

A Quantitative Study on the Policy Text of Chinese Government Purchasing Public Sports Services under the Background of the Smoking Ban: From the Perspective of Policy Tools

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Abstract: Under the background of the smoking ban China, the quantitative analysis of policy texts is adopted to analyze 90 existing policy texts that are closely related to the government's purchase of public sports services in China. A two-dimensional analysis framework of policy instruments is constructed in this paper to analyze the government's purchase of public sports services policy from the perspective of the Y dimension of the policy instruments, which includes three participants: government departments, social organizations and individual citizens, and the X dimension of the economic, political, administrative, management and social policy instruments, revealing the concrete performance of the government's purchase of public sports services policy as the transformation of government functions. Some problems such as insufficient use of some policy instruments in the policy text and further improvement of the management system are found, and corresponding suggestions are put forward in order to provide theoretical reference for policy improvement.

Key words: smoking ban; government purchase; public sports services

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INTRODUCTION

In 2006, the *Eleventh Five-Year Plan for Mass Sports Development* formulated by the General Administration of Sport of China was released as the earliest "policy text" for the Chinese

government to purchase public sports services, pointing out that "the government should meet the demand for public sports services through public finance, and at the same time, the society and the market should provide quasi-public sports goods and private goods to participate in it". After the "Eleventh

"Five-Year Plan" was put forward, with the improvement of the quality of life of Chinese residents and the continuous development of sports undertakings, the contradiction between supply and demand of mass public sports services became more prominent, which made the government's policy of purchasing public sports services gradually appear. According to the goals set forth in the requirements of the World Health Organization's Framework Convention on Tobacco Control, starting from January 2011, China will completely ban smoking in all indoor public places, indoor workplaces, public transportation and other possible outdoor workplaces. In the important guiding document issued in 2013, *Guiding Opinions of the General Office of the State Council on Government Purchasing Services from Social Forces* (G.B.F. [2013] No. 96), it was proposed for the first time that the government should gradually increase its efforts to purchase services from social forces in basic public services such as "culture and sports", which was the first time that the government directly mentioned the purchase of public sports services at the national level. In order to regulate the government's purchase of services from the society, the Ministry of Finance, the Ministry of Civil Affairs and the State Administration for Industry and Commerce jointly formulated the *Administrative Measures on Government Purchase of Services (Provisional)* in 2014, which is the first legal document on the scope of purchasing public services. The Administrative Measures on Government Purchase of Services promulgated in March 2020 improved and supplemented the previous interim measures, and re-regulated the contents and behaviors of government purchase of services. As of the time of publication, many local governments in China have issued relevant policies on smoking control and smoking bans in public stadiums. At present, although the government has made a lot of achievements in purchasing public sports services with the support of many policies, it still cannot alleviate the main contradiction in the supply of public sports services in China. Many domestic scholars have conducted in-depth

research on policy implementation and put forward the view that "it is worse for a policy not to be implemented or not to be implemented effectively than not to have a policy, and policy implementation is the key measure for a national policy to come into effect on the ground", but few have studied the policy text. Yan Jianhua believed that the current legislative level at the national level is low, most of which are policy documents with conflicting contents, and the scope and procedures for purchase are not rigorous enough¹. Wang Zhankun thought that the standardization of government procurement of public sports services faced the dilemma of insufficient motivation, nonstandard procedures, imperfect systems and unbalanced regional development². Chen Yiru held that in order to better promote the sustainable development of public sports services, it is necessary to have effective strategies and conduct in-depth research on the theoretical framework and system structure of public sports services, so as to provide effective and practical decision-making strategies for the government to purchase public sports services, thus promoting the continuous development of public sports services. Literature review shows that previous studies on policies for the purchase of public sports services tended to focus on policy implementation, less on the text, especially on the overall policy text. What policy instruments does the government use to purchase public sports services? What are the characteristics of the policy text of purchasing public sports services? With these problems, the author will analyze the policy texts of government purchasing public sports services, and analyze these policy texts and their characteristics by using the method of text quantitative analysis, so as to provide reference for policy improvement.

METHODOLOGY

Principles of Text Screening

In this paper, the text collection of the government's policy of purchasing public sports services mainly followed three principles.

(1) Integrity. In order to comprehensively cover the policy texts of purchasing public sports services in China, all relevant policies since the promulgation of the *Guiding Opinions of the General Office of the*

State Council on Government Purchasing Services from Social Forces were selected as policy samples.

