

# Exploration on Government's Role Definition in Shared Bike Management

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**Abstract**—The shared bike service provided by enterprises has solved the problem of “last mile” for public travel largely, but the consequent management defect has not only hindered the development of shared bike but also tested the management capability of the government. This paper analyzes the government’s role definition in shared bike management and points out the government’s defect in role definition of guider, manager and supervisor. Based on this, this paper proposes corresponding suggestions on role perfectness thus to promote the government management on shared bike.

**Keywords**—role definition; shared bike; government

## I. INTRODUCTION

In recent two years, the rapid development of shared bike in China has played positive role in effectively solving the problem of “last mile” for public travel<sup>1</sup>, moderating urban traffic congestion and establishing green travel system, which has promoted the development of shared economy. Though the shared bikes have brought convenience for the public, there still exists with many problems. The government is the responsibility subject for external management of shared bikes. Accordingly, the shared bikes cannot escape from government management and control in order to realize healthy development, while the existing problems of shared bikes are strongly related to the government’s role defect. Therefore, this paper conducts research on the government’s role definition in shared bike management, hopes to offer improvement suggestions through analyzing and demonstrating the government’s role in shared bike management thus to help government to perfect its role definition and enhance its public management level.

<sup>1</sup> “Last mile” refers to a certain distance from rail transportation stop or bus stop to home, wherein, the ideal walking distance should not be more than 800m. But in reality, many areas are covered incompletely; as a result, insufficient feeder transportation management support causes super-long distance of last walking distance, which is inconvenient.

## II. RESEARCH BACKGROUND OF GOVERNMENT’S ROLE DEFINITION IN SHARED BIKE MANAGEMENT

The predecessor of shared bike refers to the public bike dominant by the government. “Shared bike” has raised funds and occupied the national market rapidly by aid of technology advantages such as non-stake, no maintenance, finding bike through positioning and network payment, which has presented an explosive growth, replaced the public bike gradually and largely solved the problem of “last mile” that the government has just made little achievements for many years. According to the authoritative Special Report on Summer Market of Shared Bike in China in 2017 of iiMedia Research, the user scale in shared bike market of China in 2018 will reach to 0.298 billion <sup>2</sup>. It can be seen from related data that the users of shared bike occupy a large number. However, shared bike also causes endless management problems in spite of it’s convenience to the public. For example, the large quantity of shared bikes in Shijiazhuang, Beijing and Shanghai occupy a large quantity, which causes disordered parking to occupy public space and hinder public’s use in public resources; a large number of shared bike enterprises flow into the market to cause vicious competition, some weak enterprises can just make declaration of bankruptcy, which causes non-return of guarantee deposit and damages the interest and right of users; In many regions, some users lock, hide and even damage the shared bike privately; And in Shanghai, some children under 12 years old have casualty accidents in using shared bike. These problems cannot just be seen as the enterprise management level but have the urban management level, which need the government to intervene and conduct management.

In August of 2017, the Ministry of Communications cooperated with multiple ministries and commissions to publish the Guidance Opinions on Encouraging and

<sup>2</sup> Special Report on Summer Market of Shared Bikes in China in 2017

Standardizing. The Development of Internet Bike Leasing hereinafter referred to as "Guidance Opinions", which points out the government will support and encourage the shared bike, besides, the government should give full play to its role to cooperate with enterprises to manage the shared bike. The Guidance Opinions lays special emphasis on establishing orderly bike release mechanism, publicizing and guiding users to use shared bike in a civilized way, the local government departments cooperating to establish joint work mechanism for supervision and so on. It can be seen from the Guidance Opinions that the local government has the roles of guider, manager and supervisor in shared bike management.

Currently, the specialists and scholars' researches on government management on shared bike are still in the preliminary stage, and most researches on shared bike base on the perspectives of shared economy and enterprise management. Search for the key word of "shared bike" in CNKI, you can obtain 4,549 articles while you can obtain 4 articles only when searching for the key words "shared bike + government's role". Therefore, under the situation of the government being the responsibility management of external management subject of shared bike, researching the shared bike management from perspective of government's role definition is of great practical significance and theoretical significance. Accordingly, this paper centers on the government's role definition in shared bike management for research.

