public places in the implementation of the policy should be further studied. During the mass entrepreneurship and innovation period, Haikou City's various functional departments, including the public security department, urban management department, community street office coordinated smoking control activities in public places. However, the tobacco control work is a

continuous long-term work, in the process of policy implementation needs the cooperation of various departments, and with the long-term bad habits developed by the public and the business interests of a certain game and competition. So there will be a lot of resistance to policy implementation in the long run. How to continue to promote Haikou tobacco control work will be a long-term problem. In addition, whether it is necessary for Haikou City to legislate separately on tobacco control policy in the future in order to enhance the public's understanding of smoking control in public places and the importance attached to the implementation of government policies are also worthy of consideration in Haikou City. The standing Committee of the National people's Congress of many cities has promulgated a special policy on tobacco control at the level of effectiveness of local laws and regulations. Therefore, tobacco control legislation should be one of the development directions of Haikou tobacco control policy.

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