(2) Authority. In this paper, the policy texts of local government purchasing sports public services in China were comprehensively collected. Firstly, the basic concept of local government was defined, that is, administrative units at the provincial level and below except the central government. Next, according to the defined basic concepts, the policy texts related to purchasing sports public services were collected by visiting the websites of sports bureaus of provincial units and municipal governments one by one. Then, the collected keywords of "purchase of sports services", "purchase of sports services by local governments", and "purchase of sports public services by local governments" were used for retrieval in the "PKULAW" and "Full Interactive Database of Chinese Legal Resources", respectively, because these two databases covered the vast majority of government policy documents that were made public, and retrieval therein could guarantee the authority of data sources.

(3) Uniqueness. In the process of data search, if the same policy has been revised (such as the *Administrative Measures for Government Purchase of Services (Provisional)* mentioned in the introduction), duplicate checking will be carried out when searching for the text, and it will not be included if identified as the same

document. Duplicate documents will be compared and, if presented differently, will be re-included into the database.

As the collected policy texts are numerous and complicated in content, in order to ensure the accuracy and representativeness of policy sample selection, the collected data sources are screened in addition to the above three principles: First, the policy content is closely related to the local government's purchase of sports public services, which should directly stipulate and reflect the local government's attitude and measures to purchase sports public services. Second, the types of documents must be laws and regulations, plans, schemes, opinions, measures, notices, announcements and other documents that reflect policy intentions, and are included neither in the informal decision-making documents such as replies, letters, leaders' speeches and work reports, nor in some local working documents.

Number of Screened Texts

Through text screening, 90 relevant policy texts of government purchasing public sports services were preliminarily searched, and the text analysis was carried out from the perspective of policy instruments, in order to grasp and understand the characteristics of Chinese government purchasing public sports services policy as a whole.

Text Coding

01Implementation Opinions of the General Office of the Anhui Provincial People's Government on Strengthening School Sports to Promote the Comprehensive Development of Students' Physical and Mental Health (FBM-CLI-12-1209176)
02 Implementation Opinions of the Office of the People's Government of Anqing City on Strengthening School Sports to Promote the All-round Development of Students' Physical and Mental Health (FBM-CLI-12-1228174)
03 Notice of the General Office of the People's Government of Anshan City on Issuing the Implementation Plan for the Supply-side Structural Reform of the Sports Field in Anshan City (FBM-CLI-12-1400807)
04 Implementation Opinions of the people's Government of Beijing City on Accelerating the Development of the Sports Industry and Promoting Sports Consumption (FBM-CLI-12-1091664)
05 Implementation Opinions of the People's Government of Benxi City on Accelerating the Development of the Sports Industry and Promoting Sports Consumption (FBM-CLI-12-1173959)
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87 Implementation Opinions of the People's Government of Zhejiang Province on Accelerating the Development of the Sports Industry and Promoting Sports Consumption (FBM-CLI-12-1091474)
88Notice of the Hunan Provincial Committee of the Communist Party of China and the Hunan Provincial People's Government on Issuing the Implementation Plan of Hunan Province to Implement the "Outline of the "Healthy China 2030" Plan" (FBM-CLI-12-1404028)
89Notice of the Xuancheng Municipal Committee of the Communist Party of China and the People's Government of Xuancheng on Printing and Distributing the "Healthy Xuancheng 2030" Plan (FBM-CLI-12-1504453)
90Notice of the General Office of the Chongqing Municipal People's Government on Issuing the 13th Five-Year Plan for Sports Development in Chongqing (FBM-CLI-12-1729356)

Fig. 1 Policy text selection table

The 90 selected policy texts were numbered alphabetically (Fig. 1) and the specific clauses in the policy texts were used as basic analysis units and coded one by one in the way of "Policy Text Number-Chapter where the clauses are located-Clause Number-Sub-Clause Number under the clauses (partially existing)" by using the executive research analysis software Nvivo12 (Fig. 2). For example, "30-5-4" means "(4) Signing the contract. After determining the entity undertaking the purchase of services, the purchaser and the entity undertaking the purchase shall sign a contract within the specified time to specify the specific matters

such as the calibration, quantity, price, quality requirements and service period, payment method of funds, rights and obligations and liabilities for breach of contract of the purchased services." in Chapter 5 of the *Notice on Printing and Distributing the Implementation Plan of Hunan Provincial Government for Purchasing Public Sports Services*. This clause should be included in the "Market-centered Policy instrument" in which the dimension of policy instrument is coded as an economic instrument. It should be noted that if a policy clause uses multiple policy instruments, it will be coded repeatedly according to the type of policy instruments (as shown in Fig. 2).³