### III. GOVERNMENT'S ROLE DEFECT IN SHARED BIKE MANAGEMENT

At present, the government reform in our country targets at the strategic objective of transforming from "construction-orientation government" to "public service type government", wherein, intensifying the public service function of the government is the important content of government function transformation. In this part, the author mainly selects the representative cities where shared bike has developed maturely, such as Beijing, Chengdu, Shanghai, Guangzhou, Shenzhen and Nanjing, to combine their current management situations with local policies thus to analyze the government's role definition.

#### A. Achievements

Currently, in some cities where the shared bike has developed and been managed maturely, the local governments have issued the management methods on shared bike management and have made some achievements. For instance, in view of guider role, Chengdu government has clearly specified the publicity responsibility of the publicity department and news media. The publicity role of news and public opinion can be worked to enlarge industrial influence and guide the citizens to use shared bike in a correct and civilized way<sup>3</sup>; In view of manager role, except Chengdu, Shanghai and Beijing have successively banned new release of shared bikes. Besides, the governments have made appointments with various shared bike enterprises and

required them to release and maintain bikes according to regulations<sup>4</sup>. Guangzhou, Beijing and Hangzhou governments have cooperated with the shared bike enterprises to set electronic fence and optimize the electronic fence positioning technology thus to realize more refined bike operation and management; in view of supervisor role, Beijing and Shanghai governments have made appointments with related shared bike enterprises and emphasized the guarantee deposit problem faced by the users. Guangzhou Municipal Traffic Committee suggests the related enterprises to establish credit + blacklist mechanism to supervise the shared bike.

#### B. Problems

Certainly, the central government and the local governments of some cities where the shared bike has developed maturely have issued some management methods on shared bike, and have made some management achievements. However, the shared bike management problem still exists, the local governments still have defect in the function roles of guider, manager and supervisor.

1) *Guider role defect*: It can be seen from analyzing the existing policies published by local governments that the management policies of various local governments mainly center on the problems of shared bike parking, guarantee deposit supervision and users' interest and right guarantee, but there are no corresponding policies to guide enterprises and restrict the shared bike destroyers, which lack of wholeness and pertinence.

According to one questionnaire of Pukou Branch of Nanjing Public Security Bureau, 33% of citizens suggest related departments shall distribute the road resources in a planned way thus to enhance shared bike usage space reasonably; 31% of citizens think it is needed to enlarge publicity and guide the users to use shared bike correctly, punish the uncivilized usage behaviors and encourage civilized use; besides, 36% of citizens think it is needed to further perfect the traffic laws and management standards<sup>5</sup>. It can be seen from the questionnaire data that the governments have published related management policies but give little guidance and education to the public. Besides, the punishment on uncivilized behaviors and vicious usage behaviors is little, which cannot arouse the public to use shared bike in a civilized way. The public still hopes the governments can enlarge the guidance on standardized use of shared bike. In the Technology Guidelines on Shared Bike Parking Area Setting in Urban Roads of Guangzhou, the guidance function covers incomplete scope but just gives guidance to the shared bike parking in central urban area without covering the suburbs.

2) *Manager role defect*: In the standardized management process of shared bike, the government has defect in the manager role. It can be seen from published

<sup>3</sup> Explanation on Pilot Suggestions on Encouraging The Development of Shared Bike in Chengdu

<sup>4</sup> [http://news.cnwest.com/content/2018/04/15/content\\_15770166.htm](http://news.cnwest.com/content/2018/04/15/content_15770166.htm)

<sup>5</sup> <https://baijiahao.baidu.com/s?id=1565077207719732&wfr=spider&for=pc>

policies that there are many government management departments related to shared bike management but there is no clear stipulation about which department is the main management department. The functions of various departments are unclear, which causes mutual buckpassing of various departments. Besides, the departments lack management initiative. Especially it is easier to cause function fragment phenomenon when multiple departments manage the same thing. For example, in the shared bike management process, the guarantee deposit collected from the public should be managed by the third party financial department, while the shared bike driving and parking should be managed by the traffic control department and urban management department.

