

Copyright Undertaking

This thesis is protected by copyright, with all rights reserved.

By reading and using the thesis, the reader understands and agrees to the following terms:

1. The reader will abide by the rules and legal ordinances governing copyright regarding the use of the thesis.
2. The reader will use the thesis for the purpose of research or private study only and not for distribution or further reproduction or any other purpose.
3. The reader agrees to indemnify and hold the University harmless from and against any loss, damage, cost, liability or expenses arising from copyright infringement or unauthorized usage.

If you have reasons to believe that any materials in this thesis are deemed not suitable to be distributed in this form, or a copyright owner having difficulty with the material being included in our database, please contact lbsys@polyu.edu.hk providing details. The Library will look into your claim and consider taking remedial action upon receipt of the written requests.

The Hong Kong Polytechnic University
School of Hotel and Tourism Management

**FACTORS AFFECTING THE IMPLEMENTATION CAPABILITY OF LOCAL TOURISM
ADMINISTRATIVE ORGANIZATIONS (TAOS) IN POLICY/PLAN IMPLEMENTATION
IN CHINA: A CASE STUDY**

WANG Dan

**A thesis submitted in partial fulfillment of the requirements for the
Degree of Master of Philosophy**

May 2007



**Pao Yue-kong Library
PolyU • Hong Kong**

CERTIFICATE OF ORIGINALITY

I hereby declare that this thesis is my own work and that, to the best of my knowledge and belief, it reproduces no material previously published or written, nor material that has been accepted for the award of any other degree or diploma, except where due acknowledgement has been made in the text.

WANG Dan

ABSTRACT

Abstract of Dissertation entitled “Factors Affecting the Implementation Capability of Local Tourism Administrative Organizations (TAOs) in Policy/Plan Implementation in China: A Case Study” submitted by WANG Dan for the degree of Master of Philosophy at The Hong Kong Polytechnic University in August, 2006.

This study aims at identifying the factors affecting the implementation capability of the local tourism administrative organizations (TAOs) in China when implementing a tourism policy or plan. Based on the understanding that tourism policy/plan implementation in China is an inter-organizational process in which tourism administrative organizations coordinate with other actors and stake-holders to obtain resources to implement a tourism policy/plan, this study examines what factors affect the capability of the tourism administrative organization to coordinate and cooperate with other actors. A qualitative investigation using case studies at different administrative levels (province, municipality, and county) in Yunnan Province, China was conducted.

Factors which constrain and/or facilitate implementation capability were identified and

examined. Based on the study findings, a framework of factors affecting the implementation capability of the local tourism administrative organizations was developed. Finally, some propositions were developed to further illustrate and provide some insights about the nature of the relationships between factors and the implementation capability of the local tourism administrative organization

Key words: Tourism Policy & Planning, Policy Implementation, China, Tourism Administration

ACKNOWLEDGEMENTS

My deepest thanks and appreciation go to my research supervisor and mentor, Dr. John Ap. I do not think I can overstate the impact John has had on my growth as a researcher. Thank you for teaching me how to find out solutions instead of just telling me the solution. I am also influenced by your devotion to the course of education. The lessons I have learned from John will carry me through my career. Throughout my life, John, you will always be my respectful mentor, but also my friend.

I also would like to extend my heartfelt gratitude to Professor Carols Lo and Dr. Thomas Bauer, members of my research advisory committee. Thanks for their interest in my research and their patience and confidence in my ability to carry it through. Their comments and critiques on the earlier drafts of this thesis have deeply enriched the overall structure and style. Thanks also to the members of my examination board including external examiners Professor David Airey and Professor Joseph Cheng and the Chairman Professor Cathy Hsu. Their constructive suggestions have helped this quality final version of my thesis, and their encouragement has given me confidence in continuing my academic career.

Next, I would like to acknowledge the person who got me to graduate school in the first place, Professor Zhuang Zhiming at East China Normal University. Professor Zhuang granted me invaluable opportunities to get to know what the term ‘research’ means. He convinced me to go to graduate school and offered generous help in the process of my graduate school application. My special thanks go to Mr. King Chong for his early suggestions in framing my topic and his recommendation on a post-graduate study supervisor.

Thanks and appreciation also should go to the people who helped me during my fieldwork. Without your assistance, I definitely cannot complete this ‘mission impossible’ to collect necessary information for my study. This thesis owes a big debt to all of interviewees in Beijing, Kunming and Lijiang for their support and interest in my research. Particularly Mr. Gao Shunli in China National Tourism Administration, Professor Zhang Guangrui in Chinese Academy of Social Sciences, Dr. Luo Mingyi and Mr. Chen Shuyun in Yunnan Provincial Tourism Bureau, and Mr. Yang Hongqun in Lijiang Tourism Bureau for their ongoing support, communication, facilitation of contacts and confidence in my contribution.

The faculty in the School of Hotel and Tourism Management at the Hong Kong Polytechnic University distinguish the school from many schools across the country. The faculty is an interactive group, and is always willing to help each other and graduate students throughout the school. I thank Professor Kaye Chon, Professor Haiyan Song, Professor Cathy Hsu, Professor Bob Mckercher and Mr. Nelson Tsang, with whom I interacted closely. Thanks to the faculty, I have always felt at home here.

A penultimate big thank you to my fellow graduate students: Joanne, Joe, Sam, Grace, Richard, Iris, Robert, Jue, Eliver, and Gigi. Without you, I could only have a lonely journey. Thanks for the sharing of your knowledge and those wonderful times you spent with me. A special note for Dr. Sam Huang, he helped me a lot in my fieldwork.

And last, but farthest from least, I thank my family. My deepest thanks are to my husband, David. He has provided me all the support I needed and more. I thank my Mom and Dad for helping me every step of the way, and for all the encouragement and selfless love.

TABLE OF CONTENTS

CERTIFICATION OF ORIGINATLITY.....	i
ABSTRACT.....	ii
ACKNOWLEDGEMENTS.....	iv
TABLE OF CONTENTS.....	vii
LIST OF TABLES.....	xiv
LIST OF FIGURES.....	xvi
CHAPTER 1 INTRODUCTION.....	1
1.1 The Role and Position of Tourism in China.....	3
1.2 Tourism Administration in China.....	6
<i>1.2.1 Tourism Administrative Organizations (TAOs) System.....</i>	<i>6</i>
<i>1.2.2 Decentralization of Tourism Administration in China.....</i>	<i>10</i>
<i>1.2.3 Tourism Policy in China.....</i>	<i>12</i>
<i>1.2.4 Tourism Policy-Making and Implementation in China.....</i>	<i>14</i>
<i>1.2.5 The Nature of Tourism Policy Implementation.....</i>	<i>17</i>
1.3 Problem Statement.....	20
1.4 Purpose and Objectives.....	24

1.5	Scope of the Study.....	25
1.6	Contributions of the Study.....	26
1.7	Glossary.....	28
CHAPTER 2 CONCEPTUAL FRAMEWORK.....		35
2.1	Studies of Policy Implementation.....	35
2.2	The Model of Inter-Governmental Policy Implementation.....	40
2.3	Tourism Policy Implementation Process in China.....	45
2.4	Conceptual Framework of Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO).....	51
2.5	Macro-Environment.....	55
2.6	Institutional Arrangements.....	61
2.6.1	<i>Tourism Administrative Arrangements.....</i>	63
2.6.2	<i>The Power and Influence of the Tourism Administrative Organization (TAO) in the Local Public Administrative System.....</i>	65
2.6.3	<i>Values and Understanding of Tourism and Tourism Administration.....</i>	66
2.6.4	<i>Values and Commitment of Higher-Level Officials.....</i>	68
2.7	Inter-Organizational Relations (IORs).....	69
2.8	Inter-Organizational Coordination (IOC).....	77

2.9	Interest Groups.....	85
2.10	Background of the Tourism Administrative Organization (TAO).....	86
2.11	Policy Factors and the Characteristics of the Local Tourism Administrative Organization (TAO).....	87
CHAPTER 3 RESEARCH METHODOLOGY.....		90
3.1	Research Design.....	90
3.1.1	<i>Descriptive Case Study.....</i>	<i>90</i>
3.1.2	<i>Qualitative Approach.....</i>	<i>92</i>
3.2	Selection of Cases.....	95
3.3	Data Collection.....	101
3.3.1	<i>Getting Started: Gaining Access and Ethic Issues.....</i>	<i>101</i>
3.3.2	<i>Primary Data.....</i>	<i>103</i>
3.3.3	<i>Secondary Data.....</i>	<i>110</i>
3.4	Data Analysis.....	112
3.4.1	<i>General Analytic Strategy.....</i>	<i>113</i>
3.4.2	<i>Data Analysis Procedures.....</i>	<i>115</i>
3.5	Trustworthiness.....	121
3.6	Study Limitations.....	123

CHAPTER 4 DATA ANALYSIS.....	126
4.1 National Level Facilitators and Constraints for Tourism Policy	
Implementation.....	128
<i>4.1.1 A Policy Pyramid: An Outline of Tourism Public Policy in China.....</i>	<i>128</i>
<i>4.1.2 A System of Tourism Standards: An Assistant of Tourism</i>	
<i>Administration.....</i>	<i>132</i>
<i>4.1.3 Inter-Organizational Coordination: Lack of Institutionalized</i>	
<i>Mechanisms.....</i>	<i>136</i>
<i>4.1.4 Relations between the China National Tourism Administration (CNTA) and</i>	
<i>Other Government Organizations.....</i>	<i>141</i>
<i>4.1.5 Traditional Bureaucratic Culture: A Constraint for Inter-Organizational</i>	
<i>Coordination and Cooperation.....</i>	<i>144</i>
<i>4.1.6 Ineffective Supervision/Monitoring for the Implementation of Tourism</i>	
<i>Policy.....</i>	<i>148</i>
4.2 Differences and Similarities between National and Local Tourism Policy	
Implementation.....	156
4.3 Constraints on the Implementation Capability of the Local Tourism	
Administrative Organization (TAO).....	162

4.3.1 Unclear Division of Authority and Responsibility on Tourism-Related Issues.....	163
4.3.2 Limited Understanding of the Nature of Tourism Administration and the Role of Tourism Administrative Organization (TAO).....	165
4.3.3 Lack of Incentive/Sanction Mechanisms for Inter-Organizational Cooperation.....	168
4.3.4 The Combination of Government and State-Owned Enterprises.....	170
4.4 Facilitators for the Implementation Capability of the Local Tourism Administrative Organization (TAO).....	176
4.4.1 Macro-Environment.....	179
4.4.2 Special Events.....	185
4.4.3 Local Government.....	190
4.4.4 Inter-Organizational Coordination Structures.....	196
4.4.5 Inter-Organizational Relations (IORs).....	206
4.4.6 Guanxi (Relationships).....	209
CHAPTER 5 CONCLUSION.....	220
5.1 Summary of the Study.....	220
5.2 The Framework of Factors Affecting the Implementation Capability of the	

Local Tourism Administrative Organization (TAO) in China.....	222
5.3 Propositions.....	234
5.3.1 <i>Proposition One - Macro-Environment and Values.....</i>	<i>234</i>
5.3.2 <i>Proposition Two - Mid-Level (Organizational-Level) Facilitators and</i> <i>Micro-Level (Individual-Level) Facilitators.....</i>	<i>236</i>
5.3.3 <i>Proposition Three - Inter-Organizational Relations (IORs),</i> <i>Inter-Organizational Coordination (IOC) Structures and the</i> <i>Implementation Capability of the Tourism Administrative Organization</i> <i>(TAO).....</i>	<i>237</i>
5.3.4 <i>Proposition Four - Implementation Capability of the Local Tourism</i> <i>Administrative Organization (TAO) and Implementation of Tourism</i> <i>Policy.....</i>	<i>239</i>
5.4 Study Implications.....	240
5.4.1 <i>Implications for Practice.....</i>	<i>241</i>
5.4.2 <i>Implications for Literature.....</i>	<i>242</i>
5.5 Recommendations for Future Research.....	243
REFERENCES.....	246
APPENDICES.....	276

Appendix – 1a – Study Fact Sheet – Chinese Version.....	276
Appendix – 1b – Study Fact Sheet – English Version.....	278
Appendix – 2 – Interview Guide.....	281
Appendix – 3 – Sample Interview Summary Form.....	284
Appendix – 4 – Sample Document Summary Form.....	285
Appendix – 5 – Sample Coding of Data.....	286
Appendix – 6 – Management Methods of Tourist Guides.....	287
Appendix – 7 – Regulations on the Establishment of Foreign-Owned Travel Agents.....	291
Appendix – 8a – List of Tourism Standards at the National Level – English Version.....	293
Appendix – 8b – List of Tourism Standards at the National Level – Chinese Version.....	295
Appendix – 9 – Management Methods for Travel Agencies Employees.....	296

LIST OF TABLES

Table 2.1 Public Sector Management and Tourism: Framework for Analysis.....	59
Table 2.2 Administrative Arrangements – Regulatory Styles.....	64
Table 3.1 Profile of Interviewees.....	107
Table 4.1 Coding Frame for the Factors Affecting the Implementation Capability of the Tourism Administrative Organization (TAO).....	127

LIST OF FIGURES

Figure 1.1 Structure of the Tourism Administration System in China.....	9
Figure 2.1 Communications Model of Inter-Governmental Policy Implementation.....	41
Figure 2.2 The Tourism Policy Implementation Process in China.....	50
Figure 2.3 Conceptual Framework of Factors Affecting the Implementation Capability of Local Tourism Administrative Organization (TAO).....	54
Figure 2.4 Inter-Organizational Coordination (IOC) Structures.....	84
Figure 3.1 Data Analysis Process on Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO).....	120
Figure 4.1 National Level Factors Affecting the Implementation Capability of Local Tourism Administrative Organizations (TAOs).....	155
Figure 4.2 Constraints on the Implementation Capability of the Local Tourism Administrative Organization (TAO).....	178
Figure 4.3 Inter-Organizational Coordination (IOC) and Cooperation Mechanisms.....	205
Figure 4.4 Facilitators Affecting the Implementation Capability of the Local Tourism Administrative Organizations (TAOs).....	219

Figure 5.1a Framework of Factors Affecting the Implementation Capability of the	
Local Tourism Administrative Organization (TAO).....	232

Figure 5.1b Framework of Factors Affecting the Implementation Capability of the	
Local Tourism Administrative Organization (TAO) in China	
– Propositions.....	233

CHAPTER 1 INTRODUCTION

Tourism development in modern China since 1978 has been predominantly influenced by the government who plays a dominant role in organizing tourism development and management. The reasons behind this state of affairs can be considered from two perspectives. On the one hand, in the political and economic environment of China, the State is the delegate of Chinese people with responsibility to control and manage all kinds of resources in China, and this makes it the legitimate and competent entity to intervene in tourism development. On the other hand, the private sector has not been mature enough to guide tourism development. Therefore, the success or failure of tourism development in China heavily depends on the tourism administration of the Chinese government (Zhang, Chong & Ap, 1999). The success of tourism administration not only depends on reasonable strategic policies, but also effective policy implementation. A special feature of tourism policy/plan implementation is that it is not intra-organizational but inter-organizational in nature (Hall & Jenkins, 1995). Therefore, inter-organizational cooperation and coordination are important to achieving the intended policy goals.

Nevertheless, the current institutional arrangements in China are unsuitable for Tourism

Administrative Organizations (TAOs) to establish inter-organizational cooperation. The TAO is the organization in charge of tourism policy/plan implementation and the initiation of tourism policy/plan at the national and various local levels. However, being a relatively new public administrative organization, it lacks authority and resources to coordinate and establish cooperation with other resource holders in the implementation of tourism policy/plan. In studies of tourism administration and policy implementation (e.g. Hall & Jenkins, 1995; May & Burby, 1996; Elliott, 1997; and Knill & Lenschow, 1998), it was found that the capability of policy implementation agencies to obtain resources from other organizations can be affected by many factors, such as institutional arrangements, values and commitments of higher-level officials, and the macro-environment (economical and political environment). An understanding of these factors will help to find some external resources to enhance the capability of the TAO in inter-organizational coordination and cooperation. This study will identify these factors and examine how they affect tourism policy/plan implementation at the local level in China by using a case study approach.

For brevity, the term ‘policy implementation’ will be used in place of ‘policy/plan implementation’, because ‘policy implementation’ and ‘plan implementation’ are closely

related in the context of this thesis, where the implementation of tourism policies may be accomplished through implementing specific plans.

In this chapter, an overview of tourism administration in China is provided as the background of this study. Then the problems existing in the implementation of tourism policy in China are described and analyzed to develop the research questions, purpose and objectives of this thesis.

1.1 The Role and Position of Tourism in China

Since 1978, with the progress of economic reform and ‘open-door’ policy (gaige kaifang), the Chinese government has experienced a transition of the ideology from ‘political struggle’ to ‘economic development’ in China. The nature of the tourism industry, as defined by the Communist Party of China (CPC), has also changed from a political propaganda tool to a culture-oriented and market-oriented economic industry due to the positive contribution of tourism in economic development and the improvement of people’s quality of life (Chong, 2000). With such an ideology towards the tourism industry, the Chinese government insisted that ‘tourism should be developed with great efforts (大力发展旅游业)’, and strongly supported both inbound and domestic tourism.

With the change of the sources of economic growth in the macro-environment, tourism became increasingly more important to the national economic development. As the sources of growth that contributed to the rapid economic growth rates in the Deng Xiaopin era (the agricultural sector, township and village enterprises, export and private consumption) are no longer available in the era of Jiang Zemin and Zhu Rongji (Dernberger, 1999), the leadership of China must seek out new engines of growth to sustain the high growth rates enjoyed by the Chinese under Deng. Within such a macro-environment, the tertiary industries, such as tourism, finance and insurance, were destined to get the support of government. In 1999, tourism was positioned by the Chinese government as ‘a new growth point of the national economy’ (国民经济新的增长点) and ‘a key tertiary industry’ (第三产业中的重点发展产业) that should be developed with great emphasis and effort (Wei, 2000). There is a great potential for the development of the service industry.

Benefiting from a supportive government policy, the development of the tourism industry in China is spectacular. By 2004, the number of inbound tourists increased to 1.09 billion from 38.1 million in 1992 (China National Tourism Administration, 2005); and the

number of domestic tourists was approximately 1.1 billion with RMB 471 billion yuan (approximately US\$ 58.9 billion) domestic travel revenue (China National Tourism Administration, 2005). According to a forecast from the World Tourism Organization (WTO, 2003), China will have 100 million outbound travellers and be the largest source of outbound travel globally by 2020.

The prosperous development of tourism industry not only contributes to the economic development within the country, but also helps solve social problems such as the high unemployment rate, disparate regional development, and polarization of rich and poor, which have been intensifying since the mid-1990s (Lieberthal, 1997). In 2004, tourism businesses in China directly employed 2.4 million workers (China National Tourism Administration, 2005). In the central and western areas of China, tourism development has become one of the most important strategies to boost economic growth. In China, a developing country with relatively immature market economy, the fast growth and achievements of the tourism industry are primarily due to the efforts of administration conducted by the Chinese government.

1.2 Tourism Administration in China

In order to boost tourism development and increase its contribution to the national economy quickly, the Chinese government adopts ‘Government-Led Tourism Development Strategy’ (政府主导型旅游发展战略) as the national tourism development strategy. This strategy means that government plays a dominant role in tourism development and management. The government assumes this role and realizes its commitments by making and implementing tourism policies, regulations and plans. A system of tourism administration which consists of TAOs at the national and various local levels is established for policy-making and implementation.

1.2.1 Tourism Administrative Organizations (TAOs) System

Tourism Administrative Organizations (in some literature, it is alternatively named as ‘tourist administrations’ or ‘tourist organizations’ (Pearce, 1992)) organized by public sector management assume the responsibilities to guide, regulate and boost tourism development at the national and local levels. The WTO (1996) reviewed the budgets of 109 National Tourism Administrations (NTAs) and offered the following definitions of NTAs and their subsidiaries:

1. The National Tourism Administration (NTA) is defined as:

(a) Central Government body with administrative responsibility for tourism at the highest level, or Central Government body with powers of direct intervention in the tourism sector;

(b) All administrative bodies within national government with powers to intervene in the tourism sector.

