

# CRITERIA FOR ASSESSING STATE MANAGEMENT FOR COMMUNITY-BASED TOURISM DEVELOPMENT IN VIETNAM

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***Abstract:** Evaluation of management results is an important content of state management for community-based tourism development. It is aimed to determine whether and to what extent management objectives have been achieved. Besides, it can also determine the conformity of regulations on community-based tourism development in reality in the provinces, as well as its efficiency and effectiveness in the provinces; Apart from that, it can identify the shortcomings of state management for community-based tourism development. Accordingly, adjustments can be made to ensure the sustainable development of community-based tourism. The objective of the paper is to use the outcome model, the theories on assessing the state management results, the common set of criteria for assessing the performance of state management and the opinions of experts in tourism industry, thereby propose criteria to evaluate the results of state management for community-based tourism development in Vietnam towards the sustainable development of this tourism type in our country.*

***Keywords:** State management, tourism, community-based tourism, state management for community-based tourism development*

## **I. Introduction**

Evaluating management results is an important content of state management for community-based tourism (CBT) development, aiming to determine whether and to what extent management objectives have been achieved; determine the conformity of regulations on community-based tourism development in reality; efficiency and effectiveness of state management in the provinces;

identify the shortcomings so that on that basis, adjustment or changes of irrelevant constituent elements (objectives, objects, resources, tools, performance apparatus capacity, etc.) can be made to ensure a sustainable community-based tourism development.

Like many other areas of state management, generally, the content of assessing state management results for tourism and community-based tourism

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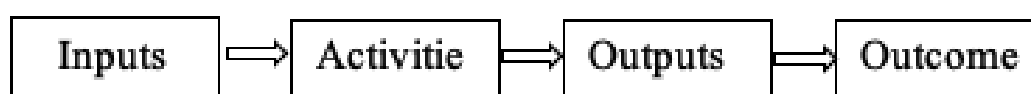
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development is shown in administrative reports, which are made periodically (monthly, quarterly, or every 1 year, 5 years, etc.). However, because there has been no unified regulations on requirements for assessing each content of state management, these reports may not comprehensively reflect the level of achievement of the state management's objectives, their assessment or evaluation not may not be realistic enough for each locality. Therefore, at present, the use of criteria to evaluate state management is of great interest in all fields, although this is a complicated job, one of the reasons is there are many criteria and target which cannot be quantified. Up to now, the criteria for evaluating tourism development and community-based tourism development have been developed at different levels, but no research has been found on the criteria for evaluating the results of state management. for community-based tourism development

[2] . Therefore, it is necessary to study the criteria for evaluating the results of state management for community-based tourism development, helping to reflect more comprehensively the level of achieving the objectives of this activity, then making reasonable adjustments to ensure a sustainable community-based tourism development.

## **II. Theoretical foundations and research methods**

To develop evaluation criteria for state management of community-based tourism development, this paper applies the results-based approach and methodology of policy assessment of the Asian Development Bank. [1,4]. The results-based approach is shown through the Outcome Model described in Figure 1 [4]. This method has been applied in a number of fields of land management, education, health care, e-commerce... [3,5].



*Figure 1. Outcome model*

*Source: [3]*

The components on the model are explained as follows [1,4]:

- Inputs are resource factors (used in state management) such as finance, regulations of the legal system on tourism and related, capacity of officials and other physical resources used in the management process.
- Activities are the tasks of civil servants in order to turn resource elements

(inputs) into results (outputs), which are the contents of state management for CBT development.

- Outputs are the number of developed community-based tourism sites, administrative decisions about management, products and services that result from the intervention related to intermediate outcomes, having short- term or medium-term effects.

- Outcomes are the intermediate effects of the output, that is, the implementation of the community-based tourism development plans; tourism investment activities of individuals, businesses, etc.

The main tool in the policy evaluation methodology of the Asian Development Bank is a set of general criteria for assessing the performance of state management, including four main groups of criteria: effectiveness, efficiency, suitability and sustainability [1].

*Efficiency:* State management efficiency is understood as “state’s power in demonstrating the power of the state apparatus to influence the subjects managed in the system by legal tools, policies, appropriate decisions, in achieving management goals and satisfying practical needs of society. To a certain extent, the efficiency of state management is reflected in the focus on policy making, decision-making, and strict enforcement in accordance with certain frameworks in order to achieve the desired management goals”. [1]. For CBT development, determining the efficiency of state management for community-based tourism development in a broad sense is to answer two questions related to the correctness and extent of achieving community-based tourism development goals. In the narrow sense, it is a comparison between the goals and results of state management of community-based tourism development.

The final result (output) of community-based tourism development can be:

- Economy: the number of active community-based tourism sites, the total number of visitors to the community-based tourist sites, the average income of the community, etc.

- Society: not generating or being able to control social evils from tourism activities.

- Environment: being able to protect the natural and social environment, preserving cultural values.