The local governments manage the total quantity of shared bikes improperly, for instance, in the morning and evening rush hours, the shared bikes will be intensively used in bus station, subway station, working units and neighborhood units, while the people in other places cannot find shared bikes. The excessive concentration of shared bikes causes resource waste. In addition, the serious gathering phenomenon of shared bikes in business area causes crowded traffic, public resource waste and urban burden increase to some extent<sup>6</sup>.

3) *Supervisor role defect*: In the standardized management process of shared bike, the local governments have defect in supervisor role. Currently, the local governments mainly center on guarantee deposit supervision but lack of powerful supervision on shared bike industry entry standards and conditions, accident responsibility confirmation and so on. Only Beijing, Shanghai and Shenzhen have perfect supervision measures on guarantee deposit, other regions just mention to supervise this aspect roughly. Though related policies propose to conduct supervision on guarantee deposit of users and require related enterprises to establish special account to manage the guarantee deposit, the actual result is unsatisfactory. What's more, the local governments have poor executive force in supervision. The government departments in most regions make clear stipulations on shared bike parking lot setting, banning the children under 12 years old to use shared bike, banning the shared bike being ridden in motorway, the shared bike enterprises needing to purchase commercial insurance for users and so on, but they fail to be responsible in the actual supervision process, and related problems still exist. For instance, many primary students under 12 years old still use shared bike; Xiaoming Bike has made a declaration of bankruptcy in Guangzhou, and the local court has required the enterprise to return guarantee deposits of 700,000 Yuan to users, but the enterprise refused the judgement. Therefore, the written judgement becomes a scrap of paper only and the users' right and interest cannot be guaranteed.

#### IV. REASONS FOR GOVERNMENT'S ROLE DEFECT

##### A. Lack of Perfect Legal System

The various-level governments fail to formulate targeted laws and regulations on shared bike management. According to the open literatures and materials, the central government has just issued guidance opinions but offer incomplete laws and regulations to clearly specify how the various-level governments should manage the shared bike. The top design of laws and regulations of the central government is imperfect, and the guidance opinions are too ambiguous, which lack of congruity and specificity. For example, though the guidance opinions point out to ban the shared bike enterprises to provide service for the children under 12 years old, no there is no related punishment stipulations on the violations. The Guidance Opinions on Encouraging and Standardizing the Development of Internet Bike Leasing published by multiple ministries and commissions points out that the local government departments shall conduct management on parking of shared bike, but no specific management measures are provided for local governments for reference. The temporary management methods published by local governments belong to normative documents instead of laws and regulations. Therefore, there are no laws and regulations suitable to shared bike management from perspective of local governments. The buckpassing between local government departments mostly owes to lack of perfect legal system. Because the shared bike management scope exists with functional cross, and there are no clear stipulations on the main department for shared bike management, the phenomenon of "multiple departments managing one thing" appears.

##### B. Imperfect Supervision Policy of Local Government

Some cities where the shared bike has developed maturely have successively issued the temporary management methods on shared bike management, and they have made certain achievements, but the supervision policies of local governments are imperfect, which causes that the supervision subjects involve different administrative levels such as city, district, street, etc. Based on the management system of hierarchical control mode, owing to the "identical responsibility", the responsibility division of the superior government and subordinated government is ambiguous and causes the basic-level government has difficulty in playing the role in shared bike supervision<sup>7</sup>. Some local governments have published imperfect supervision policies thus to cause non-implementation of partial supervision behaviors. For example, the highest punishment of 2000 Yuan and detention of 15 days in Shenzhen as well as the arrest point management of traffic police in Hongkou of Shanghai is difficult to be implemented in reality. In addition, the supervision policies of local governments lack of perspectiveness and comprehensiveness. For a series of shared bike management problems, the related 10 shared bike management departments didn't issue the guidance opinions of the central government until August of 2017.

<sup>6</sup> Research report on the current survival situation and existing problems of shared bikes in 2017

<sup>7</sup> Shared bike: management problem of one city [N]. Beijing Business Today, 2018-1-24

Besides, the temporary management methods on shared bike will not appear until the shared bike problems seriously affect urban management, which is too late. The local governments have failed to restrict the problems from the source. Currently, the supervision policies published by local governments center on certain perspective without involving all shared bike problems, wherein, the management scope mainly concentrates on shared bike parking and guarantee deposit supervision, and various regions have not conducted systematic supervision and management on market competition of shared bike enterprises, public resource occupying and civilized use of users in shared bike, the policies lack of wholeness and pertinence. Moreover, the supervision policies of local government lack of credit system. Nowadays, credit occupies an important position in market economy, which not only restricts the market subject but also limits the market participants. In the shared bike management, the local governments supervising the related enterprises to establish credit system is beneficial for enhancing market entry standard, reduce market elimination rate of shared bike enterprises and guarantee interest of users.