2. Other governmental or official bodies of lower rank, either incorporated within a higher body or autonomous, may be regarded as NTA's executive bodies. These may also include central organizations legally or financially linked to the NTA. One prime example is the National Tourism Organization (NTO), also known as the National Tourist Office, and it is defined as follows:

“An autonomous body of public, semi-public or private status established or recognized by the state as the body with competence at national level for the promotion-and in some cases, marketing- of inbound international tourism.” (WTO, 1996)

The tourism administration system in China consists of tourism administrative organizations at the national, provincial and various local levels, with the later including cities, districts, counties, towns and scenic spots.

At the national level, the China National Tourism Administration (CNTA) is the top tourism administrative organization. It directly reports to the State Council and it is responsible for tourism policy-making, development, promotion and regulation. There are six divisions in the CNTA: General Administration; Policy & Legislation; Marketing & Communications; Industry Management; Planning & Finance; and Human Resources. Thirteen overseas offices have been set up by the CNTA in important tourist generating countries such as Australia and Japan. The CNTA cooperates closely with the Central Government and local governments to promote tourism and related industries. The CNTA also works with tourist associations, tourism businesses and foreign tourism organizations to promote China internationally.

At the local level, the TAO is established by the local government. Local TAOs are directly responsible to local governments for the development and administration of tourism in their own areas, and they come under the administration of local governments instead of the CNTA. Although the local TAOs are not subordinate to the CNTA in terms of administrative rank, they are, in effect, the executive organizations of the CNTA. They have responsibility to execute the policies and regulations delivered by the CNTA. The organizational structure of the tourism administration system is presented in Figure 1.1.

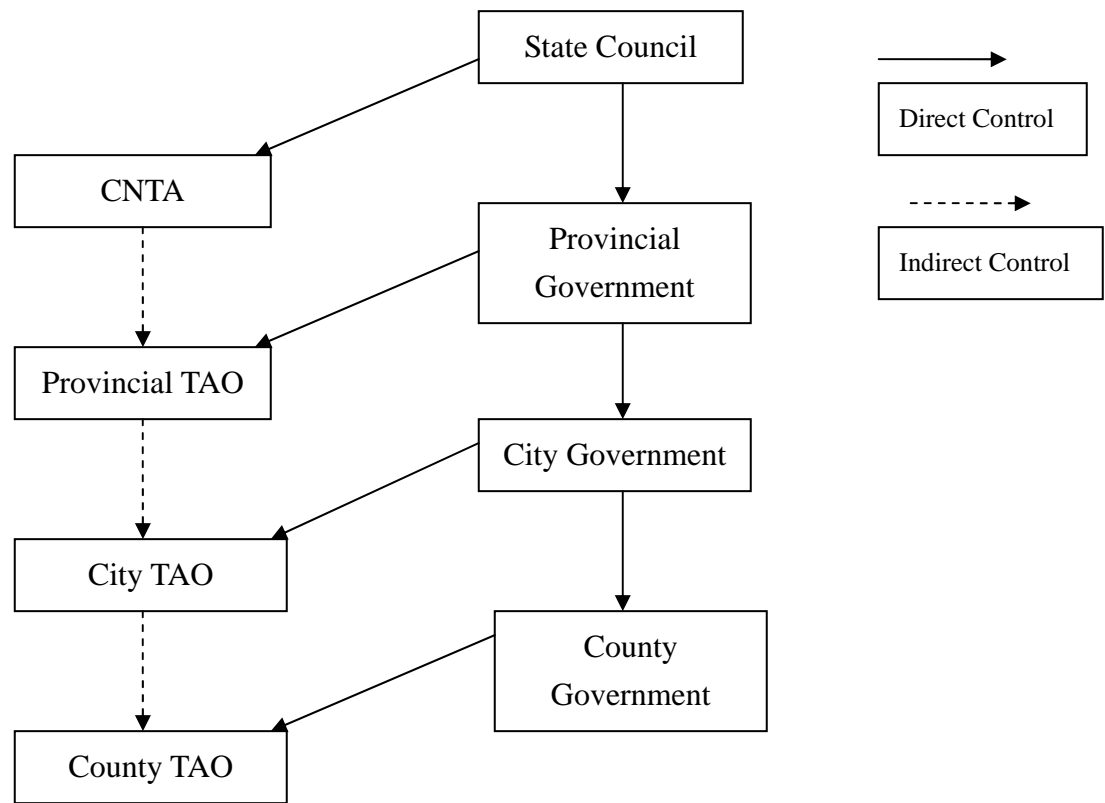


Figure 1.1 Structure of the Tourism Administration System in China

Footnote: CNTA – China National Tourism Administration; TAO – Tourism Administrative Organization

In the public administration system of China, the administrative rank of the TAO is lower than other government organizations. At the national level, government organizations in the State Council can be divided into two kinds which are comprehensive organizations and sector organizations (Chong, 2000). The comprehensive government organizations, such as the State Development & Reform Commission and the Ministry of Finance, are in

charge of overview, integration, coordination and control in the development of China.

The sector government organizations, such as the Ministry of Education and the Ministry of Science & Technology, are responsible for managing a sector of the political, economic and social activities. The bureaucratic status of the sector government organizations is usually weaker than that of general government organizations. The

CNTA is a sector government organization in charge of tourism administration. At the national level, government organizations can also be ranked at three bureaucratic levels.

In decreasing order, these are organizations which are components of the State Council (Ministries & Commissions), organizations which are directly under the State Council and organizations under the Ministries & Commissions. The CNTA is an organization directly under the State Council. With this kind of arrangements at the national level, at the local level, the local TAOs are also arranged to be an organization directly under the local governments.

1.2.2 Decentralization of Tourism Administration in China

In the process of economic and political reform, local governments were given considerable administrative and financial autonomy. China is a huge country with diverse regions and localities where decentralization can significantly decrease the financial

burden of the Central Government as well as encourage competition and innovation at the local level (Xu, 2003). Tourism is a culture-oriented and market-oriented economic activity, and tourism policy belongs to the economic portfolio, instead of being an ideological topic which is “a high politics arena that has direct implications for the status and power of the top leaders or their factions” (Zhao, 1995, p.239). Therefore, the local TAOs can enjoy more autonomy in tourism policy formulation and implementation, and local governments can enjoy more autonomy in organizing tourism administration. In the light of above reasons, the local TAOs may take different organizational arrangements, such as the ‘tourism bureau’ or ‘tourism commission’.

Decentralization of tourism administration has proven to be beneficial for local tourism development. Because tourism development depends on the available resources of a region, local government, with autonomy in tourism administration, can develop tourism in accordance with the development of the region. However, there are also some disadvantages coming along with the decentralization of authority. As Zhao (1995, p.240) observed, “the decentralization of decision-making authority over less sensitive issues gives rise to bargaining relationships among institutions”. Since 1978, the pattern of policy-making has changed. During the Maoist era, the power to make important

decisions was extremely concentrated in the hands of Mao and a few of his close aides. In the 1990s, more policy input came from the burgeoning policy research institutions and bureaucratic agencies (Zhao, 1995; Lieberthal, 1995). Therefore, numerous work conferences and meetings are convened to bring together officials from relevant government organizations and other policy consultants to formulate and implement policy. Although TAOs have more autonomy, without a strict mandate from the Central Government and combined with the fragmented nature of tourism, it is difficult for TAOs, with limited administrative authority and resources, to bargain with other government organizations in tourism policy formulation and implementation.

1.2.3 Tourism Policy in China

There is no acknowledged official definition for tourism policy in China, and the scope of tourism policy system is not clearly defined (Gao, 2006). From the perspective of policy-making, Chong (2000, p.98) defined tourism policy in China as “a set of inter-related decisions (or non-decisions) and actions (or inactions), e.g. tourism policy decisions, formulated and implemented by the Chinese government to deal with the problems, concerns and opportunities in the tourism industry in China”. Tourism policy in China is economic and market-oriented. The basic tourism policy decision is called

‘Fangzhen’ (方针), which is a set of guidelines that determine the general goals and strategies for the development of tourism in China. It is the manifestation of the tourism policy paradigm, while the specific tourism policy decision deals with the concrete problems, concerns and opportunities (Chong, 2000). Tourism policy in China is determined by the interaction of policy factors at three levels: macro (environment and ideology); middle (institutional or organizational factors of tourism both at the government and sector levels); and micro (the values, interests and power of the individual policy actors).

Now, tourism is acknowledged as a economic activity which should be developed with great effort. According to Mr. Wei Xiao-An, the Planning & Finance Division pre-chief of CNTA (China National Tourism Administration), the economic goals of tourism policy were to: (1) increase the total tourism income and develop tourism into a ‘pillar industry’; (2) earn foreign exchange; (3) generate employment; and (4) promote regional economic development (Chong, 2000). Before 2006, the tourism development guideline (Fangzhen) was to ‘Develop inbound tourism with great effort; develop domestic tourism actively; and develop outbound tourism at a reasonable pace’ (大力发展入境旅游, 积极发展国内旅游, 适度发展出境旅游) (CNTA, 2001). With the change of political and economic

needs, this guideline has been developed into ‘Develop inbound tourism with great effort; promote domestic tourism comprehensively; and develop outbound tourism under regulations’ (大力发展入境旅游、全面提升国内旅游、规范发展出境旅游) (Shao, 2005). With such a tourism policy paradigm and guideline, a set of on-going promotion campaigns have been undertaken by TAOs at various levels, and a set of rules, standards and regulations have also been formulated and implemented at various local levels.

1.2.4 Tourism Policy-Making and Implementation in China

According to Chong (2000), different national government agencies were involved in tourism policy-making, which include CNTA, SDPC (State Development Planning Commission, 国家发展计划委员会), MOF (Ministry of Finance, 财政部), SETC (State Economic and Trade Commission, 国家经济贸易委员会), and various sector government agencies. The leaders (both party and state leaders) can also affect tourism policy-making. Due to different organizational objectives of different government agencies, coordination is required among the related government organizations.

The tourism policy decisions are mainly formulated by Chinese leader collectives, comprehensive government agencies, and the CNTA. When the consensus between

comprehensive government agencies and the CNTA cannot be reached, the final decision maker will be the Vice-Premier responsible for tourism and Vice-Premiers responsible for other affairs related to tourism such as transportation, civil aviation and national planning (Chong, 2000). Currently, the Vice-Premier responsible for tourism is Ms. Wu Yi (吴仪). The CNTA is mainly responsible for the formulation of specific tourism policies, and these specific tourism policies, usually in the form of an ordinance or regulation (条例或规定), must be approved and issued by the State Council. Tourism policy is then implemented at the local level by the local governments and TAOs.

Although there are few studies on tourism policy-making at the local level, Wei (2000) noted that local tourism policy is mainly formulated by local government and/or the local TAO. Coordination is also essential for local policy formulation. Due to the decentralization of tourism administration in China (Kuang, 2001b), the means of coordination are different in various localities, there are various kinds of coordination structures such as ad-hoc working meetings, and permanent coordination offices.

In order to stimulate tourism development and regulate unsustainable business behaviour, the governments and TAOs at various levels pay much attention to devising strategies,

policies, regulations, master plans and action plans. They held numerous official meetings and workshops; and invited international and domestic planning experts. Although a lot of tourism policies were produced, the tourism policy implementation at the local level in China is fraught with challenges and difficulties (Lin, 1996; Wang, 1998; Wei, 1998; Chen, 1999; He, 2001; Kuang, 2001b). Successful or satisfactory implementation of tourism policy should (1) achieve most of intended policy goals with given limited resources; (2) maintain the satisfactory implementation performance; (3) establish favourable and long-term cooperative relationships with other policy actors, as necessary. However, in China, some tourism policies including regulations have received token implementation as resources were not provided and many blue prints of tourism planning were just put on the shelf or distorted in the implementation process. Therefore, tourism resources are still being utilized and developed without reasonable and sustainable plans and tourism businesses in the tourism market could not be maintained. For example, although the 'General Specification for Tourism Planning' (Trial Edition) had been issued by the CNTA in 2000, the duplication of the construction of tourism resorts within a region and the unsustainable development of natural and cultural heritage sites are still existing in many suburban areas of cities such as Beijing, Shanghai, Kunming and historic and scenic sits such as Jiu Huashan and Qi Xingyan (Li, 2004). Moreover, some

travel agencies often violate the ‘Travel Agency Regulations’ (旅行社管理条例); and service quality in some hotels does not meet the service standard of its designated ‘star’ rating. It is difficult for TAOs to implement tourism policies and plans effectively and efficiently.

1.2.5 The Nature of Tourism Policy Implementation

In view of the reality of tourism policy implementation in China at the local level, the question is asked – *Why is it so difficult to implement a tourism policy?* This has been addressed by some Chinese scholars (Ding & Liao, 2004; Li, 2004, Wei, 2000; Cai, 2000; Ling & Li, 2001; Li & Guo, 2001; He, 2001; Kuang, 2001a, 2001b) who have indicated that there were difficulties with the local TAO in coordinating and cooperating with other actors who were involved in the implementation of a tourism policy. This problem originates from the inter-organizational nature of tourism policy implementation.

Policy implementation is “what develops between the establishment of an apparent intention on the part of government to do something or to stop doing something, and the ultimate impact in the world of action” (O’Toole, 2000, p.266). Policy implementation can be conceptualized as both an intra- and inter-organizational process (Berman, 1978).

The intra-organizational focus can be labelled as micro-implementation, which emphasizes the efficient translation of resources into organizational outputs, and it centres on how to organize the resources owned by the implementation organization to carry an implementation decision into action (Berman, 1978; Williams, 1980). The inter-organizational focus can be labelled as macro-implementation, which emphasizes influence and power wielding by implementation actors in the policy environment. For example, Berman (1978, p.184) noted: “the federal government must execute its policy so as to influence local delivery organizations to behave in desired ways; we call this the macro-implementation problem”.

Tourism policy implementation is a process where the TAO translates tourism policy into action to affect the targeted objectives of the policy. A special feature of tourism policy implementation, similar to environmental protection policy implementation, is that the implementation is not intra-organizational but inter-organizational (Hall & Jenkins, 1995).

In China, based on historical administrative arrangements, tourism resources (nature and culture) are managed by several separate government agencies (instead of TAOs) such as the departments of construction, forest, garden, culture and heritage, and even county and town governments. In addition, due to the fragmented nature of the tourism industry, the

implementation of some tourism policies needs the assistance of other government organizations such as the commerce bureau, electrical related departments, and police & security departments. With a decentralized system of implementation and a fragmented authority structure (Lo, Yip & Cheung, 2000), the effective implementation of tourism policy cannot be accomplished without the cooperation of other related organizations. Therefore, tourism policy implementation in China can be conceptualized as an inter-organizational process. It is a process where the TAO coordinates and establishes cooperation with other actors, who are involved in the implementation process, to obtain the resources required to implement the policy. Here, the term ‘resources’ is not only limited to physical or economic objects, but is more broadly defined as “(more or less) generalized means, or facilities, that are potentially controllable by social organizations and that are potentially usable-however indirectly-in relationships between the organization and its environment” (Yuchtman & Seashore, 1967, p.900). For example, the reputation of individuals or groups in their community political affairs can be a kind of resource (William, 1966). A good cooperation experience between an implementation agency and other organizations, and formal and informal contacts with other organizations can also be regarded as resources for the implementation agency with the increase of inter-governmental policies.

1.3 Problem Statement

Based on the nature of tourism policy implementation in China, it can be found that the key to improving tourism policy implementation performance is to enhance the capability of the TAO to coordinate and cooperate with other actors who are involved in the implementation process. In this study, this kind of capability of the TAO can be defined as the implementation capability of the TAO.

With the looming consequences of unsustainable tourism development, more and more local governments and scholars have begun to pay attention to the reform of tourism administration (e.g. Wei, 2000; Cai, 2000; Ling & Li, 2001; Li & Guo, 2001; He, 2001; Kuang, 2001a; Ding & Liao, 2004; Li, 2004). They indicated that because of the lack of resources and administrative authority, the local TAOs often failed to achieve their intended policy goals. There are many such kinds of cases found in different destinations (Hao, 1999; Peng, 2000; Cai, 2000; Ling & Li, 2001; Li & Guo, 2001; Meng & Gu, 2002; Chen & Ren, 2003). However, because of the historical administrative arrangements, it is extremely difficult and almost impossible to redistribute resources and authority (Hu, 2003). Therefore, the reform of the tourism administration has mainly focused on promoting the administrative rank of the TAO as a governmental agency and the

restructuring of traditional TAOs.

In some scenic resorts and historic sites (e.g. Huangshan and Nanxishan) where the conflicts among resource holders and the TAO were more serious, a scenic resort and historic site management commission had been established, which involved major resource holders in that scenic resort and historic site and the original local TAO, to manage and develop the site together. In some scenic resorts and historic sites, the TAO has been merged with the major resource holder such as the Construction Bureau (e.g. Qixingyan National Scenic Resort). A tourism commission administrative structure has been introduced in some cities (such as Shanghai and Hangzhou). In these cities, the tourism commission is a formal government administrative organization with different institutional arrangements, which has an administrative rank higher than the original tourism bureau. Usually one of the deputy mayors assumes the position of director, and other government agencies related with tourism, such as the transportation bureau, forestry bureau, commerce bureau and culture relics bureau and some key state-owned tourism businesses which are subordinate organizations of the local government, comprise its members.

Although the tourism commission had been recommended as the most ideal mode of tourism administration, some disadvantages have emerged in practice at both the scenic resort and historic site level, and at the city level. At the scenic resort and historic site level, the commission members can only include 'sector departments', but the county or town governments, who also could be the resource holders, cannot be persuaded to participate and be led by the commission chairman (Hu, 2001). At the city level, the disadvantages of tourism commission are more prominent. First, it is impossible to involve all the government agencies related with tourism as commission members due to the fragmented nature of the tourism industry. Due to the extensive impacts of tourism, numerous government agencies can be involved in the management of the tourism industry. Sometimes it is not easy to identify the government agencies which should be included in the tourism commission when the specific problem does not emerge. Second, commission members from different government agencies do not necessarily know each other's job very well, and as there are vested interests among different government agencies, it is difficult to get a consensus. Third, the loose structure of a tourism commission is not good for the execution of routine administrative tasks. Fourth, because of lack of institutional and legislative support, the effectiveness of the tourism commission mostly depends on the intention and capability of its director, who is usually

one of the deputy mayors. However, the jurisdiction of the deputy mayor is also limited; it is not easy sometimes for him or her to coordinate with other government agencies which are governed by other deputy mayors (Zhong & Kuang, 2000; Li, 2004).

Therefore, the Tourism Commission and the Merged Tourism Bureau, which have more administrative authority and higher administrative rank than the traditional tourism bureau, have not been able to successfully solve the problems of coordination and cooperation in implementing tourism policy. In conclusion, the promotion of the administrative rank of the TAO in public administration system and the restructuring of the traditional TAO are not ideal in improving the implementation capability of the TAO. One has to find other ways to improve the implementation capability of the local TAO; otherwise, without appropriate levels of cooperation and support, it will be difficult to effectively implement tourism policy.

In fact, based on studies on tourism policy, tourism administration and policy implementation, the implementation capability of the TAO not only depends on the TAO's internal capability (generated by organizational structure, personnel, finance resources), but is also affected by various external factors such as institutional

arrangements of the TAO, economic and political conditions, given the inter-organizational nature of tourism policy implementation. Therefore, improvement of the implementation capabilities of the TAO does not only depend on administrative upgrading and organizational restructuring. Many other factors such as higher-level governments, the support from the public and interest groups, formal and informal communication systems between the TAO and other organizations of the tourism policy community should be considered.

Therefore, an understanding of and answers to questions such as: (1) What are the factors affecting the implementation capability of the local TAO in China in tourism policy implementation? and (2) How do these factors constrain/facilitate the implementation capability of the local TAO in China? will help to identify the factors that influence the implementation of tourism policies, and provide some suggestions for the TAO reform in China.