Name		document	Reference point
Management tools		31	72
Performance management	14-18、23-1-5、23-3-7、30-5-6、40-1-2、40-3-4、47-10-3、50-10-2、50-10-3-2、50-10-3-3、56-5-3、56-17-6、59-13、65-5-1、65-8-2、67-15-6-4、67-15-6-6、69-6-2、6-12、6-16、6-19、76-14、76-15、76-16、78-3-6、78-4-8、79-7-5、7-5-1、7-6-2、82-1-2、82-3-4	17	31
Contingency management	48-6、51-4-1	2	2
System Management	12-3-1、13-4-2、23-3-4、23-3-6、30-6-3、31-2-10、3-2-2、40-3-5、42-2-1、44-3-3、46-4-1、47-10-1、50-5、53-4、56-17、65-8-1、67-3-2、68-3-1、69-6-1、71-3-12、76-12、79-8-1、82-3-5、82-4-4、8-4-1、	23	25
Information management	14-11、30-5-2、37-14、40-4-3、47-10-2、56-12、59-10、76-8、76-9-2、78-3-2、78-4-2、78-4-5、79-7-2、82-4-3、	11	14
Administrative tools		40	64
Administrative law	14-1、40-1、47-1、53-1、53-4、56-1、56-3、59-1、65-1、65-4-1、67-1、6-1、6-11、76-1、78-1、78-3、79-1、7-4-1、82-1	14	19
Administrative rewards and punishments	40-4-4、47-10-3、3-6、56-19、59-14、61-2-8、69-6-2、6-18、76-9-5、78-4-9、79-8-2、7-6-2	12	12
Administrative inducement	10-11、12-4-3、13-4-2-5、20-2-15、20-2-20、28-2-6、31-2-1、34-1-3-3、36-4-2、3-2-2-3、40-1-2、42-2-5、45-3-6、49-2-5、4-2-1-4、4-2-3-11、52-2-2、52-11-2、54-4-2、5-2-2、63-4-5-3、68-3-1、6-3、72-2-6-2、73-2-3-2、75-3-2-6、79-2-1、79-8-3、82-1-2、82-4-1、86-2-5、88-4-1	28	33
Economical tools		37	90
Financial tools	14-10、14-15、20-3-1、23-3-5、27-3-2、28-3-4、30-5-1、33-3-2、40-3-3、42-3-2、45-3-4、47-8-1-1、47-8-2-1、48-5、49-3-2、50-8-2、53-4、54-4-2、56-11、56-15、56-16、58-15、59-10、61-4-26、62-3、65-4-2、65-6、65-7、67-13、67-15-6-5、69-4-1、69-4-2、69-5-2、6-4-5、6-10、72-3-1、75-4-2-1、76-11、77-3-14、78-3-1、78-4-1、78-4-9、79-7-4、7-4-2、82-3-3、87-3-2	34	46
Market-centric tools	14-13、23-1、23-3-4、30-5-4、40-1-2、40-3-1、40-3-2、41-4-1、45-3-1、46-2-2、47-8-2-2、50-8-3、53-4、56-2、56-13、56-14、59-2、59-3-3、59-8、59-9、59-11、63-4-2-2、65-4-3、65-5-1、67-3-3、67-11-1、67-11-2、67-12、67-15-6-3、69-4-3、69-5-1、6-2、6-4-1、6-13、6-15、76-2、76-9-4、78-3-4、78-4-4、79-7-3、7-4-2、7-4-3、7-5-2、82-1-2	22	45
Social tools		8	10
Public-private partnership	28-2-1-6、48-5、79-2-3、87-2-1	4	4
Public participation and hearings	23-1、67-3-5、6-16、6-19、6-20	3	5
Volunteer Organization	81-2	1	1
Political tool		53	60
Political management	11-2-1、14-17、15-14、16-3-3、17-3-5-6、18-4-11、19-2-9、1-14、21-2-2、22-2-9、23-1、23-3-6、24-2-8、25-13、26-2-7-3、29-14、2-14、30-6-3、32-2-2、33-2-1、35-7、38-4-1、39-15、40-3-5、40-4-4、43-2-2、47-10-1、50-10-1、53-6、54-3-2、54-4-4、55-3-3-5、56-17、57-4-5、60-15、63-4-2-1、63-5-1、64-2-9、58-8-1、65-8-2、66-2-9、6-17、70-2-7、72-2-1、74-3-3-7、77-2-10、78-3-5、79-8-1、79-8-2、7-6-1、7-6-2、80-14、82-3-5、83-3-2、84-4-5、85-4-5、87-2-1、89-4-1-2、90-3-1、9-2-1-5	53	60
Total		90	296