### C. Unclear Role Definition of Local Government

The local governments mainly center on their roles of guider, manager and supervisor in shared bike management process, but obviously, they have insufficient cognition on these three roles. Firstly, guidance, contain the meanings of leading and guiding. The guiders have initiative and always can guide the followers before being guided. But in view of the current management situation of shared bike, the local governments guide the public and the shared bike enterprises insufficiently and give no play to their leading role in urban management. Government give more guidance, centers on leading, more effect will be obtained if they play the role of guidance. Secondly, because the shared bike is an emerging thing and it belongs to public articles provided by the market, which belongs to the category of shared economy, therefore, the local governments hold a wait-and-see attitude. They haven't realized that the shared bike has the nature of quasi-public product. Besides, the shared bike has characteristic of externality, accordingly, in face of the urban management problems brought from shared bike, namely, the negative externality of shared bike, the local governments should take the responsibility of manager to make intervention instead of letting it be regulated by the market. Furthermore, the shared bike exists with crossed scope, that is, the shared bike enterprise and the government should be responsible for same kind of management problem. Speaking of such kind of problem, the local governments have existed with management lagging, and they think the related enterprises should bear the responsibility, such as the parking management of shared bike. If the shared bike is parked at the roadside, traffic jam will appear and public resources will be occupied. While roads belong to urban public resources, the local government should manage the resource occupation problem. The local government departments should cooperate with the shared bike enterprises to set parking lots in the shared bike parking standardization process, therefore, both of them are responsible for shared bike management. Thirdly, the poor supervision of local governments involves

another important reason besides the imperfect supervision policies published by the local governments, that is, the local governments neglect their supervision role, which give no play to their function to cause poor supervision.

## V. GOVERNMENT'S ROLE PERFECTNESS IN SHARED BIKE MANAGEMENT

The idea of shared bike conforms to the ideas of innovative development and green development in our country, makes up for the demand vacancy owing to slow development of public bike, stimulates the innovation and development potential of public bike more. The local government departments should realize active participation. They shouldn't let it develop constantly freely and should specify their roles of guider, manager and supervisor in the shared bike management process, strengthen their role definition and continuously perfect their roles.

### A. Perfect Its Guider Role in Shared Bike Management

Management focuses on guidance, and guidance is primary. In order to realize practical management on shared bike, the local governments should play their guider role from source, give full play to the leading role in urban management and transform external management to self-constraint.

1) *Perspective of regulation*: As the overall controller, the central government should stand on a macro perspective and target at the nonstandard problems existed in shared bike management thus to issue perfect laws and regulations, formulate corresponding management measures, guide and prompt the related enterprises to perfect their own management systems thus to provide institutional guarantee for public service. The local governments can base on the particularity of shared bike development to formulate characteristic system, guide and manage the shared bike effectively thus to realize standardized management on shared bike.

2) *Perspective of publicity*: The local governments should carry out education demonstration publicity, guide the citizens to abide by related laws and regulations on road traffic security and urban management as well as stipulations in service agreement, realize civilized travel, safe riding and standardized parking, cherish shared bike and parking facilities, accept the credit restriction of related enterprises and the punishment of police office and urban administration department. Meanwhile, the local governments should also publicize the related policies and regulations on urban management to operators, guide them to enhance their management level, realize rational release, service supporting and legal operation. What's more, the local governments can issue related reward policy to encourage shared bike enterprises to provide public service effectively and normatively, facilitate and serve the public. Furthermore, they can also enter the campus to carry out education activities. For middle school and primary school students, they can make full use of the class meeting courses



to carry out “civilized riding and safe travel” activities thus to strengthen security education on the primary school students under 12 years old and educate them not to use shared bike; strengthen security education and civilized riding education to the middle school and primary school students who are allowed to ride shared bike; besides, they can reveal and criticize some behaviors of disordered parking, stealing and cut-in through teaching activities to guide the students to form habit of civilized behaviors.