1.4 Purpose and Objectives

The purpose of this study is to identify the factors affecting the implementation capability of the local tourism administrative organizations (TAOs) in tourism policy

implementation in China. Specifically, the objectives are:

1. To further develop and refine a conceptual framework based on Goggin et al.'s (1990) 'The Communications Model of Intergovernmental Policy Implementation' for analysis of factors affecting the implementation capability of the local Tourism Administrative Organization (TAO);
2. To identify what factors influence (i.e. constrain or facilitate) tourism policy implementation;
3. To identify how the factors work to influence the implementation capability of the TAO in tourism policy implementation;
4. To develop propositions regarding the implementation capability of the local TAO in tourism policy implementation in China.

1.5 Scope of the Study

Considering different names, structures, and administration arrangements of TAOs that have been adopted at the local level in China, in this study, based on the definition of the National Tourism Administration offered by WTO (1996), a TAO refers to a local government body with administrative responsibility for tourism at the local level. The local level here refers to province, city/municipality, county, town, and scenic spot.

Tourism policy in this study refers to both national tourism policy and local tourism policy formulated and implemented by government. Tourism policies formulated by tourism enterprises and semi-government organizations (such as tourism industry associations) in China are excluded.

Besides, the influence of policy factors including policy content and the form of policy, and the internal characteristics of the TAO including the structural, personnel, and resource characteristics were not examined in this study, because the emphasis of the problem currently existing in the implementation of tourism policy at the local level in China is inter-organizational coordination and cooperation. In addition, the study of the characteristics of policy falls in the scope of policy analysis study which is beyond the scope of this study.

1.6 Contributions of the Study

This study aims at identifying the factors affecting the implementation capability of the local Tourism Administrative Organizations (TAOs) of China in the process of tourism policy implementation. In this way, this study will provide a new perspective to explore the additional ways that TAOs enhance their capabilities to establish cooperative

relationships, coordinate and obtain resources. More alternatives may be found to improve the implementation capability of the local TAO besides promoting the status of the TAO in terms of its administrative rank.

Inter-organizational cooperation and coordination are important in tourism policy implementation due to the fragmented nature of tourism and fragmented authoritarianism in China. The study on inter-organizational relations (IORs) provides a good approach to describe and analyze the uncertainty and complexity of this phenomenon. However, studies exploring IORs between TAO and other governmental organizations in China have not been found in the literature. This study will try to explore IORs between local TAOs and other governmental organizations, which cannot be ignored in identifying the sources of conflicts and obstacles to coordination and cooperation, and in finding solutions.

Policy research can be built upon two main types of theory: prescriptive and descriptive models (Mitchell, 1989; Brooks, 1993; cited in Hall and Jenkins, 1995). “Prescriptive or normative models seek to demonstrate how policy-making should occur relative to pre-established standards”, whereas “descriptive models document the way in which the

policy process actually occurs” (Mitchell, 1989, p.264). The lack of descriptive and explanatory studies makes prescriptive study unrealistic (Hall and Jenkins, 1995). Although scholars have provided brief descriptions on the difficulties of tourism policy or program implementation in China, it is usually described in a general way, and there are not any well documented in-depth empirical studies. This study follows an analytic conceptual framework to collect information using an empirical case study approach of tourism policy implementation. This will provide a stage for a prescriptive study on tourism policy design and the reform of tourism administration in China.

1.7 Glossary

For the convenience of understanding, a glossary for the keywords and the names of some special organizations are listed:

China National Tourism Administration (CNTA): The top tourism administrative organization in China, which directly reports to the State Council and its responsibilities include tourism policy-making, development, promotion and regulation.

Government-Led Tourism Development Strategy (政府主导型旅游发展战略): Based on market-oriented principles, the government plays the role of a leader or director to

create a supportive environment to nurture a tourism market, and guide tourism industry development (Kuang, 2001b)

Guanxi (关系): The term guanxi generally means ‘special relationships’ or ‘personal connections’ literally (Davies et al., 1995). It can not only apply to husband-wife, kinship, and friendship relations, but can also have the sense of ‘social connections’, dyadic relationships that are based implicitly (rather than explicitly) on mutual interest and benefit. Once guanxi is established between two people, each can ask a favour of the other with the expectation that the debt incurred will be repaid sometime in the future (Yang, 1994, p. 1).

Implementation Capability of the Tourism Administrative Organization (TAO): The skills of the TAO to coordinate and cooperate with other actors and stakeholders who are involved in the implementation process.

Inter-Organizational Coordination (IOC): A process to communicate and negotiate for the purpose of resources attainment, compliance enforcement, or consensus building. In this process, IOC structures may be established to facilitate a set of organizations to

decide on their action together (Alexander, 1995).

Inter-Organizational Coordination Structure (IOC Structure): “The form of the coordinating mechanism linking the decision centres in an organization or of the relevant organizations in an inter-organizational system” (Alexander, 1995, p.49). The IOC structure not only means a specific coordination organization, but it could be any format as long as it can induce interaction in the intra- or inter-organizational system so that coordinated decisions and actions ensue.

Inter-Organizational Relations (IORs): An inter-organizational relationship exists when two or more organizations interact and trade resources with each other and these resources may comprise financial, technical or human resources and include customer or client referrals (Selin & Beason, 1991; Pearce, 1992; Hall & Jenkins, 1995). The IOR is concerned with the interdependent relationships between two organizations or among several organizations.

Joint Administrative Execution Office (联合执法办公室): This office was established by the Tourism Market Supervisory Division of the Kunming Tourism Bureau. This

office is responsible for the organization of joint inspections of tourism businesses.

Joint Management Office for Kunming One-Day Tours (昆明一日游联合管理办公室)

室): This is a provisional office established by the Kunming Municipal Government. It consists of the people from several government organizations such as the police, transportation, tourism, health, and commerce etc. One or two people from these government organizations are appointed for duty everyday, and occasionally organize inspections of licensed operators.

Kunming Tourism Coordination Group (KMTCG) (昆明旅游产业领导小组)

组): This is a coordination structure at the city level. It was organized by the Kunming Municipal Government. Its functions are similar to the Yunnan Tourism Coordination Group. The group leader is one of the deputy mayors. The Kunming Tourism Coordination Group (KMTCG) consists of government organizations that are directly or indirectly related with tourism development and its management. The Kunming Tourism Bureau serves as the secretariat for the KMTCG. When the Coordination Group holds the meeting, it is usually the deputy head of each member that attends the meeting on behalf their organizations.

Kunming Tourism Emergency Center (昆明旅游急救中心): It is established by the Kunming Municipal Government. Its head is a deputy major, and its members include the Health Bureau, the Transportation Bureau, the High Way Management Division and insurance companies. It is responsible for coordination and liaison in dealing with tourist traffic accidents.

Mianzi (面子): The ‘Mianzi’ in Chinese is equivalent to the word ‘Face’ in English. In the context of Chinese, ‘face’ is related to notions of respect, pride, reputation and dignity of an individual gained by his/her social achievements and the practice of it; and ‘face work (门面功夫)’ is to use a complex package of social skills to protect his/her face and the face of others in Chinese relational settings (Hwang, 1987; Lam & Wong, 1995; Cardon & Scott, 2003; Leung & Chan, 2003).

Tiao/Kuai Guanxi (条/块关系): ‘Tiao (条)’ refers to the vertical lines of authority (e.g. the TAOs at each level in the political system), while ‘kuai (块)’ refers to the horizontal lines of authority which emanates from the territorial government at the same level as the functional office (Lieberthal, 1995; Saich, 2004). The former coordinates according to its function (e.g. tourism and environment) and the latter coordinates according to the needs

of the territory that it governs. When there are conflicts between *tiao* and *kuai*, the horizontal line of authority has priority over its vertical counterpart (Lieberthal, 1997). The Chinese call this ‘making *tiao* serve *kuai*’.

Tourism Administrative Organization (TAO): A government agency is directly responsible for tourism. It is organized by governments at the national and various local levels to assume the responsibilities to guide, regulate, and boost tourism development.

Tourism Plan: One type of tourism policies, the implementation of the tourism policies may be accomplished through implementing specific plans, e.g. tourism policy implementation plan, tourism planning plan.

Tourism Policy: A set of inter-related decisions (or non-decisions) and actions (or inactions), e.g. tourism policy decisions, formulated and implemented by the Chinese government to deal with the problems, concerns and opportunities in the tourism industry in China (Chong, 2000, p.98). In China, the tourism policy covers tourism policy decisions and tourism related regulations.

Tourism Market Supervisory Division (TMSD) (旅游市场监察大队) : A division established by the Kunming Tourism Bureau (KMTB) in 1998. The function of this division is to supervise tourism businesses according to tourism and tourism-related regulations. It is responsible for organizing regular inspections to supervise tourism businesses and handling tourists' complaints. Its work is supported by other related government organizations such as the Police Bureau, the Transportation Bureau, and the Health Bureau etc. This division plays an important role in rectifying tourism market order and protecting the interests of tourists.

Yunnan Tourism Coordination Group (YNTCG) (云南省旅游产业领导小组) or Holiday Tourism Coordination Group (假日旅游协调领导小组): This is a coordination structure with two names. The functions of this Coordination Group are to serve as a platform for the discussion and coordination of tourism and tourism-related issues, and to facilitate cooperation and coordination. The group leader is the Provincial Governor, and the deputy group leaders are two deputy provincial governors. Its group members include forty-two organizations that are directly or indirectly related with tourism development and its management. The Planning & Development Division in the Yunnan Provincial Tourism Bureau serves as the secretariat for the Coordination Group.

CHAPTER 2 CONCEPTUAL FRAMEWORK

Since the 1970s, studies of policy implementation have identified a large number of variables affecting the implementation of public policy. Studies in the fields of tourism administration and tourism public policy also have presented some potential factors. Based on the findings of previous studies, this chapter builds a theoretical framework to guide the exploration of factors affecting the implementation capability of local tourism administrative organizations (TAOs) in China.

2.1 Studies of Policy Implementation

Beginning with Pressman and Wildavsky's (1984) highly influential book with the main title of *Implementation*, policy implementation has been a hot topic during the past quarter century (O'Toole, 2000). Studies on policy implementation emerged because the government interventions to address various kinds of social problems were rapidly developed, but these interventions were often ineffective (Hill & Hupe, 2002).

Policy implementation involves activities and events that occur and develop after the establishment of an apparent intention of government to do or stop doing something, which includes the endeavors to administer and the ultimate impacts made by the action

(Van Meter & Van Horn, 1975, Mazmanian & Sabatier, 1990; O'Toole, 2000). The study of implementation concerns the development of a system of knowledge regarding “what emerges, or is induced, as actors deal with a policy program” (O'Toole, 2000, p.266). The studies of policy implementation could be organized in two ways.

The first way to organize the literature is based on the debate on the top-down or bottom-up approach. For the top-down approach, the assumption is that policy is formulated at the ‘top’, and the people at the ‘bottom’ implement it according to the instructions from the ‘top’. The issues which are put forward by the top-down approach primarily focus on what and how to control over the environment in which the policy is implemented and the implementer of policy could be exercised by the policy-maker. It is also concerned with the possibility of the separation of policy-making and implementation, and whether it is proper that policy-makers ought to exercise control on implementers (Younis & Davidson, 1990). Examples of the studies with the top-down approach include Gunn, 1978; Sabatier & Mazmanian, 1979; Mazmanian & Sabatier, 1983; and Hogwood & Gunn, 1984. In a sharp contrast, the bottom-up approach focuses on how local communities or street-level bureaucrats (Lipsky, 1980) negotiate with the people at the ‘top’ level such as the national, federal or regional level and the

environment to formulate mutually agreeable policy (Goggin et al., 1990). The studies of this approach started at the 'bottom' level and indicated that the discussion of policy implementation should not be centered on the issues of control or compliance (Younis & Davidson, 1990). In this approach, policy plays the role to "direct individuals' attention toward a problem and provide them with an occasion for the application of skill and judgment" (Elmore, 1979, p.605). Examples of this approach are found in Elmore, 1979; Barrett & Fudge, 1981; Hjern & Hull, 1982.

In practice, the accumulated evidence partially validates both the top-down and the bottom-up approaches, and both approaches have their weaknesses in addressing the influence of a variety of variables on the process of policy implementation. Each approach ignores part of implementation reality explained by the other (Younis & Davidson, 1990; Goggin et al., 1990). Thus, in the 1990s, some scholars attempted to develop a synthesis theory to integrate the top-down and bottom-up approaches (e.g. Sabatier, 1986; Mazmanian & Sabatier, 1989; Goggin et al., 1990; Stoker, 1991; and Ryan, 1996). Some frameworks (Van Meter & Van Horn, 1975, Sabatier & Mazmanian, 1980) were built to visualize the process of policy implementation and demonstrate the influence of variables.

Another way to organize the literature in the field of policy implementation is to divide them into three generations (Goggin et al., 1990). First-generation studies mainly focused on the implementation of a single authoritative decision at a single site or multiple sites (e.g. Sapolsky, 1972 and Pressman & Wildavsky, 1984). Although these studies were criticized as being case-specific, non-cumulative and lacking of contributions to the theory, the scholars who conducted these studies took the first step toward shifting the focus from policy-making to policy implementation. Second-generation studies developed several analytical frameworks to guide research on the complex phenomenon of policy implementation (e.g. Van Horn & Van Meter, 1975; Sabatier & Mazmanian, 1979; and Ripley & Franklin; 1982). However, the studies of this generation failed to test and validate their propositions with enough empirical study and apply the knowledge of policy implementation to guide implementers (Goggin et al., 1990).

In order to further develop the theory of policy implementation and bridge the theory and practice, Goggin et al. (1990) developed a model of the implementation process that integrated the major concerns and variables of the top-down and bottom-up research studies into a single framework. This marked the beginning of a new generation of policy implementation studies. Differentiated from the frameworks proposed in the

second-generation studies, Goggin et al. addressed questions of conceptualization and measurement which were ignored in the majority of the literature of the first two generations. They also selected three policy sectors to explore the variations existing across settings, policies and time. Subsequent to this study, some studies had attempted to conduct empirical studies to test Goggin et al.'s (1990) framework with a third-generation perspective (e.g. Jennings & Ewalt, 2000). However, interest in testing of this framework was not sustained due to "an unrealistic set of requirements for the advancement of empirical research" (O'Toole, 2000, p.272).

Due to the complexity of issues regarding policy implementation and the variety in different locations and periods, there have been a number of theories about policy implementation, but theoretical consensus is very limited in the field of policy implementation (O'Toole, 2004).

Goggin et al.'s framework is considered to be an appropriate guide for the empirical study at the local level in China based on the following reasons. Firstly, their framework provides a relatively comprehensive summary of the variables affecting the implementation of policy, offering a strong basis for the consideration of possible

variables that emerge from the implementation of tourism policy in China. Secondly, this framework outlines the process of inter-governmental policy implementation and identifies the relationship between each component of the framework. It can serve as a reference in outlining the implementation process of tourism policy in China. Thirdly, this is the only existing framework that identifies the implementation capability of the implementation agency as an intervening variable affecting the implementation of policy. As an intervening variable, the implementation capability of the implementation agency is also influenced by independent variables. Therefore, the factors and process covered in Goggin et al.'s framework are subjects which are considered in this study. This framework is an inventory of related variables and propositions involved in the process of inter-governmental policy implementation and will be introduced in the next section.

2.2 The Model of Inter-Governmental Policy Implementation

'The Communications Model of Inter-Governmental Policy Implementation' (see Figure 2.1) proposed by Goggin et al. (1990) provides a preliminary conceptual framework for the study on the implementation capability of an agency. This model conceptualizes the local policy implementation process which is made at the national level in the United States. The variables affecting local policy implementation were identified in this model

as national-level inducements and constraints, local-level inducements and constraints, local decisional outcome, and local capacity. The implementation capability of a local agency is addressed, in the concept of local capacity, as an intervening variable which affects the dependent variables (policy implementation and its outcomes) and is also affected by the independent variables (e.g. national-level inducements and constraints).

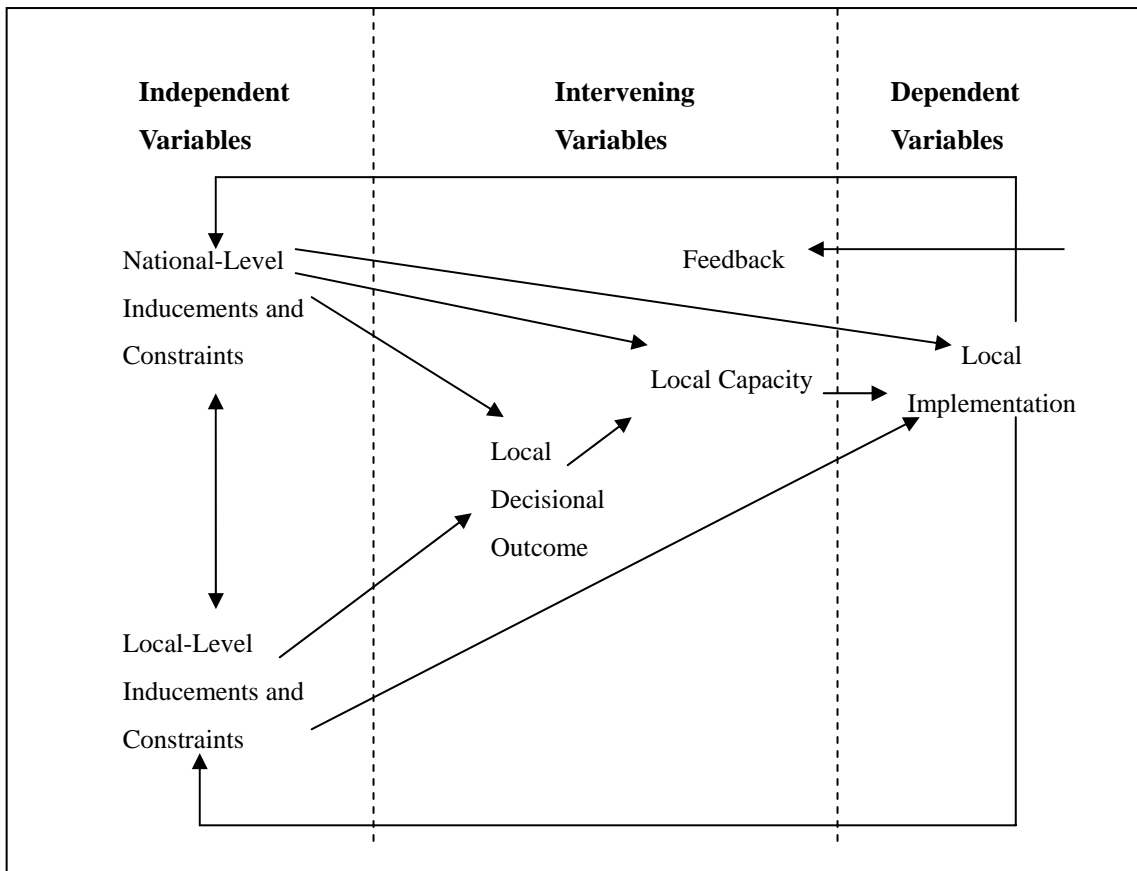


Figure 2.1 Communications Model of Inter-Governmental Policy Implementation

(Adapted from Goggin et al., 1990, p.32)

National-level inducements and constraints refer to national policy decisions. The policy

decisions at the national level are considered as “messages—containing some mixture of inducements and constraints—intended for communication by national policymakers to implementing actors at other levels” (Goggin et al., 1990, p.74). There are three sets of factors associated with national policy decisions. Firstly, the content of the policy message includes the policy type, the nature of the problem targeted by the policy, the resources needed for implementation, the anticipated effects of the implementation of policy, and the conditions for citizen participation. Secondly, the forms of the policy message itself, including the clarity of the policy, the consistency of the policy with other policy objectives and the flexibility of goals and procedures. Thirdly, the reputations of the communicators among the implementers at other levels of governments are also factors associated with national policy decisions.

The inducements and constraints at the local level emphasize the importance of local politics in policy implementation. This component includes interest groups, state and local elected officials and their associated political institutions, and the focal (implementation) agency. These factors are interdependent and interact with each other to produce the local implementation decision, an outcome resulting from bargaining among various interests.