Fig. 2 Coding table

ANALYSIS ON GOVERNMENT'S POLICY OF PURCHASING PUBLIC SPORTS

Policy text analysis is an analytical method combining quantitative and qualitative research, which converts policy documents expressed in language rather than quantity into data expressed in quantity and describes the analysis results in statistics. Through the "quantitative" analysis of the policy documents, the analysis of the policy content finds out the characteristics that can reflect the policy intention and certain essential aspects of the policy process and are easy to count, which makes the understanding of the government policy behavior more direct,

SERVICES FROM THE PERSPECTIVE OF POLICY INSTRUMENTS

Policy Text Analysis

profound and accurate. The result of policy content analysis is relatively objective because it focuses on the policy intention and policy process reflected in the policy literature, rather than on people, thus overcoming the subjectivity and uncertainty in the qualitative research. The policy instruments in the government's policy of purchasing public sports services are the specific policy instruments and methods adopted by the policy-making departments to promote the government to purchase public sports services, which are used to judge the characteristics of our government's policy of purchasing public sports services.

Construction of Two-Dimensional Framework of Policy Instrument

The combing of the policy text reveals that the relevant subjects of government purchasing public sports services mainly involve three factors, namely, individual citizens, purchasers (government purchasing departments), and purchasers (social organizations or enterprises),

which are therefore taken as Y dimension to examine the effectiveness of government purchasing public sports services policy. Finally, in this paper, the X dimension based on basic policy instruments and the Y dimension based on relevant government administrative departments, social organizations and individual purchasing behavior subjects are formed, so as to construct a two-dimensional spatial analysis framework for policy instrument analysis (as shown in Fig. 3).⁴

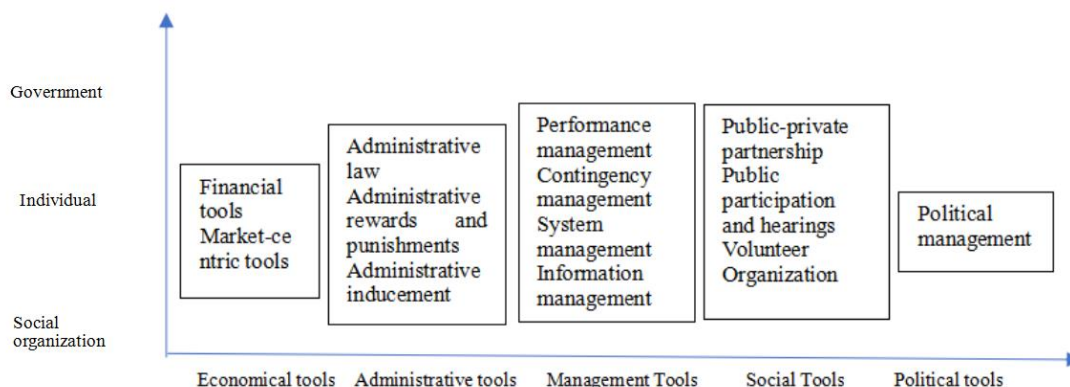


Fig. 3 Policy tool analysis structure

Selection of Basic Policy Instruments

Since that research object is the local government's purchase policy of sports public services, the policy instruments that are classified into supply-type, demand-type and environmental-type by the British public policy scholars Rothwell and Zegveld commonly used in domestic policy-based quantitative research were not used in this paper^{5,6}. Instead, after studying Professor Ding Fuxing's *Choice and Evaluation of Policy Instruments for Government to Buy Social Services*⁷ according to Professor Chen Zhenming's introduction to China's policy instruments research in *New Progress of Domestic Policy Instruments Research from 1998 to 2016*⁸, the policy instruments were divided into five categories⁹ which are economic instruments, administrative instruments, management instruments, political instruments and social instruments according to classification by Tao Xuerong. Detailed operational instruments were listed for selection under each category, as the basis for this paper to

construct an analysis framework of policy instruments.

Economic instruments are the means used by the government to give or take material benefits in order to achieve its own intentions and policy objectives, by which prices, wages, profits, interests, taxes, funds, fines, economic contracts and economic responsibilities are used to organize, mediate and influence the activities of local governments and organizations providing sports public services.^{10,11}

Administrative instruments are the methods by which the government uses power and authority to implement policies in accordance with administrative systems, administrative levels and administrative divisions by administrative means such as administrative orders, instructions, regulations and rules and regulations, not only to bind on management counterparts, but also to strongly bind on administrative personnel, and to ensure the fairness of policy implementation as much as possible.