*Effectiveness:* According to Nguyen Huu Hai (2012), “The effectiveness of state management is reflected in such aspects such as achieving the maximum state management target with a certain cost of resources; achieving certain goals with the minimum cost of resources; achieving the goal in relation to the cost of resources (financial, human, etc.) and in relation to the political effectiveness, social effectiveness “ [1]. Thus, in essence, the effectiveness of state management “is the result of activities of state administrative management entities in relation to the level of cost of resources (financial, labor power, time, etc.)” .

The effectiveness of state management for community-based tourism development is considered on the basis of the cost used to gain management objectives, or in other words, the cost for management to create the final results of state management for community-based tourism. The results of state management for the development of CBT are usually increasing income and job creation, increasing number of tourist visits, contribution to socio-economic development, improving living standards of the community, etc.

In fact, it is very difficult to make a clear distinction between effectiveness and efficiency, in other words, effectiveness and efficiency have a relatively slight boundary.

*Suitability:* Suitability is the consideration of state management inputs for community-based tourism development (legal regulations, organizational structure, human resources, technical equipment, finance, management's selection goals, etc.) if they are suitable or not with the reality of socio-economic development. It is also the consideration of the suitability between lower-level goals and higher-level ones. The suitability of state management for community-based tourism development is measured through the following factors: the suitability of plannings, decisions, regulations, etc. on community-based tourism; the goal of developing community-based tourism with reality; the relevance of local community-based tourism policies with national policies; the degree of conformity of community-based tourism standards issued by state management agencies with the local reality, etc.

*Sustainability:* The sustainability of state management for community-based tourism development is understood as the sustainability of the results produced by state management. The level of sustainability is measured through the association of CBT development orientations with that of other sectors and fields of the locality and the country; the contribution level in socio-economic development of CBT; the level of preserving tourism resources and protecting the environment in the development of community-based tourism, etc.

In addition to adopting the results-based approach and methodology of the Asian Development Bank's policy assessment, the paper uses the method of collecting and analyzing secondary data and documents related to state management, community-based tourism development and related matters. The method of conducting sociological surveys is also used to consult experts (who are managers, researchers, etc. related to state management of CBT development) on criteria for evaluating the results of state management for community-based tourism development. The survey was carried out through online questionnaires with a list of 20 expected criteria to consult experts (agree/disagree with each criterion) and room for the experts to add criteria beyond the expected list. The link to the online questionnaire along with the request for comments was emailed to 120 experts from state management agencies, research institutes, universities, etc. related to community-based tourism development. The survey was carried out within 2 months (April 2020 - May 2020) and received 113 replies.