Local decisional outcome refers to the implementation decision made by local decision makers according to their internal characteristics (such as their psychological predisposition) and the external environment (such as interpersonal relations among politicians and representatives of organized interests). The local decisional outcome is the decision makers' interpretation for national decisions based on the integrated consideration of the inducements and constraints at the local level.

Local capacity is defined as “the state’s own ability to effectuate its preferences” (Goggin et al., 1990, p.38). One aspect of local capacity is organizational capacity which refers to an organization’s ability to take purposeful action, and it is a function of the structural, personnel, and resource characteristics of government organizations (Goggin et al., 1990, p.38). The structural characteristics of local agency here not only refer to the internal structural characteristics of the focal implementation agency, but also the structure of the group of organizations involved in the implementation process, because policy implementation often needs collaboration of several organizations (Goggin et al., 1990). Thus, this capacity could be generated by the implementation agency and could also depend on other agencies. Another aspect of local capacity is ecological capacity which

refers to the environment in which local government operates. It can be determined by two aspects of the environment, which are socio-economic and political conditions in a state (Goggin et al., 1990, p.38).

In this model, the delivery of the policy as a message from the national level to the local level begins the process of policy implementation at the local level. The local implementation agency interprets the policy according to its pre-position and local situations, and implements the policy within the local political and economic environment. The decisions on the interpretation and implementation of the policy are affected by the elected officials and interests groups. For policies that need collaboration of several organizations, inter-organizational coordination has to be processed and inter-organizational cooperation may need to be established to generate the local capacity for its implementation. The framework proposed by Goggin et al. (1990) demonstrates that inter-governmental policy implementation is a highly complex process which takes place in a complex environment.

Goggin et al.'s (1990) model describes the general process of inter-governmental policy implementation in the context of the United States, and it identifies factors affecting the

implementation of policy at both the national and local levels. It is unrealistic to transfer their model directly to outline the process of tourism policy implementation in China; however, considering that it provides an inventory of variables activating in the process of policy implementation, it can serve as a guide to construct a framework to describe the process of tourism policy implementation in China.

2.3 Tourism Policy Implementation Process in China

Policy implementation is a context-specific matter. Its process and the factors affecting this process vary according to different political institutions and kinds of policy. Therefore, before applying Goggin et al.'s findings in the context of China, it is necessary to understand the tourism policy implementation process of China. In this section, the framework used for the tourism policy implementation process in China is presented.

It is not easy to present a framework of tourism policy implementation simply relying on the current literature. There is very limited published literature in English related to Chinese tourism policy. Eight papers were found that addressed Chinese tourism policy (Gao & Zhang, 1983; Choy et al., 1986; Richter, 1983b, 1989; Choy & Yao, 1988; Zhang, 1995; Zhang, Chong, & Ap, 1999; Zhang, Chong, & Jenkins, 2002). Only one of them

(Zhang, Chong, & Jenkins, 2002) directly examined tourism policy implementation in China, however, the focus of this paper is to examine tourism policy implementation in Chinese tourism enterprises instead of inter-governmental tourism policy implementation, and there is little discussion about the institutional context of policy implementation in China, and the cooperation between the TAO and other governmental organizations. The published literature in Chinese on tourism policy implementation mainly focuses on the description of conflicts existing in tourism policy implementation (e.g. Ding & Liao, 2004 and Zhong & Kuang, 2000). There is lack of a comprehensive description of the process of inter-governmental tourism policy implementation. In addition, there is also limited literature contributing to the generic research findings of policy implementation in China (e.g. Lampton, 1987). Many studies on policy implementation in China focus on one kind of sector specific policy, such as environmental policy, resource policy or education policy (Berry, Berry & Foster, 1998; O'Brien & Li; 1999; Ng & Tuan, 2001; Huang & Xia; 2001; Lo & Freyxell; 2003). Although these studies provide some insights and background information, the research findings for tourism policy implementation, and also for the policy implementation process of other government sectors have not been directly and clearly addressed.

Due to the scarcity of published literature on the matter, the building of the framework for the purpose of investigation on the tourism policy implementation process relied mainly on gathering information obtained directly from government websites. Information collected included the description of the main responsibilities of tourism administrative organizations, and government documents on tourism policy implementation. In order to identify how the local TAOs cooperate with CNTA in tourism policy implementation and tourism administration, thirty-three tourism administrative organization websites of the twenty-three provinces, five autonomous regions (Neimenggu, Tibet, Ningxia, Xinjiang, and Guangxi), and four major municipalities (Beijing, Tianjin, Shanghai, and Chongqing), were reviewed. Through content analysis, online information about the main responsibility of the local TAO was extracted from the each website and listed. The listed items were then summarized and categorized based on the key words of the website text. The author identified that the main responsibilities of the local TAO and categorized them into seven categories which are listed below in rank order based on the relative importance of each responsibility. As the data of the government budget in each category are not available to the public. Importance was based upon the frequency upon which the responsibility had been mentioned. The main responsibilities are as follows:

(1) *Coordination & Policy Implementation*: to coordinate with related organizations to

implement the guidelines and policies promulgated by the State Council and the CNTA, and enforce laws, rules and regulations related to tourism;

(2) *Policy-Making*: to study and draw up the draft of local rules and regulations on tourism affairs, and to formulate relevant policies in the light of the local circumstances, and organize the implementation of relevant rules, regulations, and policies;

(3) *Tourism Planning*: to formulate the local tourism master plans, and organize the implementation of tourism planning plans;

(4) *Tourists Services*: to supervise and monitor the service quality of the tourism industry according to relevant laws, rules and regulations; to accept and handle the complaints from tourists; to safeguard the legitimate rights and interests of tourists and tourism business operators;

(5) *Marketing*: to promote destinations domestically and internationally;

(6) *Standards Formulation & Implementation*: to organize and implement the national and trade standards, and formulate local standards for tourism industry jointly with relevant departments, and to organize the implementation of such standards.

(7) *Others*: to undertake other matters assigned by the local government.

Based on the above responsibilities, three types of tourism policy implementation at the local level in China were identified. First is the CNTA—Local TAO type of implementation, in which policy are formulated at the national level and promulgated by the CNTA, and the local TAO is responsible for implementation. Second is the State Council—Local Government—Local TAO type, in which policy is formulated at the national level and assigned to the local government by the State Council, then, the local government assigns the task to the local TAO. These two types represent the process of the implementation of national policy at the local level. The third type describes the implementation of local tourism policy which is known as the Local Tourism Policy Implementation type, in which tourism policy is formulated and implemented by the local TAO, or the tourism policy are formulated by the local government and assigned to the local TAO for implementation. In order to get the policy implemented, the local TAO has to coordinate or cooperate with other related government organizations because it has limited authority and resources. These three types which outline the implementation process of tourism policy at the local level in China are presented in Figure 2.2.

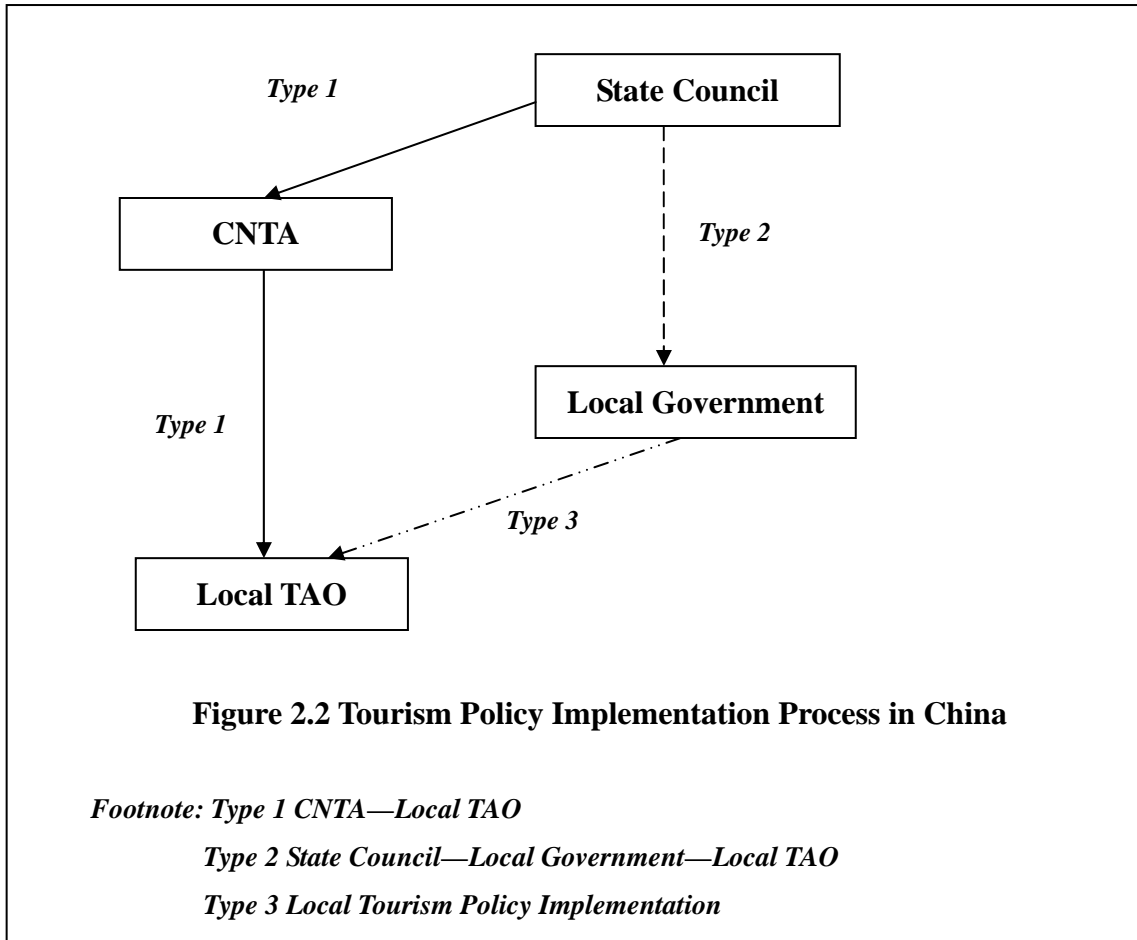


Figure 2.2 Tourism Policy Implementation Process in China

This framework of tourism policy implementation at the local level in China is supported by government documents, available from the Yunnan Provincial Tourism Bureau and the Kunming Tourism Bureau. These documents state the arrangements for policy implementation based on the requirements of the local government, the CNTA, or the State Council.

Based on Goggin et al.'s model, the above framework can be enriched to identify the factors affecting the implementation capability of the local TAO. In the next section, a framework of the process of tourism policy implementation at the local level in China is developed into a model integrating the factors affecting the implementation capability of the local TAO. This model could serve as a theoretical framework to guide the case studies in Yunnan Province, Kunming and Lijiang.

2.4 Conceptual Framework of Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO)

The framework illustrated in Figure 2.3 describes the process of inter-governmental tourism policy implementation, and integrates the identified factors which affect the implementation capability of the local TAO. This process can be divided into three parts: (1) the implementation process of both national and local tourism policy; (2) factors affecting the implementation capability of the local TAO, at both the national and local levels; (3) the implementation capability of the local TAO and the implementation of tourism policy.

At the national level, the outcomes of the tourism policy-making process are national

policy decisions (Goggin et al., 1990), which not only include tourism policy, but also national tourism related laws, rules and regulations. Tourism policy is delivered to the local level with its inherent strength and weakness.

At the local level, the implementation of tourism policy is processed within the local macro-environmental conditions. In addition, as a public administrative organization, the TAO also has to operate under the constraints of the local institutions. The local institutions consist of the administrative arrangements for tourism; the administrative structure of the local public sector; and the understanding and values towards tourism and tourism administration. Thus, the decisions and acts of the TAO have to be within the rules set by the institutional arrangements. The attitudes of other government organizations towards the local TAO also depend on the officials' understandings and values towards tourism and tourism administration.

Within the framework set by the institutional arrangements, in order to implement tourism policy, the local TAO has to contact or negotiate with other government organizations to gain resources and support. The inter-organizational communication style, inter-organizational coordination structure and inter-organizational relations may

influence the effectiveness of coordination and establishment of cooperation. These factors may also be decided by the experience of the TAO in inter-organizational coordination; the local government; and the institutional arrangements.

In the process of coordination and cooperation, the key officials and interest groups influence the implementation capability of the local TAO by affecting the understanding and attitudes of the other organizations.

Finally, the identified factors at both national and the local levels, which can either facilitate or constrain the implementation capability of the local TAO, determine the implementation capability of the local TAO. Furthermore, effective policy implementation or only token policy implementation are the two possible outcomes that are induced.

In the following section, each potential factor is defined and operationalized based on the related studies in the fields of tourism administration, tourism public policy and empirical studies on policy implementation.

National Level



National Inducements and Constraints:

- National tourism policy decisions;
- Tourism related laws; rules; and regulations.

Local Level



Macro-Environment:

Institutional Arrangements:

- Administrative arrangements of tourism
- Administrative structure of local public sector
- Understanding and values towards tourism and tourism administration

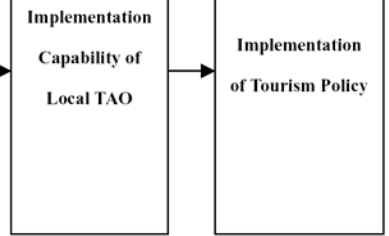
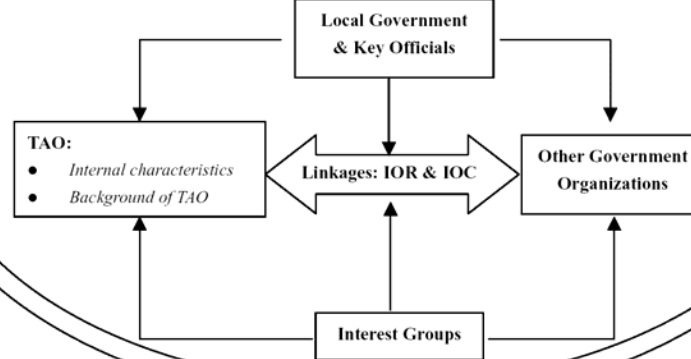


Figure 2.3 Conceptual Framework of Factors Affecting the Implementation Capability of Local Tourism Administrative Organization (TAO)

2.5 Macro-Environment

The studies of tourism administration have made great contribution to the knowledge of how the economic and political environment shapes tourism administration. The economic importance of tourism in the local economy is identified as a fundamental factor affecting the implementation capability of the local TAO because it directly influences other factors such as key officials' understanding of tourism and the influence of the local TAO. The political ideology towards tourism is identified as a prerequisite for the local TAO to build and improve its implementation capability.

With the rise in tourism development, there are often social and environmental problems that emerge and accompany such development. Governments in various countries, whether capitalist or socialist, developed or developing, actively intervene in tourism administration and play the role of the tourism public sector manager (Jenkins & Henry, 1982; Airey, 1983; Hughes, 1984; Elliott, 1987; Wanhill, 1987; Owen, 1992; Choy, 1993; Göymen, 2000; Akama, 2002).

Because tourism is a relatively new sphere for public sector management (Chapman, 1997), few countries know the most appropriate way to organize tourism administration.

Questions such as: What are the responsibilities of government in tourism administration? and What is the appropriate role of government at different stages of tourism development? have attracted researchers to study tourism organizations and tourism administration. In empirical studies, scholars found that government tourism organizations have assumed the role of legislator, coordinator, planner, entrepreneur, promotion actor, researcher, and public interest protector at different stages of tourism development (Airey, 1983; Choy, 1993; Chong, 2000; Göymen, 2000; Hall, 2000, Akama, 2002). The macro-economic and political environment stimulates government to assume these roles and involve themselves in tourism administration (Jenkins & Henry, 1982; Airey, 1983; Hughes, 1984; Elliott, 1987, 1997; Wanhill, 1987; Owen, 1992; Choy, 1993; Göymen, 2000; Akama, 2002). The management style of governments has also been known to be formed and changed by this macro-environment (Elliott, 1997; Göymen, 2000).

The macro-environment can be divided into two aspects - the economic and political. From the economic perspective, it was found that under several related economic conditions, government will attach importance to tourism and actively intervene in tourism management. These economic conditions include an urgent need for foreign

exchange; the slowdown of economic growth, the shrinkage of traditional economic growth points such as exports; the need to adjust the balance of payments and regional development; and employment creation. The degree of involvement of government in the tourism sector is proportional to the importance of tourism in the economy (Jenkins & Henry, 1982). The more important tourism is to economic development or economic recovery, the more support government will give to the tourism industry. Especially in places where the private sector is small and the development of tourism is led by government, the TAO can become more influential and powerful. The TAO may get more administrative and financial resources, more support from higher-level leaders and government, and the related tourism issue would be dealt with as a priority by government.

Economic importance is usually measured in four broad ways: contribution to Gross Domestic Product (GDP) and National Income (NI); earnings from foreign exchange; employment and income generated; and contribution to government revenues (Jenkins & Henry, 1982). In this study, the importance of tourism at the national level and the local level are measured in these ways, and compared with other economic growth points in terms of economic value and growth.

From a political and public administration perspective, the factors affecting tourism organization and tourism administration were identified by Elliott (1997) who made a breakthrough in the study of tourism administration by extending the research scope from tourism organization to public sector management in the tourism field. In order to study government and tourism, a large and complex area, Elliott (1997) developed an analytical framework based on four main questions (Why? Who? How? and What?) to help in the identification, analysis and evaluation of the most significant factors as presented in Table 2.1.

Elliott (1997) illustrated that the Public Sector Manager (PSM) must manage within the political environment. They should consider political ideology, power conflicts, the priorities of governments, and the bureaucratic culture. Within that system, the tourism PSM should take charge of fighting for the tourism industry to ensure that tourism gets what it needs. The TAO has to survive and operate within the particular institutional arrangements, observe the formal and informal norms in that society and play ‘games’ with an understanding of the bureaucratic culture.

Table 2.1 Public Sector Management and Tourism: Framework for Analysis

	Principles (What Should be Done?)	Practice (What is Done?)
Why Involved?	Responsibility of government; moral, legal, and professional principles	Economic and political objectives
	Political culture, power of government	Tourism has to be managed
	Public objectives	Need to respond to problems and demands
Who is Involved?	Government and people	Policy makers and politicians,
	Public Sector Manager (PSM)	Industry
	Industry and interest groups	Those affected
How Involved?	According to political culture, PSM principles	Policy systems, formulation and implementation
	PSM tourism norms	Power networks
	Partnership with industry	Management process
	Formal process	Formal and informal involvement
What Results?	Effectiveness;	Objectives achieved
	Serve public interest and people	
	Protect environment and community	Impact of tourism development
	Efficiency	Efficient and effective PSM

(Source: Elliott, 1997, p.3 (adapted))

The foremost factor affecting the capability of TAO is political ideology (Elliott, 1997; Chong, 2000). The ideology of a government can determine whether tourism development is supported and how much financial support would be available. It can decide the nature and extent of government involvement. Generally speaking, ideology reflects the national political culture and preference of political parties (Elliott, 1997). For

example, in the United States, historically, ideology and culture have been given a minimal role in the public sector compared to the private sector or the individual citizen. Thus, the role of the previous US Travel and Tourism Administration (USTTA) is very limited compared to that of comparable organizations in other countries. In Britain, with the ideology known as Thatcherism where market economies was the basic political ideology, the government withdrew its involvement as much as possible from tourism and left it to the industry and market forces.

In China, a socialist and developing country, the government leaves a great degree of freedom for the development of tourism enterprises under the ideology of the Socialist Market Economy Model. This model refers to the market mechanism of a socialist country where public ownership plays the main role in the economy, but other forms of ownership such as privately owned enterprises are allowed. However, considering that in the initial stages of tourism development, when the private sector is not mature and market mechanism is developing, the national tourism development strategy in China is a *Government-Led Tourism Development Strategy* (政府主导型旅游发展战略). This strategy is based on the market-oriented principles, with the government playing the role of a leader or director to create a supportive environment to nurture the tourism market,

and guide tourism industry development (Kuang, 2001b). This national development strategy reflects the relationship of government ideology and tourism development, and justifies the legitimacy of the TAO to acquire administrative and financial resources and support.