Management instruments refer to the methods of using the management concepts and methods of enterprises for reference to the public sector and absorbing effective experience to achieve policy

objectives. They are very practical during the period when service providers provide services, and use performance evaluation to achieve the expected effect of purchasing services.

Political instruments refer to the means and techniques by which the government uses various political resources in order to achieve its own intentions and policy objectives. Political resources are the political means and wealth that political subjects can influence others' behaviours. When local governments purchase sports public services, they mainly use soft political resources, i.e. wealth, prestige, knowledge, information, etc. Political resources are the source of strength for maintaining the smooth progress of public policies and the basic guarantee for realizing public policies.

Social instruments refer to the methods of using social resources to achieve policy objectives on the basis of an interaction.

X-dimension Analysis based on Two-Dimensional Instrument Analysis Framework

On the basis of coding the content analysis unit of the policy documents, through repeated reading, understanding and consideration of each specific policy clause, the policy documents are classified according to the established policy framework for the purchase of public sports services by the government, and the distribution map of the policy instruments for the purchase of public sports services by the local government shown in Fig. 4 is formed.

As shown in Fig. 4, the allocation ratio of policy instruments for the local government's purchase of public sports service policies is 31% for economic instruments, 24% for management instruments, 22% for administrative instruments, 20% for political instruments and 3% for social instruments.¹²

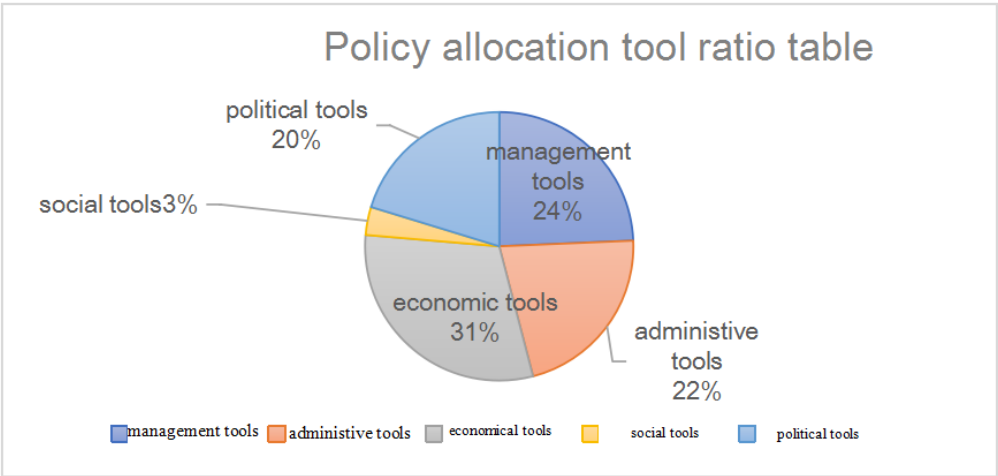


Fig. 4 Policy tool ratio distribution map

(1) Reasonable proportion of economic instruments.

The economic instruments are the policy instruments that account for the largest proportion in the policy literature references, and the financial instruments and the market-oriented instruments account for 51% and 49% of the economic instruments references. From the perspective of reference proportion alone, the proportions of financial instruments and market-oriented instruments are not significantly

different. However, from the number of documents involved, financial instruments are used in 34 policy documents and market-oriented instruments are used in 22 documents. Of course, both instruments are used in some documents. However, in terms of the number of documents, financial instruments account for a relatively large proportion, indicating that they are also common means for local governments to purchase public sports services, because they mainly use economic inducement, reduce taxes, use special funds for special purposes and other means to make

use of the profit-seeking nature of enterprises to achieve the policy objectives. Although the number of documents of market-oriented instruments is less than that of financial instruments, it is also an indispensable part of the local government's purchase of public sports services, among which contract contracting is the most commonly used way for the government to purchase public sports services. Economic instruments are the most commonly used policy instruments for the government to purchase public sports services, but there is no overflow phenomenon. The purchase of public sports services is essentially an economic act. The more economic instruments and the more diversified they are, the more favorable they will be for the promotion of such policies. Businessmen are profit-driven, and extensive use of economic policy instruments can motivate the buyers.

(2) Unbalanced use of various means in management instruments.