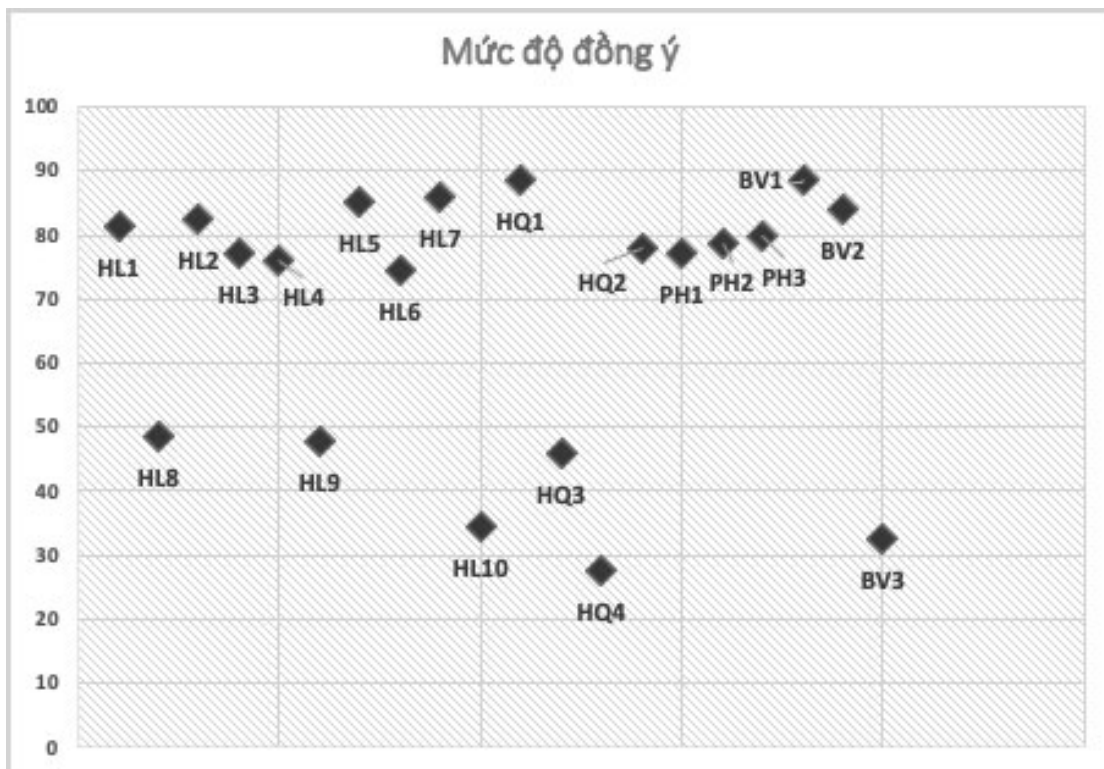
### **III. Findings and discussion**

The paper has applied the outcome model, the methodology of policy assessment of the Asian Development Bank [1] and the survey to build a set of criteria for assessing state management for community-based tourism development. From the characteristics of state management for community-based tourism development [2], it is possible to determine the content of the components of the outcome model. Accordingly, the input factors of state management for

community-based tourism development include resources for implementing community-based tourism development, especially policies that prioritize community-based tourism development. The main activities are the contents of state management for the development of community-based tourism; Outputs can be the number of developed CBT sites, the contribution of CBT to the socio-economy, etc.. The intermediate results are the implementation of the CBT development planning, tourism investment activities of individuals, businesses, etc.

On the basis of the common set of criteria for assessing the performance of state management of the Asian Development Bank, the content of state

management for CBT development, the regulations on tourism development in general and community-based tourism in particular in the legal documents, identified factors of the outcome model of state management for CBT development, to evaluate the actual state management for CBT development, the paper proposes 20 criteria for suitability, sustainability, effectiveness and effectiveness. The list of criteria has been submitted to experts (who are managers, researchers, etc. related to state management of community-based tourism development). From the survey results shown in Figure 2, in which the criteria of effectiveness, efficiency, suitability and sustainability are denoted by the corresponding letters HL, HQ, PH, BV.



*Figure 2. Conformity of criteria for evaluating state management results for CBT development*

*(Source: Survey conducted by the author)*

According to the figure above, 14 criteria received over 70% consensual comments with a fairly high degree of influence, 6 criteria had low agreement of less than 50% (HL8, HL9, HL10, HQ3, HQ4, BV3). This may be because these criteria are already included among others (non-independent criteria).

Based on the above analysis results, a list of 14 criteria used to evaluate the results of state management for community-based tourism development in terms of suitability, sustainability, effectiveness and effectiveness are shown in Table 1.

*Table 1- Evaluation criteria of state management for CBT development*

<b>Symbol</b>	<b>Criteria</b>
<b>I</b>	<b>EFFICIENCY</b>
HL1	Awareness level of subjects participating in community-based tourism development activities
HL2	Level of security and safety when developing community-based tourism
HL3	The level of cultural and environmental conservation when developing CBT
HL4	The adequacy of the objectives and orientations of CBT development in tourism proposals and planning
HL5	The responsiveness of the infrastructure for CBT development
HL6	The level of providing statistical information, forecasts and policies to encourage the development of community-based tourism
HL7	The degree of coordination among local departments, industries, etc. in CBT development management
<b>II</b>	<b>EFFECTIVENESS</b>
HQ1	The level of CBT development in the provinces (compared to its potential, etc.)
HQ2	Satisfaction of the community and businesses with state management
<b>III</b>	<b>SUITABILITY</b>
PH1	The degree of conformity of the objectives in plannings, strategies and plans for CBT development with reality
PH2	Suitability of local community-based tourism policies with national policies
PH3	Suitability of CBT standards promulgated by state management agencies with local reality
<b>IV</b>	<b>SUSTAINABILITY</b>
BV1	The degree of coherence of community-based tourism development policies with other local and national socio-economic development policies
BV2	Contribution of community-based tourism to poverty alleviation and promotion of socio-economic development in the locality

The application of the above criteria allows to quantitatively assess the results of state management for community-based tourism development in the localities, contributing to proposing more appropriate orientations and solutions to improve state management as well as strengthen the development of community-based tourism in Vietnam.

#### **IV. Conclusion**

Strengthening the state management for community-based tourism development is an important requirement to improve the efficiency of CBT development in the current market economy and international integration conditions. To do so, it is necessary to have criteria to evaluate this activity, creating a basis to make necessary adjustments, towards the sustainable development of community-based tourism. The article uses Outcome Model, combined with the theories on evaluating state management results and studying the general set of criteria for assessing the performance of state management mentioned in [5] (Asian Development Bank, 2013), to propose 04 groups of criteria to evaluate the performance of state management for community-based tourism development, which are criteria of effectiveness, efficiency, suitability and sustainability of state management for community-based tourism development with 14 specific criteria.

These criteria allow the quantitative assessment of state management results for community-based tourism development in localities, contributing to proposing more appropriate orientations and

solutions to improve state management, as well as strengthen the development of community-based tourism in Vietnam.

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