2.6 Institutional Arrangements

Institutional arrangements are one of several important factors in the tourism public policy process (Hall & Jenkins, 1995). There is no universal definition for the term ‘institutions’. The most popular definition was the one proposed by North (1990), who defined institutions as “webs of interrelated rules and norms that govern social relationships, comprise the formal and informal social constraints that shape the choice-set of actors”. The definition covers the elements of institutions developed by other scholars (e.g. Simeon, 1976; Scotton, 1982; and March & Olsen, 1989), including organizational entities, government jurisdictions, legislation, customs, usage, and the configuration of relationships.

In the process of tourism policy-making and implementation, the TAO operates within the institutional framework of the country. As one of the ‘game players’ (Aoki, 2000), it

has to decide and act within a set of rules, which means “considering one’s role, the situation (namely, the ‘rules of the game’), and deciding on the appropriate decisions and actions” (Hall & Jenkins, 1995, p.25). The TAO has to act within the limitation of its position in the administrative framework and behave according to government legislations. The attitudes of other government organizations towards the TAO are influenced by the rules and norms of the institution. In studies of tourism administrative institutions (Hall & Jenkins, 1995; Elliott, 1997), two kinds of rules and norms are identified to govern the relationship between the TAO and other government organizations, which are: (1) rules set by administrative structure and legislations; and (2) the understandings of tourism administration and tourism policy implementation or values for tourism (Hall & Jenkins, 1995). The first kind of rules can be demonstrated by the administrative arrangements of tourism and the administrative structure of the local public sector (Elliott, 1997; Knill & Lenschow, 1998). Therefore, in the context of tourism, the institutional arrangements can be examined under three dimensions: the administrative arrangements of tourism; the administrative structure of local public sector; and the understandings and values of tourism.

2.6.1 Tourism Administrative Arrangements

The administrative arrangements are shaped by several institutional factors including political institutions, administrative traditions and political culture (Jachtenfuchs, 1995; Scharpf, 1997; Smith, 1997; Knill & Lenschow, 1998; Peters & Pierre, 2001). Its influence on policy implementation was highlighted in the studies on policy implementation in Europe. With the birth of the European Union (EU), the implementation of many policies formed at the EU level turned out to be different in each of countries of the EU because of different administrative arrangements.

The administrative arrangements could be characterized by two aspects: (1) regulatory style and; (2) regulatory structures (Knill & Lenschow, 1998). The regulatory style refers to patterns between administrative and societal actors with two dimensions which are the mode of local intervention and administrative interest intermediation. Two types of regulatory style are distinguished (summarized in Table 2.2). The regulatory structures are “the vertical (centralization/decentralization) and horizontal (concentration/fragmentation) distribution of administrative competencies with the respective patterns of administrative coordination and control” (Knill & Lenschow, 1998, p. 597).

Table 2.2 Administrative Arrangements – Regulatory Styles

Types of Regulatory Style	Characteristics
Mediating Regulatory Style	<ul style="list-style-type: none"> • Self-regulation and procedural requirements; • Great discretion and flexibility for administration in implementation.
	Patterns of interest intermediation: <ul style="list-style-type: none"> • Pragmatic bargaining • Informality • Consensus • Transparency
Interventionist Regulatory Style	<ul style="list-style-type: none"> • Command and control type rules; • Limited discretion and flexibility.
	Patterns of interest intermediation: <ul style="list-style-type: none"> • More legalistic • Formal • Adversarial • Closed

(Source: Knill & Lenschow, 1998, p. 597(adapted))

Knill and Lenschow's (1998) method of characterizing administrative arrangements provided a specific and feasible approach to identifying and describing the institutional context of policy implementation. An understanding of these two types of administrative styles in tourism policy in China can help to identify what kind of institutional forces (e.g. legal regulations or informal relationships) the TAO should use to improve its implementation capability. This kind of knowledge is also helpful in understanding what

may impede tourism policy implementation of TAO at the local level.

2.6.2 The Power and Influence of the Tourism Administrative Organization (TAO) in the Local Public Administrative System

The implementation capability of the local TAO can also be determined by the power of the local TAO. Elliott (1997) defined that power as being about who gets what, when and how much in the political and administrative system and in the tourism sector. A powerful TAO could be influential on other government organizations in terms of decision-making on the focus of their work and the allocation of their resources. The power of the local TAO could influence whether the TAO obtains the support of other government organizations in the process of tourism policy implementation.

Elliott (1997) also indicated that the TAO's power was mainly due to its position in the local administrative system and the legislation setting on the scope of government organizations' jurisdiction. These two aspects could determine the local TAO's administrative rank relative to that of other government organizations, its sphere of influence, and its authority assigned by the legislation. The appropriate way to demonstrate these two aspects is to examine the structure of a local administrative system,

which has been manifested in the studies of tourism administration and tourism policy of China (e.g. Zhang & Yuan, 2002; Zhang; 2003; and Li, 2004)

2.6.3 Values and Understanding of Tourism and Tourism Administration

One cannot ignore the influence of values in examining the influence of institutional arrangements, because values contribute to the formulation of the norms in an institution. Simmons et al. (1974, p.457) conclude that “it is value choice, implicit and explicit, which orders the priorities of government and determines the commitment of resources within the public jurisdiction”. How do the other government organizations respond to the requirement of the TAO or whether other government organizations like to use their organizational resources in the cooperation with the TAO depends on the values popular in the society or the values held by officials. Values affecting public policy can be divided into three levels of analysis: (1) macro-level sets of values or ideologies which operate at the national level; (2) values within and between organizations such as organizational culture; and (3) individual values (Hall & Jenkins, 1995).

The values at the macro-level, or sometimes called ideologies, have been discussed in the last section. The values at the middle-level refer to the organizational culture.

Organizational culture could be manifested at three levels according to Schein (2004, p.36): “the essence of a group’s culture is its pattern of shared, basic taken-for-granted assumptions, the culture will manifest itself at the level of observable artifacts and shared espoused beliefs and values”. These artifacts, beliefs, values and assumptions can be categorized into different dimensions related to different issues. In this study, only the dimension of the inter-organizational coordination, cooperation and communication is examined because this dimension can directly influence the implementation capability of the TAO. The values at the micro-level are individual values and could be expressed by the people’s understanding of some issues. Henning (1974, p.15) defined values as “ends, goals, interests, beliefs, ethics, biases, attitudes, traditions, morals and objectives that change with human perception and with time and that have a significant influence on power conflicts relating to policy”. This definition indicates that people’s perception or people’s understanding could determine the change of people’s values. In this study, officials’ understanding of tourism administration and tourism policy implementation would be examined to identify the influence of individual values on the implementation capability of TAO.

2.6.4 Values and Commitment of Higher-Level Officials

At the level of individual values, the values and commitment of higher-level officials are worthy of special emphasis. The imperial tradition in China nurtured the idea of “basing the state system on ideological commitment, strong personal leadership at the apex, and impressive nationwide governing bureaucracies” (Lieberthal, 1995, p.4). This idea affects the governance in the modern China, where the Chinese communist system is characterized by “a submissive political culture and the dominance of an informal authority structure (on the basis of the ‘rule of person’ tradition)” (Lo et al., 2000, p.316). Although the collective leadership has replaced a single individual leadership in current Chinese society (Lampton, 1987), under the conditions where a comprehensive legal system is lacking, personal values and commitments of leaders and elites in China still play an important role in decision-making.

Therefore, from a top-down perspective, the key officials’ values in government organizations in charge of sector government departments, such as the municipal government, can affect the ‘bargaining capability’ of the TAO. Especially in a socialist country (O’Toole, 1997b), if the key officials attach high priority to tourism development, the capability of the TAO to attain resources from other governmental organizations will

be enhanced. If the key officials hold strong commitment to tourism policy planning and implementation, the values of officials in other government organizations towards cooperation with the TAO can be affected positively.

However, values and commitment are notoriously difficult to measure. In the studies of policy implementation, most provide indicators of values and commitment according to the features of specific policy (May 1993, 1994, & 1995). May and Burby's (1996) studies made some contributions to developing some general indicators for the support from higher-level officials and government. They conducted a number of studies that explored the 'mandate' supplied by one level of government to another. They explored how the different form of state laws, which were in the policy area of flood and erosion control, impacted the behaviour of local governments in both the United States and Australia. May and Burby (1996, p.196) measured the commitments and values of officials by three indicators: (1) endorsement of policy goals; (2) senior staffs' willingness to promote goals; and (3) status of individuals working on the policy.

2.7 Inter-Organizational Relations (IORs)

The framework of the process of tourism policy implementation demonstrates that the

implementation of tourism policy is an inter-organizational process which usually involves several related government organizations. Thus, the existing inter-organizational relations (IORs) could influence the decision and behavior of organizations in the implementation of policy. The IOR is concerned with the interdependent relationship between two organizations or among several organizations.

With the increase of multi-actor policy implementation, the implementation of policy is often impeded because something goes wrong with inter-organizational coordination at the horizontal level, which means cooperation between organizations that are not in a hierarchical accountability relationship (Hill & Hupe, 2002). Therefore, the studies in the field of IORS contribute indirectly to the studies of policy implementation (O'Toole, 2000). In the 1960s and 1970s, inter-organization theory was developed with the research focus of organization science changed from a closed-framework (intra-organization) to an open-framework (organization and environment). It focused on the relations between organizations, their interdependencies and their strategies.

An inter-organizational relation exists when two or more organizations interact and trade resources with each other and these resources may comprise financial, technical or human

resources and include customer or client referrals (Selin & Beason, 1991; Pearce, 1992; Hall & Jenkins, 1995). The nature of this relationship and the behavior of organizations within it can be examined by two main approaches (Schmidt & Kochan, 1977). One of the approaches views inter-organizational relation from an exchange perspective (Levine & White, 1961, Aldrich, 1979). According to this approach, inter-organizational relations form when organizations perceive mutual benefits and gains from interaction. Another is the power-dependence approach which implies that the motivation of organization to interact is asymmetrical, one party is motivated to interact, but the other is not (Schmidt & Kochan, 1977). The inter-organizational relation is only formed when the motivated party is powerful enough to force or induce the other to interact. Resource dependency has become the dominant concept using this rationale (Pfeffer & Salancik, 1978). According to the resource dependence inter-organizational relations model, interactions between organizations are motivated more from a desire to attain resources at the expense of other organizations than from anticipated mutual benefits (Gamm, 1981, in Selin & Beason, 1991). Schmidt and Kochan (1977) suggested that the elements of both models, exchange and resource dependency, could be presented in the interactions of any set of organizations.

Based on the above discussion, if there is inter-dependence between the implementation agencies and other organizations whose cooperation is needed in policy implementation, and if the implementation agency can recognize such inter-dependence and use it, it will be easier for the implementation agency to attain resources to achieve a satisfactory level of implementation performance. Or, if there is an inducement/sanction mechanism to assist the implementation agency to establish inter-organizational cooperation where there are no interdependent relations or weak/no intentions to cooperate. Therefore, from an inter-organizational relations perspective, inter-organizational inter-dependence and inducement/sanction mechanisms available for the implementation agency are important variables which may affect the implementation capability of the TAO.

Many interdependencies underlie interactions among organizations because the perception of inter-dependence can facilitate the establishment of cooperation, and the design of inter-organizational coordination strategies has to consider whether inter-dependence exists between organizations and what it is (Alexander, 1995). In previous studies, several types of interdependencies were found and named by scholars (adopted from Alexander, 1995, pp.31-35):

1. Sequential inter-dependence exists when one organization's product or output is the

input for another (O'Toole & Mountjoy, 1984, pp.493-495). For example, tourist groups are the output of a travel agency, and it is the input of hotels, theme parks, and other tourism businesses at the tourist destination.

2. Reciprocal inter-dependence exists where one unit's output is an input for the other's activities, and at the same time that unit's product is the other unit's input (Thompson, 1967). For example, the TAO and heritage management organization could be reciprocally interdependent. The TAO based on its experience and technical advantage assists the heritage management organization to develop tourism products with heritage assets. The latter could obtain maintenance funding from the operation of the heritage tourism products and the TAO could obtain the support of the heritage management organization in implementing tourism policy.
3. Pooled inter-dependence which links organizations is the result of some mutual commonality, and it is unlike sequential and reciprocal inter-dependence which involve linear processes. It may be competitive, when the respective organizations' efforts are focused on a common target (Pfeffer & Salancik, 1978, pp.124-126). For example, all of the enterprises in the hospitality industry in a destination may target the same market. In the public sector, sometimes public organizations involved in a tourism policy also need to serve or manage tourists together.

4. Other types of pooled inter-dependence are symbiotic and commensal interdependent.
- Symbiotic inter-dependence in an economic sector, for instance, may be the result of technological heterogeneity (Pfeffer & Salancik, 1978, pp.123-123; Carney, 1987, pp.346-347). For example, with the ‘Tour Guide Certification Program’, the TAO has authority to hold the exam and grant certification. The TAO has to seek a partner with the educational capability to offer training programs. In this case, the TAO and the education institutions are complementary resources, and this represents a potential symbiotic inter-dependence.
 - Commensal inter-dependence describes the relationship between organizations dependent on the same source of resources (Alexander, 1995, p.34). For example, for a group of governmental organizations involved in an intergovernmental tourism program and share funding for this tourism program.

All these types of pooled inter-dependence have been classified as “outcome inter-dependence”, which results from the product of interdependent efforts. (Pfeffer & Salancik, 1978, pp.41-46).

In the condition that no or weak inter-dependence exists and the intention of the implementation agency to cooperate is stronger than that of the potential cooperation

partner, the inducement/sanction mechanism should be used to assist the establishment of a cooperative relationship. The mechanism can be induced either by higher-level government or by the implementation agency. For example, Van Meter and Van Horn (1975) discussed in the context of inter-organizational (or inter-governmental) relations, higher-level government can facilitate implementation by providing technical advice and necessary resources. Both positive and negative sanctions can be applied to enhance the implementation capability of the implementation agency to obtain resources, such as symbolic and material rewards (positive), or withholding funds or a license (negative).

Before leaving this section on IOR, the answer to the question ‘Under what conditions do inter-organizational relations form?’ is worthy of discussion. The conditions under which relationships are established refer to the different contingencies which will cause inter-organizational relations to occur. These contingencies could be the environmental and inter-organizational factors (Oliver, 1990, p.241). Knowledge of these conditions will be helpful when designing institutional or inducement/sanction mechanisms to facilitate the establishment of IORs. Oliver (1990) integrates the existing IORS literature into six critical contingencies of relationship formation, which are proposed as generalizable determinants of IORs across organizations, settings, and linkages. They are as follows

(adopted from Oliver, 1990, pp.243-247):

(1) *Necessity*: An organization often establishes linkages or exchanges with other organizations in order to meet necessary legal or regulatory requirements.

(2) *Asymmetry*: IORs promoted by the potential to exercise power or control over another organization or its resources.

(3) *Reciprocity*: IORs occur for the purpose of pursuing common or mutually beneficial goals or interests. Motives of reciprocity emphasize cooperation, collaboration, and coordination among organizations, rather than domination, power, and control.

(4) *Efficiency*: The formation of an IOR is promoted by an organization's attempt to improve its internal input/output ratio, not by the need to conform to the dictates of a higher jurisdiction, the desire to exert power and control over external resources, or the wish to pursue reciprocal inter-organizational benefits.

(5) *Stability*: IORs form to serve as coping strategies to forestall, forecast, or absorb environmental uncertainty in order to achieve an orderly, reliable pattern of resource flows and exchange (Benson, 1975; Pennings, 1981).

(6) *Legitimacy*: Institutional theory suggests that institutional environments impose pressures on organizations to justify their activities or outputs. These pressures motivate organizations to increase their legitimacy in order to appear to be in agreement with the

prevailing norm, rules beliefs, or expectations of external constituents. Thus, the enhancement of organizational legitimacy is a significant motive in the decision for organizations to interconnect.

Although each of the determinants may be a separate and sufficient cause of relationship formation, the decision to initiate relations with another organization is commonly based on multiple contingencies.

2.8 Inter-Organizational Coordination (IOC)

In the framework of potential factors affecting the implementation capability of the local TAO, inter-organizational coordination (IOC) has been identified as being essential for resources attainment, compliance enforcement, or consensus building. In this study, coordination takes the form of a process instead of an end-state of most effective or harmonious results in which joint activities of organizations are characterized by minimal redundancy, incoherence and lacunae (Thompson, 1967; Mulford & Roger, 1982; Smith, Carroll & Ashford, 1995; Peters, 1998).

From the literature in the tourism field, the discussion on IOC focuses on the

management and development of tourism network (e.g. Tyler & Dinan, 2001; Pavlovich, 2001; and Appelman, 2004). However, these discussions on IOC were limited on the description of inter-organizational communication, negotiation and cooperation; theories were not employed to analyze IOC, and little or no contributions were made to the theory building of the IOC research field. In addition, the discussions were based on tourism businesses such as hotels or travel agencies or attraction developers, and discussion on IOC in tourism administration has not been found.

In fact, beyond the domain of tourism, IOC has been studied from both empirical and theoretical perspectives in the fields of public administration and management. Because some changes identified in government, such as more policies encompassing multiple administrative domains; more government agencies induced by the subdivision of government functions; limited funding; and decentralization (Peters, 1998), made coordination more difficult. Alexander (1995, 1998) developed a structuration model of IOC (Figure 2.3) to synthesize the body of knowledge on the theories and concepts of IOC. This model was organized around an analytical concept called 'IOC structure' which was defined as "the form of the coordinating mechanism linking the decision centers in an organization or of the relevant organizations in an inter-organizational

system” (Alexander, 1995, p.49). Here, the IOC structure not only means a specific coordination organization, but it could be any format as long as it can induce interaction in the intra- or inter-organizational system so that coordinated decisions and actions ensue. The IOC structure is produced when the responsible decision makers or actors recognized that the IOC structures will facilitate their organizations’ coordinated interaction (Alexander, 1995). The structuration model of IOC developed by Alexander (1995) serves two purposes: (1) to integrate the concept for the research and analysis of IOC; and (2) to offer a repertoire of possible formats for the organization of IOC structure in institutional design of implementing policies.

With reference to Figure 2.4, the structuration model of IOC (Alexander, 1995) could be read vertically at three levels, and also horizontally along with the axis of ‘SOLIDARITY’ and ‘HIERARCHY’. Vertically, coordination structures could be identified at three levels. The highest level is the Meta-structures which take the inter-organizational field as a whole. This level defines the basic characteristics of inter-organizational interaction in this field. For example, the market is characterized by spontaneous mutual adjustment, and the organization is characterized by the hierarchical control. The next level is the Meso-structures which cover the various forms of IOC

structures for the interaction of organizations in the context of some joint activities or common programs, e.g. joint ventures, federations. The lowest level is the Micro-structures which are devices for linking intra- or inter-organizational decision centers. The lower-level structures can be part of higher level structures. For example, a joint venture might be a form of IOC in a market framework.

In order to understand the two axes at the horizontal level, three mechanisms (price, authority and trust) controlling IOC need to be introduced (Alexander, 1995). The media of interaction and form of control within inter-organizational coordination may be different. Taking IOC structures at the meso-level as examples, market transactions are exchanges based on price. Based on transaction cost theory, when the transaction cost increases, administrative authority could be used as transaction controls and IOC structure could be hierarchical (command based on authority). The degree of hierarchy of the IOC structures could be different, which means much of the discussion of coordination could be different. For example, at the end of hierarchy axis of the meso-level, a single organization is a form of IOC structure with the highest degree of hierarchy, because when organizations involved in coordinate activities are merged as a single organization, the authority plays the dominant role in coordinating internal

conflicts. In contrast, at the zero end of the hierarchy axis, it is coordination without authority. IOC at this end is coordination based on inter-organizational inter-dependence.

In addition to price and authority, when norms of mutual obligation and cooperation limit opportunism, mutual trust can be more effective (Alexander, 1995). These norms could be based on association (such as kinship, shared ethnicity, culture, educational or professional background) or solidarity (such as common ideologies, values, or goals) (Bradach & Eccles, 1992, in Alexander, 1995). Thus, a solidarity axis is developed on the contrary direction of hierarchy axis.