Performance management account for up to 43% of the references to management instruments in the policy literature, followed by system management and information management, at 35% and 19%, respectively, and contingency management is the least, at only 3%, indicating that the performance management instrument is the main one at this stage, and the government mainly takes performance appraisal as the standard of the service provided by social organizations or institutions. It is found in many policy documents that the government will organize a performance appraisal team to evaluate the social organizations or institutions providing the services during and after the service period, so as to intuitively see whether the public sports services purchased by the government have played their due role, and at the same time, to supervise the social organizations and institutions providing the services. System and information management account for a certain proportion in the management policy instruments, among which information management needs to be strengthened, because a good information platform can better select and supervise social organizations or institutions, and

the publicity of the information platform can also better enable the masses to supervise and achieve transparency. Contingency management is relatively inadequate. The essence of the government's purchase of public sports services is the government's decentralization and government service outsourcing. Only by using more contingency management can the change from "taking in" to "letting out" be accelerated, and the change from a management-oriented government to a service-oriented government be accelerated.

(3) Basically flat proportion of political instruments and administrative instruments.

Among the references in administrative instruments, administrative inducement accounts for the most, reaching 51%, administrative laws accounts for 30%, and administrative rewards and punishments account for 19%. Proportion distribution shows that at present, the administrative instruments for local governments to purchase public sports services are mainly administrative inducement. As an inducement means besides economic inducement, administrative inducement adopts non-mandatory means to make policy objects voluntarily engage in the work or activities encouraged by the government. According to the policy documents, the main methods are to use examples. Administrative laws often appear in the policy documents to control and regulate the administrative power and protect the legitimate rights and interests of administrative counterparts. Administrative laws and administrative rewards and punishments complement each other that administrative laws serve as a code of conduct and administrative rewards and punishments are the corresponding means. However, administrative rewards and punishments are aimed at both administrative personnel and management counterparts. The implementation of policies needs the responsibility of administrative organs and their administrative personnel as well as the support and assistance of management counterparts. By means of punishment and rewards, the enthusiasm of both parties can be better mobilized and the policy objectives can be achieved.

Political instruments are overused. The specific means of political instruments is political management, alone accounting for 20% of all

references, which is disadvantageous for the government to purchase public sports services. Since the essence of purchasing services is the government's decentralization, excessive political management will hinder the development of service-oriented society and dampen the enthusiasm of service providers.

(4) Insufficient use of social instruments.

Social instruments are the least policy instruments, among which public participation and hearings account for 50%, public-private partnership accounts for 40%, and volunteer organizations account for only 10%. Although public participation and hearings account for a relatively large proportion, but with a very small reference base, and are only mentioned in three policy documents, which is not a good phenomenon, because local governments buy public sports services to provide better sports services for the masses. However, how can the government know the needs of the masses without the participation of the masses, which is the same as the previous sports activities with the government as the main body. Through public-private partnerships, private capital, business experience and expertise can be leveraged to better deliver public services. Public-private cooperation in government purchasing social services is also very necessary and effective. Long-term and stable cooperation may be needed for some public sports services, but its supervision needs to be strengthened. Although voluntary service is not the main policy

instrument for local governments to purchase public sports services, it can sometimes reduce the need for government action or reduce the burden on the government, but its application scope is limited and its proportion is relatively small, which can be explained.

Y Dimension Analysis base on Two-Dimensional Instrument Analysis Framework

In this study, a reference data map related to the participation of Chinese government in purchasing public sports services was made, as shown in Fig. 5. The number of references involving relevant government administrative departments is the largest in the policy formulation of purchasing public sports services in China, indicating that the government is in the leading position in the development of purchasing public sports services. The gradual participation of social organizations in promoting the government's policy of purchasing public sports services is also an important measure for the transformation of government functions in China at present, because cooperation between government departments and social organizations can further seek and explore various channels, ways and mechanisms of cooperation between the government and social organizations. In addition, it is confirmed in Figure 5 that there are few policies related to individual citizens in the government's policy of purchasing public sports services, and it is necessary to listen to the opinions of the masses more in order to better choose the purchase of service types and ultimately serve the masses well.