#### *B. Perfect the Management Role in Shared Bike Management*

The various-level governments should be result-oriented and conduct effective management on public service. Firstly, they should perfect the establishment of legal system, issue related policies to specify the main responsible department for shared bike management, reasonably distribute the management authorities of different departments and fully motivate the management enthusiasm of the management departments. Besides, they should give full play to their own initiative, combine generality and particularity together to conduct targeted and effective management on nonstandard management problems. The local governments and related departments can refer to the law related to share economy such as Contract Law<sup>8</sup> to increase shared bike supervision regulations, dispose of illegal behaviors, optimize and entry, operation and exit mechanisms. Secondly, the local governments should fully give play to the role of market macro regulator, and rely on “visible hands” to regulate the shared bike market. Besides, they can introduce the PPP mode to cooperate with related enterprises and base on social capital to develop public cause, which can not only make for the cost defect of government in providing public service but also can fully motivate the market enthusiasm. Meanwhile, they should strengthen market entry management, establish enterprise evaluation system, estimate the enterprise liability ability, reasonably control the release quantity of shared bike thus to make the release quantity meet with the urban population demand thus to keep a balanced status. The government’s management role is not suitable to related enterprises but to the public as well. Furthermore, the local governments should also establish credit rating system, cooperate the shared bike enterprises to evaluate the credit rating of the users, which is helpful to reduce loss of shared bikes. Thirdly, the local governments should strengthen their role definition, under the situation of respecting the market operation rule and fully playing the leading role of market in resource allocation, strengthen their role definition constantly, correctly and fully give play to the government’s role and cooperate with the shared bike enterprises to manage the shared bikes.

#### *C. Perfect the Supervisor Role in Shared Bike Management*

Firstly, the various-level governments should formulate perfect and scientific supervision policy. The central

government should formulate perfect supervision policy, specify the main responsible department for shared bike management, prompt the local governments to establish effective supervision system, establish the coordinated mechanism with local supervision departments, distribute responsibilities clearly and realize refined management on shared bike. The local governments should modify and formulate a series of legal systems to meet with the basic market supervision situation, enlarge supervision degree, enhance market entry threshold, perfect the various social guarantee systems and measures for shared bike, investigate and punish the illegal and unreasonable shared bike enterprises, promote communication between the industry and consumers, launch the insurance system and reduce the losses to minimum extent in face of problems. Secondly, the local governments should also strengthen their role definition of supervisor, enhance the supervision ability of various supervision departments constantly, make clear the supervision responsibilities, conduct supervision according to the management policy strictly thus to realize the supervisor function practically. For example, the capital supervision department issues related supervision policy and regulations, adopt measured to strengthen standardized management, guarantee the capital security of users and eliminate the worries of users. The traffic committee and urban management department publish detailed supervision rules to guide and restrict the users and operators, standardize the parking behaviors of users and parking order. Meanwhile, they specify the rights and responsibilities of the operators, users and bikes, such as accident caused from shared bike, responsibility definition of users, bikes and operators, thus to promote benign and healthy development of shared bike market. Thirdly, the government should strengthen supervision on users. Though the public is the main subject for government’s interest protection, unreasonable use of shared bike will also violate the legal interest of the shared bike enterprises. Therefore, the government should strengthen cooperation between the urban management department and the shared bike enterprises, establish supervision position to supervise the bad behaviors of disordered parking, besides, they should punish the violations such as breaking traffic rules, artificial damage and stealing strictly according to related laws and regulations thus to standardize the civilized riding behavior.

## VI. CONCLUSION

As an emerging thing, shared bike has become a highlight in cities. How to realize healthy and orderly development of shared bike and serve the public better have become the problems needing to be solved by the government urgently. The government plays the roles of guidance, management and supervision in shared bike management, therefore, the government’s role definition should be recognized in order to manage the shared bike better. Only in this way can the role of shared bike be played and can it become a splendid landscape.

<sup>8</sup> Xu Yucai, Zhong Weizhong and Ye Linfeng, Research on common dilemma of shared bike and government role defect [J] Knowledge Economy, 2018(8): 60-62

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