In the book **How Organizations Act Together** (Alexander, 1995), Alexander illustrated how various IOC structures integrate in the structuration model and he also answered the questions: (1) Why does IOC need coordination structures? (2) How do they come into being? and (3) How does the IOC structures evolve along the hierarchy axis and solidarity axis? In the process of answering these questions, the effectiveness of different IOC structures was identified to be different, and this has important implications for practice.

In this study, the structuration model of IOC (Alexander, 1995) could serve as a repertoire of IOC structures for the discussion in the implementation of tourism policy at the local level in China.

In addition to the studies on IOC, some findings on inter-organizational cooperation (or collaboration) could be appropriate to guide this study. In this study, cooperation (collaboration) is referred to as an “end-state after inter-organizational coordination in which organizations work together for a program or some common objectives” (Peters, 1998, p. 296). However, in some literature (e.g. Schermerhorn, 1975; Gray, 1985; and Margerum, 2001), cooperation is defined as a process in which organizations communicate and interact to pool resources together to solve a set of problems which neither can solve individually; and the determinants of inter-organizational cooperation are identified in these studies which focus on the process and development of cooperation. These determinants could be helpful in analyzing the factors facilitating or constraining the implementation capability of the local TAO. The factors affecting the decisions of organizations in coordination and cooperation may be summarized into three categories: (1) necessity of cooperation; (2) the cost and benefits of the organization’s involvement; (3) the facilitators, constraints and pressures from the environment. These categories

could be further specified to be the follow eight factors (Schermerhorn, 1975; Gray, 1985;

Margerum, 2001):

- (1) Recognition of inter-organizational dependence;
- (2) Resource scarcity;
- (3) Values and understanding toward cooperation;
- (4) Coercive pressure;
- (5) Resource requirements for implementation;
- (6) Organizational domain and power consideration;
- (7) Environmental support capacities;
- (8) Specific operation.

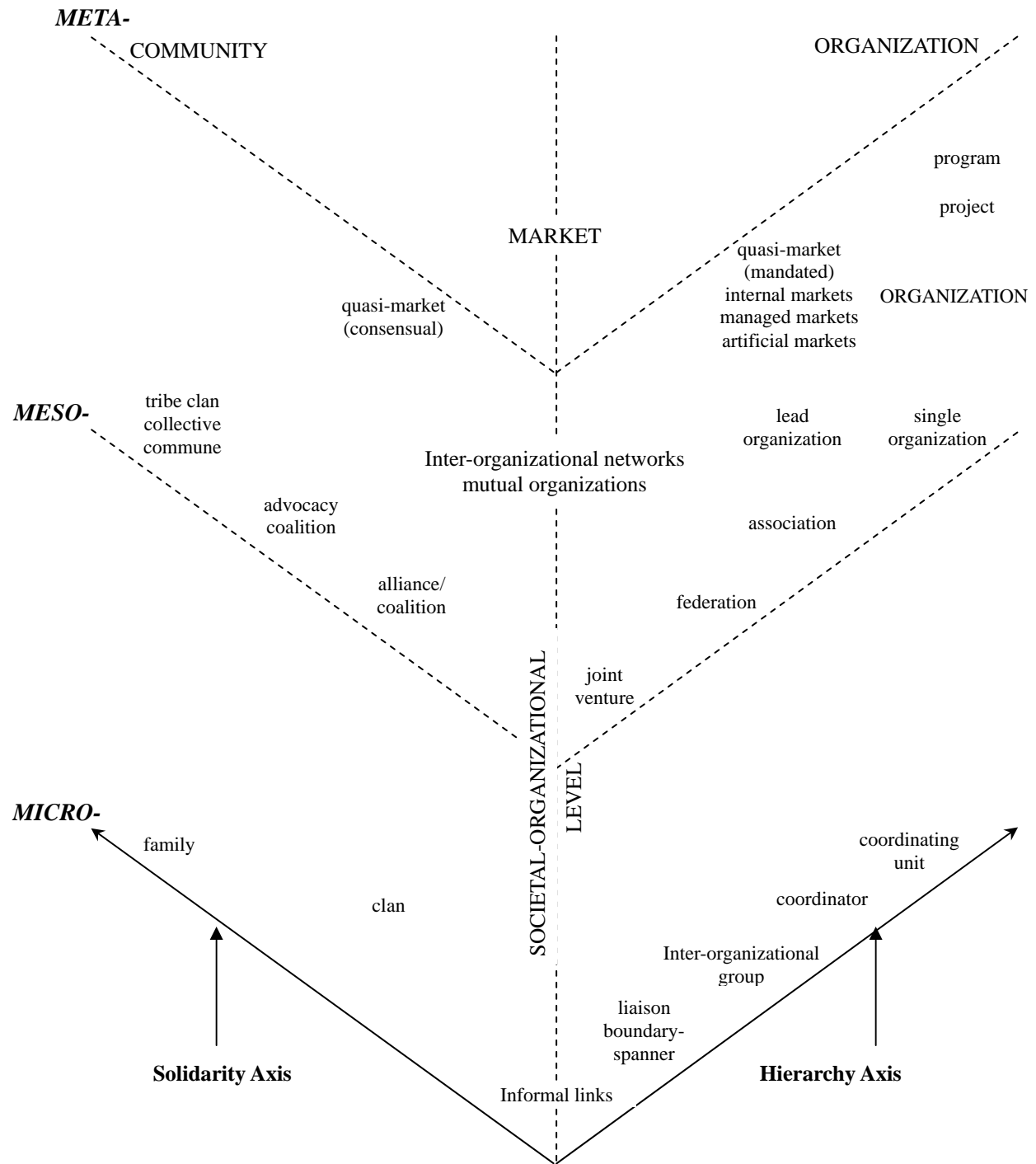


Figure 2.4 Inter-Organizational Coordination Structures

(Source: Alexander, 1995, p.55)

2.9 Interest Groups

Interest groups also exert influence on the tourism policy process (Hall & Jenkins, 1995; Doorne, 1998; Hall, 1999). The term 'interest group' tends to be used interchangeably with the terms 'pressure group', 'lobby group', 'special interest group' or 'organized interests'. Matthews (1980; cited in Hall & Jenkins, 1995) defines interest group as any association or organization which makes a claim, either directly or indirectly, on government so as to influence public policy without itself being willing to exercise the formal powers of government. Interest groups can be classified according to their degree of institutionalization, as producer groups, such as business organizations, labor organizations and professional associations; and non-producer groups such as conservation, consumer, environment groups, and single interest groups (Matthew, 1976; cited in Hall & Jenkins, 1995). Among them, producer groups tend to have a high level of organization resources, and a high level of credibility in bargaining and negotiations with government and other interest groups. Interest groups can either facilitate or inhibit the TAO in implementing tourism policy, and how far groups are able to influence the TAO depends on the communication channels through which that interest group can approach the TAO or other government organizations.

2.10 Background of the Tourism Administrative Organization (TAO)

In studies which use the characteristics of implementation agencies as independent variable in policy implementation (e.g. Edwards, 1980; Nakamura & Smallwood, 1980), Harbin et al. (1992) found that when carrying out inter-agency work, besides internal resources of an implementation agency such as finances, qualified personnel, and existence of specialized facilities, some other characteristics of the implementation agency, including climate (history of services and levels of support from decision makers and advocacy groups), policies (current inter-agency agreement and existing legislation), and system (experience with inter-agency services), could affect collaboration and policy implementation.

Formal and informal relationships (positive or negative) and contacts can be established in the history of the operation of the implementation agency, which can be resources for the implementation agency to establish new cooperative relationship. If the implementation agency has experience in inter-agency work, where communication channels or cooperative procedurals may exist, then the implementation capability of implementation agency can be further improved by more experience. In this study, the history of establishment and evolution of the implementation agencies and their

inter-agency work experience will be organized under the background of TAO as a factor affecting the implementation capability of TAO.

2.11 Policy Factors and the Characteristics of the Local Tourism Administrative Organization (TAO)

Finally, two factors running through the whole process of tourism policy implementation need to be introduced. They are policy factors including policy content and policy form, and the characteristics of the TAO that include the structural, personnel, and resource characteristics. They could be named as inherent factors in this study because they are essential constituents in the process of tourism policy implementation.

Many researchers have noted that the characteristics of policy could affect its implementation (e.g. Montjoy & O'Toole, 1979; Hogwood & Gunn, 1984; and Goggin, 1987). Some of them also tried to identify why some policies were inherently harder to implement than others by categorizing policy into four types: distributive, redistributive, regulatory, and constituent (Lowi, 1972). However, research and practice have shown that the distinction between these types were difficult to draw. Therefore, the studies on policy formation and implementation mainly focus on the impact of policy content (e.g. resource

and credibility), policy form (e.g. policy clarity, policy consistency, frequency of repetition), and policy formation process (e.g. Hogwood & Gunn, 1984 and Goggin et al., 1990). Many suggestions (Van Meter & Van Horn, 1975; Hogwood & Gunn, 1984) on policy content, standards and objectives are supplied to policy formers to ensure successful policy implementation.

The influence exerted by the characteristics of the implementation agency on policy implementation has been demonstrated in a large number of studies on intra-organizational cases (O'Toole, 2000). The structure of the organization (centralized or decentralized), the knowledge and skills of the leader, the motivation and competency of personnel, the compatibility of the goals of the implementation agency and the goals of the policy, and financial resources in the implementation agencies, are all elements that can affect the performance of policy implementation (Goggin et al., 1990).

In this study, the influences brought by these two inherent factors are acknowledged. However, as mentioned in Chapter 1, the examination of their effects on the implementation of tourism policy is beyond the scope of this study. The focus of the study is on the external environment of the TAO instead of its internal environment

because the core of the problem currently existing in the implementation of tourism policy at the local level in China is inter-organizational coordination and cooperation. In addition, the study of the characteristics of policy falls in the scope of policy analysis which is beyond the scope of this study.

In summary, in the process of tourism policy implementation at the local level in China, the factors affecting the implementation capability of the local TAO could be categorized into seven categories: (1) macro-environment; (2) institutional arrangements; (3) inter-organizational relations; (4) inter-organizational coordination; (5) interest groups; (6) the background of the TAO; and (7) policy factors and internal characteristics of the TAO. A framework integrating possible factors affecting the implementation capability of tourism administrative organizations in tourism policy implementation has been developed and presented in Figure 2.3. Although this framework does not demonstrate how these factors work to facilitate or constrain the local TAO in coordination and cooperation, it can serve as a theoretical guide to explore the factors affecting the implementation capability of the TAO through case studies at the local level in China.

CHAPTER 3 RESEARCH METHODOLOGY

This chapter aims to provide information on the method of data collection and analysis in meeting the objectives of this study. The data collection process and data analysis procedures used are also presented in this chapter.

Based on the research questions of this study which have been stated in Chapter 1 – Introduction, this study used a descriptive case study approach (Yin, 2003). Qualitative research methods were used to collect and analyze data, because the research paradigm of phenomenology was the most appropriate approach to use as it can reveal the essence of experience shared by people (Schram, 2006).

3.1 Research Design

This study adopted a descriptive research design using a case study approach (Veal, 1997; Yin, 2003).

3.1.1 Descriptive Case Study

It is appropriate and justifiable for this study to adopt a case study approach. A case study is “an empirical enquiry that investigates a contemporary phenomenon and context are

not clearly evident” (Yin, 2003, p.13). It is appropriate when researchers desire to define topics broadly and not narrowly; to cover contextual conditions and not just the phenomenon of study; and to rely on multiple and not singular resources of evidence (Noble, 1997). The case study method also has a distinct advantage when a ‘how’ or ‘why’ question is being asked about a contemporary set of events over which the researcher has little or no control (Yin, 2003).

This study examines the factors affecting the implementation capability of the local TAO in the process of policy implementation in China. Based on the nature of problems existing in the implementation of a tourism policy in China, the following research questions were raised and need to be answered to meet the purpose and objectives of this study (1) What are the factors affecting the implementation capability of the local TAO in China in tourism policy implementation? and (2) How do these factors affect the implementation capability of the local TAO in China? Therefore, not only the process of policy implementation needs to be studied, but also the contextual conditions need to be explored to identify the affecting factors. The contextual conditions around the implementation of policy are complex and may cover diversified variables, and these contextual conditions maybe inter-related and cannot to be separated from the process of

policy implementation. This requires retaining the holistic and meaningful characteristics of the implementation of policy within a specific context (Yin, 2003). Therefore, the case study approach, which has been well utilized in the policy field as it enables the researcher to use intricate details and methods for examining policy arenas (Hall & Jenkins, 1995), is appropriate for this study. More specifically, the case study approach is used to describe what and how factors affect the implementation capability of the local TAO.

3.1.2 Qualitative Approach

The selection of the research approach is likely to depend on the ontological (How is the world perceived?) and epistemological (How it is possible to find out about the world?) basis underpinning the research questions in a study (Mason, 1996; Jennings, 2001; Ritchie & Lewis, 2003). The answers for the research questions of this study are the social world existing independently of individual subjective understanding, but that it is only accessible via the respondents' interpretations (Snape & Spencer, 2003). Policy implementation is a complex subject to study as it diversifies into different policy arenas and contexts. Tourism policy implementation in China has not been well understood. The context of policy needs clarification and many variables are waiting to be identified. A

greater understanding of the nature of issues or problems on tourism policy implementation is needed before hypotheses can be formulated and the measurement issues become a research interest. Thus, an inductive research model is more appropriate to adopt than a hypothetic-deductive research model in this study. In addition, some of the factors affecting the implementation capability of the local TAO are only accessible via the respondents' interpretations. In China, a developing socialist country, policy implementation may not be well documented or too sensitive to be recorded. Some situations only can be known via the respondents' interpretations, and only the person in the particular role can contribute to this study.

Thus, the researcher has to “explore and understand the social world through the participants' and their own perspectives” (Ritchie & Lewis, 2003, p.23). This kind of ontological and epistemological basis is associated with the underlying assumption of phenomenology, which is that “dialogue and reflection can reveal the essence—the essential, invariant structure or central underlying meaning—of some aspect of shared experience” (Schram, 2006, p.98). As a research tradition, if phenomenology is applied to conceptualize, describe, and analyze human social behavior and processes, the research can focus on what an experience means for persons who have had the experience and can

provide a comprehensive description of it (Schram, 2006, pp.97-98). Therefore, phenomenology is appropriate to be selected to guide the design of this study. The qualitative research method is usually associated with phenomenology as the appropriate method to collect and analyze data (Johns & Lee-Ross, 1998).

The qualitative research method aims at providing an in-depth and interpreted understanding of the social phenomena by learning about the social and material circumstances where people cope with, and people's experiences, perspectives and histories; its open and generative nature allow the exploration of the issues with little study (Ritchie & Lewis, 2003). As summarized by Maxwell (2005, p.22), qualitative research methods can help researchers to: (1) understand the meaning of the events, situations, experiences, and actions participants are involved and engage in; (2) understand the particular context within which the participants act and the influence of this context on their actions; (3) identify phenomena and influences out of anticipation and generate theories about them; (4) understand the process of events and actions; and (5) develop causal explanations. Considering the present status of studies on tourism policy implementation in China and the complexity of the problem of policy implementation referred to above, the characteristics and functions of qualitative methods are appropriate

to be employed to collect and analyze the data.

Semi-structured interviews were conducted with people who were involved in the work of tourism policy implementation in China to obtain facts about the implementation of tourism policy and their opinions towards it. Then, the collected data were fragmented, coded, categorized, and synthesized to find out what the affecting factors could be and how they took effect; which would enable further refinement of the conceptual framework presented in Chapter 2 – Literature Review.

3.2 Selection of Cases

In this study, the selection of cases was purposeful and criteria-based, which is a strategy “in which particular settings, persons, or activities are selected deliberately in order to provide information that cannot be gotten as well from other choices” (Maxwell, 2005, p.88). There are three concerns for the selection of cases for this study. The first concern is the status of tourism development. This study aims to identify not only the constraints but also the facilitators affecting the implementation capability of the local TAO. Thus, the places where tourism has an important role and contribution, and has been developed for a relatively long time may provide a richer context than the places where tourism is

undeveloped, because the institutions of tourism administration of the former could be more advanced and comprehensive than that of the latter. For example, in order to boost the local economy through tourism development, the governments of some places rich in tourism resources such as Sichuan Province, Xi'an in Shaanxi Province, Guilin in Guangxi Province and Yunnan Province have made great efforts in improving the institutions of tourism administration to ensure the implementation of tourism policy. Thus, these places may have more experience in tourism policy implementation than places where the development of tourism is relatively minor and slow. In addition, the storage of government documents on tourism policy may be better in these places where tourism has been developed for a relatively long time.

The second concern is the administrative area of the case. The factors affecting the implementation capability of the TAO or the importance of these factors may be different for TAOs at the different administrative levels. Therefore, three separate cases at three different local levels (province, municipality, and county) were selected for the purpose of comparison.

The third concern is the convenience of data collection. As mentioned above, policy

implementation and inter-organizational coordination between government organizations are a sensitive topic. It is not easy to find interviewees without the introduction of insiders. Therefore, with the consideration of the above two concerns, the places where the contacts are available were selected as the cases of this study.

Finally, this study was conducted within Yunnan Province. The factors affecting the implementation capability of the local TAO were studied at the Yunnan Province, Kunming City and Lijiang County levels. Although Lijiang is a city now, it still could be reasonable to take it as a context of county because it has only recently had its status upgraded from a county to a city in 2002. In order to further justify the rationality of the selection of Yunnan as the context of this study. The backgrounds of Yunnan Province, Kunming City and Lijiang County were introduced.

Yunnan is a southwestern province in China. The province has an area of 394,000 square km, 4.1 % of the nation's total. Yunnan is one of China's relatively undeveloped provinces with more poverty-stricken counties than any other provinces in the country. Yunnan's four pillar industries include tobacco, biology, mining, and tourism. Yunnan's nominal GDP in 2004 was RMB 295.9 billion yuan (US\$ 36.71 billion), with an annual growth

rate of 8.1%. Its per capita GDP was RMB 5,630 yuan (US\$ 680), and the share of GDP of Yunnan's primary, secondary, and tertiary industries were 21%, 43%, and 36% respectively (China Internet Information Center, n.d.).

Yunnan boasts rich tourism resources including plateau lakes, karst landforms, tropical forests and low latitude glaciers. The province is also noted for a very high level of ethnic diversity, and it has 25 ethnic groups with unique folk arts, culture and customs. The tourism industry has reported rapid growth in Yunnan since the 1999 World Horticultural Exposition which was successfully hosted in Kunming. As a pillar industry, the contribution of tourism to the society and the economy in Yunnan has become more and more apparent. Tourism was positioned as a backbone industry of Yunnan by the Yunnan Provincial Government in 2004.

Kunming is the capital of Yunnan province. It is located at the northern edge of the massive Lake Dian and has a population of more than four million. Because of its year-round temperate climate, Kunming is often called the ‘Spring City (春城).’ Kunming is the political, economic and cultural center as well as the transportation hub of Yunnan. The city's overall economic strength ranked 25th place in China's top 32 cities in

2004 (21st Century Economic Report, 2005). Now, tourism is one of the pillar industries in Kunming which accounts for 15% plus of the local GDP (Kuming Municipal Government, 2005).

Lijiang is an administrative division comprising both urban and rural areas in northwestern Yunnan Province, China. It is a fairly large geographical area that originally comprised a city consisting of one district (the old town district) and one county (Yulong County). It now includes another three counties: Yongsheng county, Huaping county, and Ninglang county. Before 2002, this administrative division of Lijiang was called the Lijiang Prefecture, and the current Lijiang city was a county at that time.

Lijiang is known for its abundant natural and culture tourism resources, such as the spectacular Tiger Leaping Gorge, picturesque Lugu Lake, snow-capped Jade Dragon Snow Mountain and Lijiang Ancient Town. Among these attractions, the most famous one is the Lijiang Ancient Town, an old town with a history of 800 years. The Lijiang Ancient Town as it is commonly known is more correctly called the Dayan Ancient Town (大研古镇). The Lijiang Ancient Town differs from other ancient Chinese cities in architecture, history and the culture of its traditional residents who are minority Naxi

people. Its architecture is notable for the blending of elements from several cultures (Lijiang City Government, n.d.). The Lijiang Ancient Town was registered on the UNESCO World Heritage List in December, 1997 (World Heritage Center, 1997).