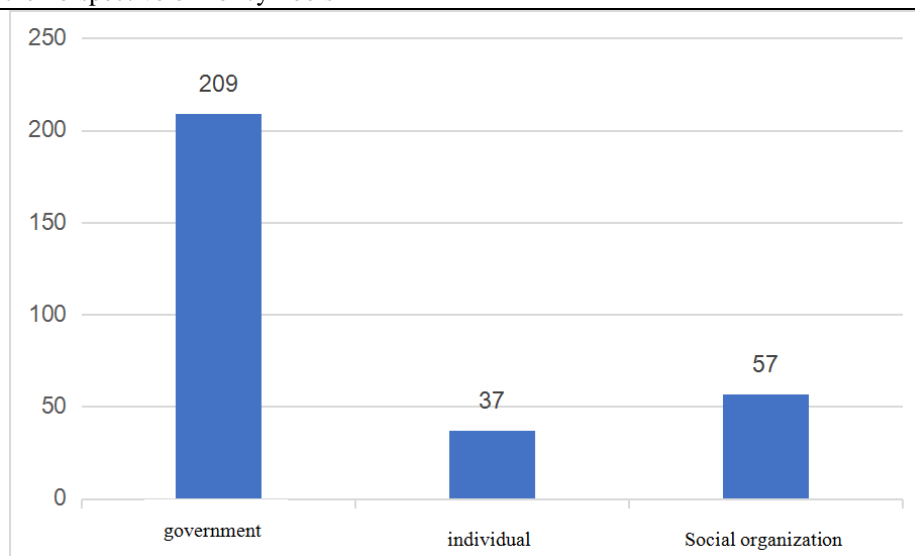


Fig. 5 Participating subject reference point data map

CHARACTERISTICS OF THE GOVERNMENT'S POLICY OF PURCHASING PUBLIC SPORTS SERVICES IN CHINA

The Policy Instruments are Dominated by Economic Instruments

On the whole, China mainly uses economic instruments in the local government's purchase of public sports services, with social instruments accounting for the smallest proportion. Management instruments, administrative instruments and political instruments are relatively less used but still play a significant role, indicating that the local government is more inclined to purchase public sports services from social organizations or enterprises, ignoring the application of social instruments. As far as the policy instruments of specific instruments in each type of instruments are concerned, the use of instruments is overflowing or insufficient in varying degrees.

The Government's Policy of Purchasing Public Sports Services in China is a Concrete Manifestation of the Transformation of Government Functions

The core policy of purchasing public sports services in China is the *Administrative Measures for Government Purchase of Services (Provisional)* formulated in 2014, which is the

first legal document on the scope of purchasing public sports services. Although public sports are mentioned only once, it makes it clear that basic public services including public sports "should be included in the government purchase service guidance catalogue", which means "must" be included in terms of legal effect. Therefore, this is the first time that the government's purchase of public sports services has been confirmed by law. By 2020, the *Administrative Measures for Government Procurement of Services* was issued, which improved and supplemented the previous interim measures and re-regulated the content of government procurement of services. "The content of government procurement of services includes public services provided by the government to the public, as well as ancillary services necessary for the government to perform its duties." At the same time, there are more detailed regulations on not including the scope of government purchase services. "1. Services not within the scope of government duties; 2. Matters that should be directly performed by the government; 3. Government procurement of goods and works as stipulated by laws and administrative regulations, and projects for packaging works and services; 4. Financing behavior; 5. Recruitment and employment of personnel of the purchasers, employment by way of labor dispatch, and establishment of public welfare posts, etc.; 6. Other matters stipulated by laws, administrative regulations and the State Council that shall not be taken as the contents of government purchasing

services." It is easy to find out from these policies that China has been standardizing the government functions, from the previous "all-embracing" to the present stipulated purchase of service scope, symbolizing the government's transformation from a management-oriented government to a service-oriented government.

RESEARCH CONCLUSIONS

As policy instruments are not only the basic means to achieve policy objectives, but also an effective way to conduct policy analysis, the study of local government's purchase of public sports services policy from the perspective of policy instruments can clearly show the internal deficiencies of the current local government's purchase of public sports services policy in China after analysis.

1) Since the "Regulations on Smoking Control in Public Places" was promulgated, governments throughout China have implemented tobacco control management for local sports venues, clearly defined the scope of no-smoking places, stipulated a total ban on smoking in indoor public places, and specified a total ban on smoking outdoors.

2) The quality of local tobacco control legislation in China is low, and the operability of legal provisions needs to be improved. We must recognize the gap with developed countries in Europe and America, actively explore ways to effectively promote legislation and law enforcement, and provide opinions and scientific basis for local tobacco control legislation in China. Therefore, future local legislation needs to combine local economic development and cultural environment to carry out on-site inspections to solve the problem of government regulations that are difficult to meet the scope and measures of tobacco control legislation, no smoking signs, responsibilities of operators and managers of no smoking places, establishment of smoking spots, and tobacco control Publicity and education, help for smoking bans, penalties for illegal tobacco control regulations, and the transformation of the tobacco farming industry,

such as the need for content expansion, lack of operability in the system, and insufficient authority for law enforcement. In addition, from the perspective of legislative effectiveness, local people's congresses, rather than local governments, are encouraged to take the lead in legislation.^{13,14}

3) Since the promulgation of the "Regulations on Smoking Control in Public Places", governments throughout China have implemented tobacco control management for local sports venues, clearly defined the scope of no smoking places, stipulated a total ban on smoking in indoor public places, and specified a total ban on smoking outdoors. Public places.