In the late 1980s, the major industry in Lijiang was agriculture, and Lijiang was one of poorest counties in Yunnan because of the limitation of accessibility and cultivated area. Since the mid 1990s, the economic structure of Lijiang has been changed by the development of tourism. Currently, in Lijiang, tourism is the most important pillar industry. Its contribution to local GDP is more than 50%. In 2004, the number of tourists coming to Lijiang was 3,601,800, and the gross income of tourism was nearly RMB 3.2 billion yuan (US\$ 400 million) (Lijiang City Government, 2005).

This study is a small-scale qualitative study, involving three cases in three different locations. With a centralized political system led by the Communist Party of China (CPC), the political institution and political culture are similar throughout China. Therefore, the factors affecting the implementation capability of the local TAO which were found in these three cases can reflect part of the reality of tourism policy implementation in China.

3.3 Data Collection

Both primary and secondary data were used in this study. The data were collected in Beijing, Kunming and Lijiang in three phases. Semi-structured interviews were employed for gathering primary data to obtain in-depth context-specific information about the implementation of tourism policy at the local level in China (Yin, 2003). Government officials and academic scholars were interviewed. Secondary data was also collected and served as supplementary materials for the primary data. In order to ensure the validity and reliability of this study, the data were collected from multiple sources, and a case study database including interview audio-records, interview transcripts, memos, and all of materials in the process of coding were developed during the data collection for the purpose of maintaining a chain of evidence (Yin, 2003).

3.3.1 Getting Started: Gaining Access and Ethic Issues

Because the research can be limited by restriction on access, the researcher has to achieve or sustain access agreements prior to data collection (Easterby-Smith, Thorpe, & Lowe, 1991). In this study, the data was collected from government organizations. Both formal and informal relationships (*Guanxi*) were utilized to establish contacts with the targeted organizations. The brief introduction of this study and the list of the main interview

questions (see Appendix – 1a – Study Fact Sheet – Chinese Version) were sent to interviewees inviting them to be interviewed.

In the process of data collection, the interviewees' and other subjects' permissions also were asked to get the informed consent (Maxwell, 2005) on the content and techniques of data collection, and how the data is to be reported and used. The issues on the confidentiality and anonymity were confirmed before the beginning of each interview. Audio taping were used to record the process and context of interviews if there was no objection from interviewees in order to ensure that important information could be kept completely. Only one interviewee out of the nineteen who have been interviewed requested that he would not like to be audio recorded.

The investigation of tourism policy implementation at the local level in China may be a sensitive topic, as it touches on the internal operations of governmental organizations and inter-organizational relations. So, it is very important to carefully establish a cordial relationship between the researcher and the participants in advance, and to conduct the interview skillfully and carefully. Sensitive words like 'conflict of values', 'power struggle', 'who is more powerful' were not used during interview, the words such as

using the words ‘coordination’, ‘negotiation’. ‘cooperation’ or ‘who is the final decision-maker’ were used instead (Chong, 2000).

3.3.2 Primary Data

Primary data will enable the researcher to gain the most relevant, valid and reliable information on the tourism policy implementation in China and the behavior of the local TAO. This study targeted individuals as the source of the primary data. It has been argued above that policy implementation in China might be not well documented or too sensitive to be recorded. However, much information can only be known via the interpretations of those who have been directly involved in the implementation of the policy and it is these interviewees which can best contribute to this study. Their experience, understanding, thoughts, feelings, and perceptions are likely to be the most informative source to investigate the behavior and relationships of governmental organizations in this study.

The primary data were generated by semi-structured interviews. An interview maybe simply defined as ‘a conversation with a purpose’ (Berg, 2001, p.66). The method of interview is employed in this study not only because it is one of the most commonly recognized forms of qualitative research method, but also because of the ontological

properties of the data (Mason, 1996). The research questions of this study were designed to explore the implementation of tourism policy and the behavior of the local TAO from the individual's experience, interpretations and understandings. This kind of knowledge and evidence are contextual, situational, and complex; and they cannot be coded into options in a questionnaire and to be measured. Therefore, the most appropriate method of generating data is to interact with people, to talk with them and listen, to take cues from the interviewees and follow up their specific responses (Mason, 1996).

Qualitative data collection serves a particular purpose. Thus, the interview conversation should be more or less structured (Ritchie & Lewis, 2003). The extent of the structure and coverage of data collection depends on the specific purposes of the study. It relates to how far the issues to be explored can be specified in advance, how much interest there is in issues which researchers have not anticipated, and how far researchers are concerned with the way in which issues are raised, approached and conceptualized by people (Ritchie & Lewis, 2003, p.110). There is a strong emphasis on the factual and descriptive data in this study rather than the more exploratory forms of data collection. In addition, because this study seeks to examine the factors affecting the implementation capability of the local TAO, the interview questions cannot be set with fixed response options in

advance. Therefore, a semi-structured interview was appropriate for this study, which allows the researcher to add supplementary questions to obtain deeper insights as to the meaning of the answers given (Mason, 1996).

Three phases of semi-structured interviews were conducted for this study. In the phase one, interviews were conducted in October 2005 in Beijing with the people working or who had worked in China National Tourism Administration (CNTA). The objectives of interviews were to: (1) collect background information on tourism administration in China; (2) explore what can be done at the national level in order to ensure the policy implementation at the local level; and (3) identify factors affecting tourism policy implementation from the perspectives of people working at the national level.

The interview topic was further developed based upon the preliminary findings obtained at the national level. The other two phases of interviews were conducted during November 2005 and January 2006 in Kunming and Lijiang, respectively. The objectives of the collection of both primary and secondary data in Kunming and Lijiang were to: (1) identify the framework of tourism administration at the local level of China; (2) identify the role of government (referring to the local government, tourism administrative

organization and other government organizations) in tourism policy implementation; (3) identify the factors affecting tourism policy implementation and; (4) identify how the constraints and facilitators identified at the national level influence the implementation of tourism policy at the local level; and (5) identify the difference and similarity of factors affecting the implementation capability of the TAOs at various local levels.

In order to meet the objectives, government officials working in the Yunnan Tourism Provincial Bureau and the Kunming Tourism Bureau were interviewed. A professor who has worked as a consultant for the government in tourism-related issues was also interviewed to obtain an outsider's perspective. The government documents relating to the implementation of tourism policy were also collected.

In Lijiang, government officials working in the Lijiang Tourism Bureau, the Lijiang Tourism Industry Association, and the Ancient Town District Tourism Bureau were interviewed. One official of the Ancient Town Protection Bureau was interviewed because the Lijiang Ancient Town, the major attraction of Lijiang, is under the administration of the Ancient Town Protection Bureau. An interview was also conducted with an employee working in one of hotels in Lijiang in order to explore the

implementation of some tourism policies (e.g. the Lijiang Ancient Town Preservation Fee, the Deduction of Electricity and Water Fee of Hotels) and obtain an outsider's view.

Government documents relating to the implementation of tourism policy were also collected. A brief profile of the interviewees is provided in Table 3.1

Table 3.1 Profile of Interviewees

No.	Gender	Organization
BJ1	Male	Tourism Research Center, Chinese Academy of Social Science
BJ2	Male	Research Division, Policy and Regulation Dept., CNTA
BJ3	Male	Century Securities Co., LTD
BJ4	Male	Tourism Research Center, Chinese Academy of Social Science
KM1	Male	Kunming Municipal Government
KM2	Male	Industry Management Division, Kunming Tourism Bureau
KM3	Male	Tourism Market Supervisory Division, Kunming Tourism Bureau
KM4	Male	Industry Management Division, Kunming Tourism Bureau
YN1	Male	Tourism Planning Division, Yunnan Provincial Tourism Bureau
YN2	Male	Yunnan Provincial Tourism Bureau
YN3	Male	Holiday Inn Kunming Hotel
YN4	Female	School of Tourism and Hotel Management, Yunnan University
LJ1	Male	Planning and Development Division, Lijiang Tourism Bureau
LJ2	Male	Marketing Division, Lijiang Tourism Bureau
LJ3	Male	Tourism Market Supervisory Division and Joint Administrative Execution Office, Lijiang Tourism Bureau
LJ4	Male	Lijiang Tourism Industry Association
LJ5	Male	Ancient Town District Tourism Bureau
LJ6	Male	Ancient Town Preservation Fee Collection Office, Ancient Town Protection Bureau
LJ7	Female	Jinquan Hotel (Lijiang)

- *BJ—Beijing Interviewees*
- *KM—Kunming Interviewees*
- *YN—Yunnan Interviewees*
- *LJ—Lijiang Interviewees*

(Note: Details of the position or title of the interviewee are not provided to maintain confidentiality.)

The interview guide provides documentation of subjects to be investigated and serves as a tool to ensure that relevant issues are covered systematically and consistently, while allowing flexibility to pursue the detail that is salient to each interviewee (Ritchie & Lewis, 2003). In order to organize the process of interview, a general interview guide (or a topic guide) was developed in advance (see Appendix – 2 – Interview Guide) based on the preliminary conceptual framework developed in Chapter 2 Literature Review. Each component of the conceptual framework is associated with several interview questions to explore the situation in Yunnan Province. Some open questions were also initiated to explore and identify new factors affecting the implementation capability of local TAOs. As the implementation of tourism policy is mainly constrained by the style of inter-organizational coordination, inter-organizational relations, various stakeholders, and the macro-environment of the implementation context (Goggin et al, 1990), the interview guide focused on three main questions:

(1) How does the TAO get tourism policy implemented? This question aims to examine the influence of some factors identified in the conceptual framework on the implementation capability of the TAO. Three probing or sub-questions were asked:

(1.1) How does the TAO coordinate/ communicate/ cooperate with other government organizations?

(1.2) What are the relationships between the TAO and other government organizations?

(1.3) How is the implementation of tourism policy monitored/supervised?

(2) What is the influence from higher-level governments/officials and interest groups on the implementation capability of the TAO? This question aims to examine the influence of these two stake-holders.

(3) What are the factors that constrain or facilitate the implementation capability of the TAO? This open-ended question aims to identify any other factors affecting the implementation capability of the local TAO besides those identified in the conceptual framework.

The questions asked were adjusted according to the interviewees' different roles, position and perspectives. The questions in the interview guide of this study were formulated with the consideration on the substance, style, scope and sequences of the questions (Mason, 1996).

3.3.3 Secondary Data

Secondary data are data that have been previously collected for some projects other than the one at hand, usually used to clarify issues in the early stages of a research effort (Zikmund, 2000). The purposes of collecting secondary data for this study were (Veal, 1997):

- (1) To obtain descriptive information and facts with regard to the process of tourism policy implementation, the communication between the TAO and other stakeholders involved in the policy, tourism policy guidelines from the higher-level government agencies or officials, which can supplement the information obtained from the interviews;
- (2) To supply some examples of different kinds of tourism policies including government decisions, regulations, ordinance and standards; and
- (3) To give the findings and conclusions of the study more credibility than if only primary data had been collected. To gain a broader and more secure understanding of the issues in the study, research data should be collected from a variety of sources and methods (Veal, 1997). The evidence of what the interviewees have said may be confirmed through secondary data sources.

The secondary data collected for this study come from a wide variety of sources, which can be classified as internal government documents, government publications, international tourism organization publications, and newspapers and magazines. More specifically, the collection of secondary data aimed at looking for the following information:

- The position of tourism at the local level
 - (1) China Tourism Yearbook (*中国旅游年鉴*) (various years);
 - (2) China Tourism Statistics Yearbook (*中国旅游统计年鉴*) (various years)
 - (3) Local (based on local level) Economy Statistics Yearbook (*各地方经济统计年鉴*) (various years)
 - (4) Administrative documents, such as key officials' speech records in annual tourism working conference.
- Tourism legislations and regulations
- Materials recording inter-organizational coordination and cooperation
- Related reports of officials presented in conferences or meetings
- Local tourism master plans and action plans
- News on tourism policies/programs (e.g. China Tourism News (*中国旅游报*)) and internet sources.

3.4 Data Analysis

The data analysis of a study should be designed according to the purpose and objectives of the study, and the design should be likely to be able to produce certain types of explanation (comparing, descriptive, or predictive, or others) needed at the end of the study (Mason, 1996). In this study, the approach and general analytic strategies identified by Denzin and Lincoln (2003), Manson (1996), Maxwell (2005) and Yin (2003) were used. Specific techniques and practices used by Miles and Huberman (1994) and Berg (2001) also were adopted, as appropriate. The unit of analysis is the locality at different administrative levels (e.g. province, city, and county). Content analysis is initially used to provide a solid grasp and understanding of the data. This is followed by use of various techniques to code, categorize, and synthesize the data. Based on the conceptual framework used to guide this study, propositions concerning relationships between various components of the model were derived, as appropriate.

This study adopted the phenomenological approach as the philosophical guidelines for analyzing qualitative data. As the implementation of tourism policy is a process of complex multi-faceted interactions, it requires a holistic approach for its study. Masberg and Silverman (1996) indicated that the basis of the phenomenological approach is the

discovery of the structure of the phenomenon under study from the perspective of the individual experiencing that phenomenon, and this requires the researcher to read and re-read the interview transcripts and secondary documents to generate a set of comprehensive categories. The phenomenological approach was applied in this study to interpret how the implementation capability of the local TAO in China was influenced.

3.4.1 General Analytic Strategy

Qualitative data is likely to be highly rich in detail but unwieldy and intertwined in content whatever form they take (Ritchie & Lewis, 2003). Therefore, in order to make a right decision in the selection of the tools and to use the tools more effectively and efficiently, a general analytic strategy should be selected before the data is analyzed. In this study, the selection of the analytic strategy was based on the consideration of questions: (1) What is the expected explanation of this study? (2) What kind of data was collected? and (3) How the data can be used? (Mason, 1996)

In order to answer these questions to find the rationale of the selection of general analytic strategy, the design of this study needs to be considered and the data collected needs to be reviewed. Based on the purpose and objectives of this study, the explanation that this

study aims to develop is the descriptive explanation on what factors could constrain or facilitate the implementation capability of the local TAO and how these factors works. The collected data can be summarized as the description of experiences and facts. The data could be cited to either support the developed theoretical propositions or develop explanation. Finally, the descriptive explanation should serve as the basis to develop some theoretical propositions.

Based on the above consideration, Yin's (2003, pp.111-114) three options of the general analytic strategy of qualitative data were employed to direct the analysis of this study. They are: (1) Relying on theoretical propositions; (2) Thinking about rival explanations; and (3) Developing a case description. As mentioned above, the purpose of data analysis was to develop a case description on 'what are the affecting factors?' and 'how do these factors take effect?'. With the description, relationships between each factor and relationships between affecting factor and the implementation capability of the local TAO were identified, and theoretical propositions were developed based on that description. Thus, developing a case description was taken as the main analytic strategy in this study. The analysis was also assisted by the theoretical propositions identified from previous studies (Goggin et al., 1990; Oliver, 1990; Alexander, 1995). The identified relationships

were compared with the relationships within the conceptual framework developed from the literature review. Some data were used to support the theoretical propositions. If the identified relationship went beyond the bounds of the conceptual framework, it was considered as a rival explanation on the factors affecting the implementation capability of the local TAO.

3.4.2 Data Analysis Procedures

Neuman (2000) suggests that qualitative data analysis is a process to organize categories of the data as well as develop relationships and process models based on constant comparison of the text-based data. A distinctive feature of qualitative data analysis is that it begins with data collection, and occurs continually during the two subsequent analysis and data reporting phases (Ap, 2003). Therefore, before indexing data, it is important to make good preparation.

First of all, the audio-taped records of interviews were transcribed into written transcripts in Chinese and then translated into English. The written English version was compared with the original Chinese version (both written and taped) and adjustments were made, if necessary. An interview summary form (See Appendix – 3 – Sample Interview Summary

Form) was written after each interview to record basic information about the interviewee, summarize interview content and provide reference for next interview. The collected government documents were numbered and summarized in a document summary form (see Appendix – 4 – Sample Document Summary Form). Marginal notes and memos were written regularly from the beginning of data collection.

More specifically and for the purpose of operationlization, this study followed the steps in an analytic hierarchy (see Figure 3.1) based on the analytic process proposed by Berg (2001). In order to systematically and objectively analyze the meaning of the data and find out the inferences of the data within the contextual conditions, content analysis was employed in this study. Content Analysis is “any technique for making inferences by systematically & objectively identifying special characteristics of messages” (Holsti, 1968, p.608). It is the most basic form of analysis which could help fragment and sort data; and identify themes and relationships of the data (Jennings, 2001).

The procedure of qualitative content analysis suggested by Berg (2001) was followed. First of all, the raw data were read and re-read for the purpose of familiarity and preparation for coding. Second, in order to generate the code frames (Berg, 2001), open

coding (Strauss, 1987) was applied. The coding was conducted for two levels of content which are manifest content and latent content (Berg, 2001). The interview transcripts with memos and related secondary data such as government documents were reviewed, and the codes were generated from the data without reference to any 'pre-conceived idea' (Strauss, 1987). Third, the data were coded with the combination of inductive and deductive approaches (Yin, 2003). Therefore, these codes were compared with the categories included in the conceptual framework developed in Chapter 2 – Literature Review (Figure 2.3). The two sets of codes were integrated to generate coding frames. Fourth, the coding frames were applied to code the data again. Fifth, the codes were categorized into themes, and the data were sorted according to themes.

The coding results of the data collected at different administrative levels were displayed in three accounts in the form of theme charts (Ritchie, Spencer & O'Conner, 2003). The excel files were used to store the coding results. The three accounts separately displayed the results of data sorting for the data collected in Beijing, Yunnan & Kunming, and Lijiang. No separate account was established for analyzing the data on the policy implementation at the Yunnan provincial level and the city (Kunming) level. Because the data at the provincial level only can illustrate the problem from a macro-perspective

without specific examples, they are some general comments for the implementation of tourism policy in the scope of Yunnan Province. The data at the city level can further illustrate the problem with rich detailed information. In addition, there is a close relationship between the provincial government and the government of the capital city. Usually, the implementation of policy in the provincial capital city can be kept in line with the decisions of the implementation at the provincial level. The identification of factors affecting tourism policy implementation in the scope of the city can be part of the factors affecting implementation at the provincial level. An example of the coding theme chart used is provided in the Appendix – 5 – Sample Coding of Data.

Sixth, domain analysis (Jennings, 2001) was applied to describe and analyze each theme separately in three accounts. This step generated three summaries about the factors affecting the implementation capability of the TAO at three levels. Seventh, the findings at different levels were synthesized. The cross-sectional analysis (Mason, 1996) was conducted by comparing the coding results at different levels to identify differences and patterns. Finally, the explanations were offered in the comparison of previous research to refine the initiated conceptual framework proposed in Chapter 2 – Literature Review. The procedure of data analysis was demonstrated in Figure 3.1.

The above data analysis procedure was an iterative process throughout the analysis as suggested by Ritchie and Lewis (2003, p.212), because after the categories were refined and explanations were developed, it was necessary to revisit the original data or the coded data to search for new clues to find out more underlying facts.