POLICY RECOMMENDATIONS AND OUTLOOK

Increasing the Application of Social Instruments

Although at present one of the main policy instruments for local governments to purchase public sports services in China is the economic instrument, which is in line with the profit-seeking nature of for-profit social organizations and can achieve the policy objectives well, the influence of such instruments is bound to be weakened as the state and society promote the purchase of public sports services.

Therefore, in the future purchase process, it is necessary to further optimize the structure of political instruments and appropriately increase the use of social instruments, so as to cultivate public-private partnerships of some enterprises or social organizations and make use of private capital, business experience and professional technology to better provide public services. At the same time, in order to better provide services for the masses, the government can effectively understand the needs of the masses through public participation and provide corresponding services in a more targeted manner. Moreover, the government can allow the masses to supervise and ensure the transparency of the purchase process.

Strengthening the Proportion of Management Instruments

Stable management instruments can standardize the market order, restrain the illegal operation in the purchasing process, improve the working efficiency

of the government in purchasing public sports services, and reduce the instability of purchasing public sports services at the initial stage of entering the market. In order to further strengthen the organization and management of the purchase of public sports services, it is possible to increase the use of management instruments to establish and improve a specialized institutional management system, and promote the government to purchase public sports services through the establishment of an effective institutional mechanism for the purchase of object selection and purchase process modeling. At the same time, different service items are modularized and standardized to form a complete set of modes from the selection of purchase objects, the evaluation during service period to the user experience after the service expires, and the data formed by means of the big data platform can be quickly screened and grabbed when the same or similar items need service next time.

Increasing the Application of Policy Instruments in Public Sports Service Period

Judging from the text of existing documents, most of them are still in the early stage of the process of standardizing the purchase of public sports services, that is, selecting the purchased service items, providing service providers and purchase details, and less standardizing the service period, and many of them are just organizing experts to conduct performance appraisal. In order to do a good job in public sports service, firstly, it is suggested to substantially increase the public participation in purchasing public sports service. It is suggested to establish an evaluation mechanism for the served masses. At this stage, most of the evaluation materials are provided by service providers for government professionals to review during the service period, in which the masses do not participate. However, most of the service projects are set up to meet the needs of the masses, the service effect should be evaluated by the service recipients, i.e. the masses, and the service satisfaction should be scored through

mobile phone App and other forms, which can motivate the enthusiasm of service providers to provide better services. Secondly, new purchase methods shall be added to the existing purchase process. According to the existing documents, the purchase method is too single, which only includes the contract system. The purchase method similar to voucher system can be added to enrich different types of purchase methods, so that more enterprises and social organizations can have the opportunity to provide public sports services. Finally, social resources should be fully utilized, and social voluntary service organizations and individuals should be encouraged to participate in public sports services.

Promoting De-Administration Reform and Reduce the Use of Administrative Instruments

Vigorously promote the de-monopolization reform of four types of social organizations, namely, trade associations and chambers of commerce, industrial and commercial economy, public welfare services and social services, to break the monopoly pattern. Allow multiple trade associations to be established in the same industry according to actual needs. Allow public welfare service social organizations to be named with "honored brand". As long as the names are different, they may apply for the establishment of public welfare service social organizations with the same or similar business scope in the same administrative region. Except as stipulated by laws and regulations, no organization or individual may be forced to join a social organization, and no social organization may refuse to join an organization or individual without justified reasons. Trade associations and Chambers of Commerce shall not engage in any form of industrial monopoly acts that violate the order of market economy, etc. Party and government organs and business units shall not initiate or appoint sponsors to form social organizations such as trade associations, chambers of commerce, industrial and commercial economy, public welfare services and social services, nor shall they hold or appoint or entrust other organizations or individuals to run private non-enterprise units. Public officials (on duty) shall not hold part-time posts within social organizations.

CONCLUSION

According to the above analysis of the policy instruments of local government purchasing public sports services, the following policy suggestions can be put forward in order to further optimize the policy of local government purchasing public sports services in China and help the development of public sports services.

Author Declaration

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