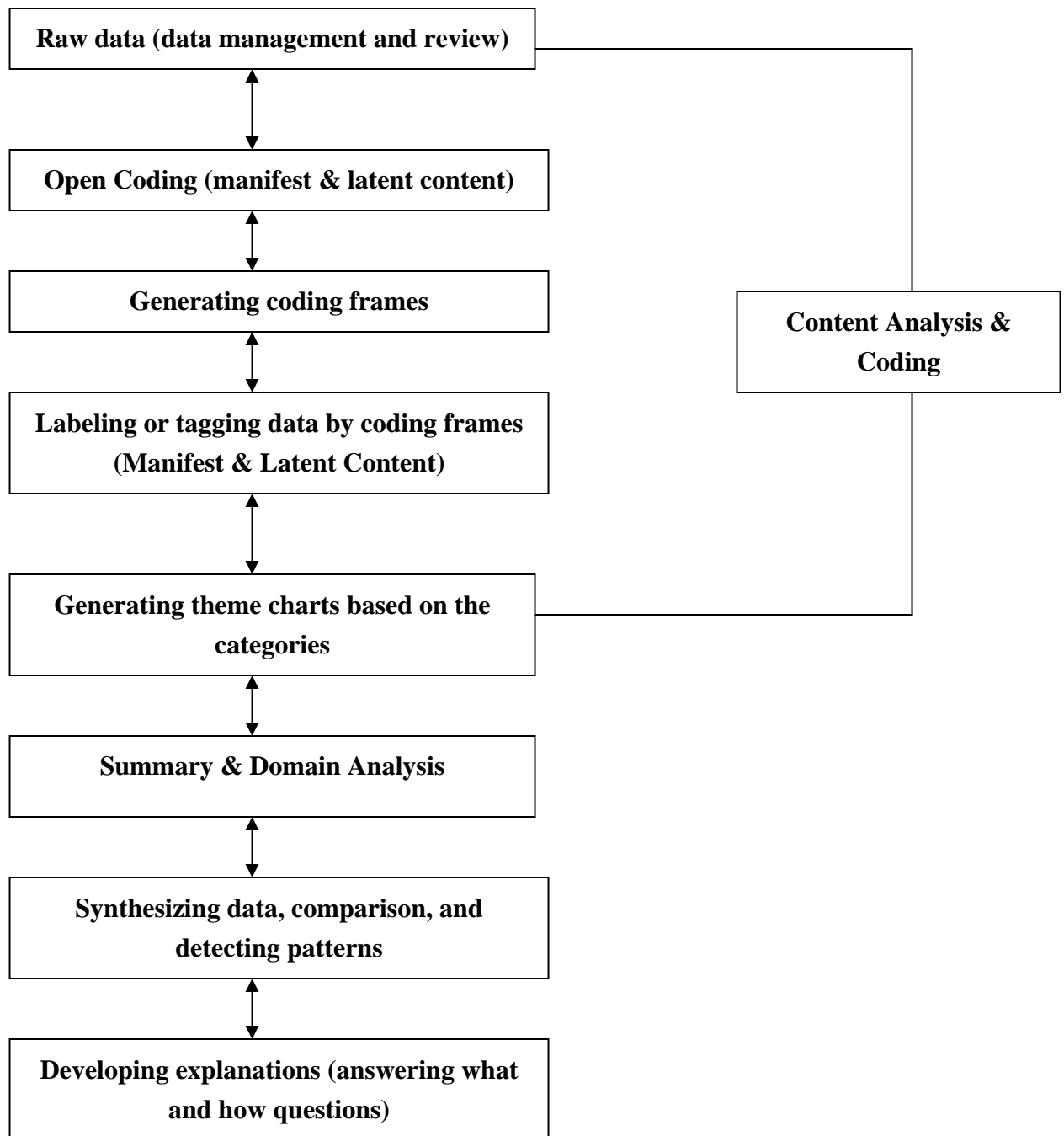


Figure 3.1 Data Analysis Process on Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO)

3.5 Trustworthiness

In a quantitative study, the ‘trustworthiness’ (Lincoln & Guba, 1985) of findings is evaluated by the criteria like validity and reliability. Leininger (1994) and other researchers (Lincoln & Guba, 1985; Reason & Rowan, 1981) argued that it was imperative to use qualitative evaluation criteria to assess qualitative methods within the qualitative paradigm, because qualitative paradigm and quantitative paradigm were radically different in their purposes, goals, and philosophical assumptions. Lincoln and Guba (1985) were one of the first to identify qualitative evaluation criteria in a substantive way. They used terms ‘credibility, transferability, dependability and confirmability’ (Lincoln & Guba, 1985, pp.294-300) to describe validity and reliability. In this study, the following strategies were employed to ensure the four criteria proposed by Lincoln and Guba (1985):

Credibility: This refers to the trustworthiness, truth, value and believability of the findings. This may be established by prolonged observations and participation with participants. Credibility also refers to “truth as known, experienced or deeply felt by the people being studied and interpreted from findings with co-participant evidence as the ‘real world’, or truth in reality (this includes subjective, inter-subjective and objective

realities)” (Leininger, 1994, p.105). The major research method to ensure credibility for this research is the triangulation of data collection. The data on the implementation of tourism policy were collected from government officials, academic scholars and diversified secondary data sources. Another strategy to make the data collected credible is to conduct ‘member checking’, which means the interview transcript were sent back to the interviewees to confirm the interview transcripts.

Transferability: This refers to the applicability of the findings of this study in other context or with other subjects. In a qualitative study, the applicability of the findings do not following the logic that the findings are generalizable to other population because the sample are the representative of that population. The transferability in qualitative study depends on the degree of similarity between sending and receiving contexts. Therefore, the best method to make such similarity judgments possible is to accumulate empirical evidence as sufficient as possible to provide enough descriptive data on the studied context. In this study, a case study database was developed during the stage of data collection for the comprehensive data storage, and sufficiently detailed descriptions of phenomena were provided in developing the descriptive account of each case in the process of data analysis.

Dependability & Confirmability: In order to ensure the consistency of the study findings, in qualitative study, the researcher “seeks means for taking into account both factors of instability and factors of phenomenal or design induced change” (Lincoln & Guba, 1985) instead of conducting a replication of data collection and analysis. In order to ensure the neutrality of the findings, confirmability, which “refers to repeated direct participatory and documented evidence observed or obtained from primary information sources” (Leininger, 1994, p.105), is used as the criteria in qualitative study. An audit trail is recommended as an appropriate method to ensure dependability and confirmability of a qualitative study. In this study, the following six categories of data were documented to present the process of inquiry and the products: (1) raw data; (2) data reduction and analysis products; (3) data reconstruction and synthesis products; (4) process notes; (5) materials relating to intentions and dispositions; and (6) instrument development information, such as preliminary schedules and the development of the interview guide.

3.6 Study Limitations

This study adopts a qualitative research design and given the approach and the sampling design adopted for this study, no attempt is made to generalize the study findings. The selection of three cases at the provincial, city, and county levels is not designed to provide

inferential or representational generalization. Lack of generalization may be regarded by some as a study limitation. However, the purpose of this study is to explore tourism policy implementation in China, and this topic is relatively new in the field of tourism. Therefore, generalization of findings is not a purpose of this study.

In this study, the qualitative data was mainly collected from CNTA and local tourism bureaus. Due to the time and difficulties in contacting interviewers, the data of the influence of other government organizations in tourism policy implementation were also gathered from tourism administrative organizations. This may affect the accuracy and reliability of the data in terms of the impact of other government organizations on the implementation capability of the local TAO and the influence of other contextual factors (e.g. macro-environment, administrative arrangements) on other government organizations. Yet, given the sensitivity of this topic, the negative influence of other government organizations may only be known from the interviewees of tourism administrative organizations, and the other government organizations may not admit any mistakes or problems with regard to saving face.

Due to the constraints of time and willingness of interviewees, and also the sensitivity of

some interview questions, not every interviewee may have answered the questions
frankly and not every interview question was discussed in detail.

CHAPTER 4 DATA ANALYSIS

In this chapter, based on the data collected at both national level and various local levels, and previous studies, the facilitators and constraints on the implementation capability of the local TAOs were identified and categorized. The influence of the facilitators and constraints at the national level on the generation of facilitators and constraints at the local level was also analyzed. The descriptions and illustrations in this chapter serve as a basis to further develop the framework of the factors affecting the implementation capability of the local TAO.

In data analysis, a coding frame was developed and applied to sort and categorize data. In order to facilitate understanding, this coding frame is presented in Table 4.1 to provide a guide on how the data was coded before presenting detailed results of the analysis.

Table 4.1 Coding Frame for the Factors Affecting the Implementation Capability of the Tourism Administrative Organization (TAO)

1	Tourism Policy System
	1.1 Classification of policy
	1.2 Influence of characteristics of policy
2	Tourism Standards
	2.1 Tourism standards system
	2.2 Influence of tourism standards
3	Higher-level Government and Key Officials
4	Institutional Arrangements
	4.1 Tourism policy implementation process
	4.2 Relationship between tourism administrative organizations at various local levels
	4.3 Understanding of tourism and tourism administration
5	Supervisory/Monitoring System
	5.1 Supervision/Monitoring measures
	5.2 Incentive and sanction measures
6	Coordination Mechanism
	6.1 Inter-organizational Coordination (IOC) Structure
	6.2 Non-structure coordination
	6.3 Failure of coordination
	6.4 Facilitators in coordination & cooperation
	6.5 Cooperation establishment
	6.6 Communication with tourism business
	6.7 Guanxi
7	Macro-environment
	7.1 Tourism development
	7.2 Some special issues in China
8	Special Events
9	Inter-organizational Relations (IOR)
	9.1 Relations between Tourism Administrative Organization (TAO) and other government organizations
	9.2 Pre-conditions of inter-organizational relations (IORs) formation
10	Interest Groups
11	Background of Tourism Administrative Organizations
12	Tourism Industry Association
	12.1 Functions of association
	12.2 Organization and operation of the association
	12.3 Relationship between the association and government
13	Problems Existing in Tourism Policy Implementation in China
14	General Comments on the Factors Affecting the Implementation Capability of the Local TAO

4.1 National Level Facilitators and Constraints for Tourism Policy Implementation

In Chapter 2 – Literature Review, based on the model developed by Goggin et al. (1990) and the process of tourism policy implementation in China, the system of tourism policy, including national policy decisions, tourism-related regulations and ordinances, was identified as the factor affecting the implementation capability of the local TAO. In this empirical study, the way that this factor influences implementation is further specified and five more new factors have been identified based on the study findings.

4.1.1 A Policy Pyramid: An Outline of Tourism Public Policy in China

The objectives of tourism administration are realized by making and implementing tourism public policy. Generally speaking, tourism public policy can be defined as “whatever governments choose to do or not to do with respect to tourism” (Hall & Jenkins, 1995, p.8). As mentioned in Chapter 1 – Introduction, tourism public policy in China consists of basic tourism policy decisions and the specific public tourism policies (Chong, 2000). In this study, with the further illustration of the interviewee (Interviewee BJ 2), the specific public tourism policies can be categorized into three types: Tourism Administrative Regulations, Department Regulations, and Regulatory Documents, which can be organized as a tourism policy pyramid (Gao, 2006). In practice, the forms of

tourism policy are diversified with different names. For example, in China, the documents conveying public policies can be called regulations, notifications, management methods, or suggestions.

‘Tourism Administrative Regulations’, which are issued by the State Council, are at the top of the policy pyramid. It is not a law, and its force in law is weaker than that of the law. Relevant government departments need to be consulted and considered in the regulation making process to gain their support in implementation. The approval of an administrative regulation takes similar procedure as a law. However, the only difference is that the administrative regulation can be issued without the approval of the National People’s Congress (NPC). Presently, there are three tourism-related administrative regulations, namely: (1) Administrative Regulations for Travel Services; (2) Administrative Regulations for Tour Guides; and (3) Administrative Regulations for Outbound Tourists Management.

‘Department Regulations’ are at the middle of the policy pyramid. They are issued by one of the ministries and commissions or organizations directly regulated by the State Council such as the CNTA. A department regulation issued by the CNTA can only refer to the

issues within the CNTA's own jurisdiction. If a department regulation refers to the issues which involve other administrative domains, it has to be approved by all the related organizations. For example, the CNTA has legitimacy to issue regulations related with tour guides such as 'Management Methods of Tourism Guides' (see Appendix – 6), because the management of tour guides is within the jurisdiction of the CNTA. However, the regulation related to the establishment of travel agencies invested by overseas businesses, including Hong Kong and Macau need to be made and issued by both the CNTA and the Ministry of Commerce (see Appendix – 7 – Regulations on the Establishment of Foreign-Owned Travel Agents). Only government organizations at the national level have legitimacy to make and issue an 'Administrative Regulation' and the 'Department Regulations'.

The 'Regulatory Documents' are at the bottom of the policy pyramid, which are issued by government organizations at both national and local level according to specific needs. The majority of 'Regulatory Documents' aim at specifying the requirements of 'Department Regulations' for implementation. An example in Lijiang is the 'Management Methods for Travel Agencies Employees' (See Appendix – 9), which was made based the 'Administrative Regulations for Travel Services'. The format and content of a Regulatory

Document are relatively flexible, and the making of a 'Regulatory Document' always takes shorter time than that of the other two because it only needs approval of the organization head. Therefore, it can provide a fairly prompt response to a specific problem.

In the literature review, the characteristics of tourism policy have been found as the factor influencing the feasibility of tourism policy (e.g. Montjoy & O'Toole, 1979; Hogwood & Gunn, 1984; and Goggin, 1987). In this study, another factor is identified as an affecting factor on the feasibility of tourism policy, which is the inter-organizational coordination in the process of policy-making. As mentioned above, for a policy which extends beyond the administrative domain of the TAO, the TAO has to coordinate with other government organizations to secure its acceptance and approval. If the government organizations involved would like to provide effective support to the policy besides providing their approval, they can make effective arrangements to ensure their subordinates at the local level cooperate with the local TAO. On the contrary, if it only receives token support from other government organizations at the national level, the implementation of tourism policy at the local level may be impeded by the lack of support from the related government organizations. Therefore, the outcome of coordination between the CNTA

and other government organizations at the national level is important, because the vertical line of authority (tiao) in China still exists and has effect, although the horizontal line of authority (kuai) is more important in decision-making. Effective inter-organizational coordination at the national level serves as a pre-requisite for the coordination and cooperation at the local level, and it also acquires legitimacy for the local TAO to negotiate with other government organizations.

4.1.2 A System of Tourism Standards: An Assistant of Tourism Administration

In order to fill in the tourism policy gap in tourism administration and bring the industry into compliance with international standards, the work of tourism standardization was started in 1987 with the issue of the standard for the star-rating of hotels. A comprehensive standardization system regarding tourism infrastructure, management, and service has been established. Eighteen tourism standards have been issued and implemented (See Appendix – 8a – List of Tourism Standards at the National Level – English Version or Appendix – 8b – List of Tourism Standards at the National Level – Chinese Version), which cover fields of tourist boats, toilets, souvenirs, and travel service and environmental protection. Tourism standardization in China has made positive influence on the healthy and orderly development of tourism, which has laid a foundation

for China to become one of the world's major tourism destinations (Sun, 2002).

The State General Administration for Quality Supervision, Inspection and Quarantine (AQSIQ), National Tourism Standardization Technology Committee (NTSTC), and the CNTA take charge of the formulation, revision, review and evaluation of standards according to 'Temporary Methods for Management of Work on Standardization of Tourism'. This method was issued by the CNTA with the approval of AQSIQ in March 2000. Tourism standards can be classified as the State Tourism Standards which need the approval of AQSIQ and the Professional Standards which only needs the approval of the CNTA.

For the implementation of tourism standards, the requirement is different for compulsory standards and recommendatory standards. Both the State Tourism Standard and Professional Standards can be further classified as compulsory standards which relate to: the safety of tourists and employees in the tourism industry; tourism planning and construction; environment; sanitation; and public information signage; and as recommendatory standards which relate to other tourism-related issues. The implementation of recommendatory standards is allowed to be flexible, according to the

context and situation. However, it is obligatory for the implementation of compulsory standards. For example:

—If you are a tour guide, whatever organization you are affiliated with, you have to abide by the relevant compulsory state tourism standard, (such as the Quality of Tour-guide Service). —Interviewee BJ 4

Actually, the system of tourism standards assists the TAO in intervening in other administrative domains to govern tourism related issues. It improves the implementation capability of the local TAO by exercising the pressure of legitimacy or offering benefits. First, it obtains more authority and legitimacy for the TAO. It provides legitimate grounds for the TAO to govern tourism-related issues. As commented by one of interviewees:

—The management philosophy of government on tourism is changing. As a relatively new public management sector, the TAO is weaker than many other traditional non-tourism government departments in terms of administrative authority. Now, the TAO is trying to obtain another kind of authority by making tourism related regulations and standards. These regulations and standards, especially the compulsory standards, provide the TAO

legitimacy to intervene in other administrative domains to govern tourism-related issues. —Interviewee BJ 2

Second, other government organizations and tourism businesses support the implementation of tourism standards because they could benefit from it. The purpose of standardization is to provide criteria or a reference for the improvement of both the service and hardware of the tourism industry. Standardization is good for the improvement of tourism if businesses adopt strategies to meet the standards. Once the tourism business meets a standard, a publicly recognized symbol such as a five-star hotel, an ‘AAAA’ scenic area can be awarded to this business. Therefore, a majority of tourist businesses would like to adopt related standards if they can benefit from it (Interview BJ 4). This viewpoint was also confirmed by another interviewee who stated that:

—These regulations and standards aim at facilitating development and improving quality, and it’s good for tourism businesses in business competition. Although most of these regulations and standards are recommendatory rather than compulsory, the majority of tourism businesses would like to abide by or adopt them. Thus, the TAO can manage tourism industry accordingly. —Interviewee BJ 2

4.1.3 Inter-Organizational Coordination (IOC): Lack of Institutionalized Mechanisms

At the national level, with the development of tourism, the style of inter-organizational coordination between tourism and other government organizations have evolved from third party coordination to direct coordination.

Before 1998, there was an inter-organizational coordination structure which took charge of coordination with government organizations involved in tourism-related issues. During the first five years of the 1980s, tourism demonstrated great potential in increasing foreign exchange; and in 1985, the State Council made a decision to integrate the development of tourism in the ‘Seventh Five-Year Plan’. In 1986 it was the first time that tourism was stated as an industry which should be ‘developed with great efforts’ in the national plan. In order to facilitate cooperation among government organizations, the ‘State Council Tourism Coordination Group’ was organized by the State Council in 1986.

This group consisted of the ministries and commissions which are involved with tourism development including the CNTA, the State Economic and Reform Commission, the Ministry of Finance, the People’s Bank of China, the Ministry of Construction, the

Ministry of Light Industry, the Ministry of Transportation, the Ministry of Railways, and the Ministry of Culture. The vice chairmen of these ministries and commissions assumed the work of the group in a part-time capacity. The group leader was Gu Mu (谷牧), a vice premier of China. The office for this group was housed in the General Office of the State Council. It was a provisional office directly under the State Council which was established for the purpose of coordination.

In the process of the 1998 National Administrative Reform, this ‘State Council Tourism Coordination Group’ was dissolved because of its limited effects on coordination:

—At the national level, it’s not necessary to establish such a coordination structure, because its function is limited in holding meetings only. —Interviewee BJ 3

Another reason of the dissolution of the coordination group was mentioned by interviewee BJ 2. In China, one of the primary tasks of administrative reform at the national level was to change governmental functions, strengthen macro-control and supervision, while weakening its micro-management function, and align the relations between administrative units, simplify organizational structures, and improve the

efficiency of organizational performance. Therefore, this provisional office was destined to be dissolved during the administrative reform.

Now, government organizations directly coordinate with each other on specific issues without a third party (Interviewee BJ 2). According to interviewee BJ 1, the coordination between the CNTA and other related government organizations usually goes like this:

—Usually, there are three steps: first, the director-in-general (司长) from each related department discuss together the issues requiring coordination, and come to an agreement. Second, the agreement is approved by the corresponding ministries or chairmen within the related departments. In this phase, no coordination is required, because the agreement has been secured in the first phase. Third, the ministries or chairmen report the agreement to the corresponding vice premier or vice premiers to get approval. Usually, the vice premier or vice premiers will endorse it because the coordination process had been reported to the secretary of State Council during the first phase. —Interviewee BJ 1

Interviewee BJ 3 provided an example:

—In order to fulfill the promise in the agreement between China and World Trade Organization (WTO), the CNTA needed to coordinate with the Ministry of Foreign Trade and Economic Cooperation in importing foreign capital to operate travel agencies. The CNTA took the initiative and drafted the document, then, the document was sent to the Ministry of Foreign Trade and Economic Cooperation for consideration. The Ministry of Foreign Trade and Economic Cooperation sent the document back to the CNTA with its advice. Finally, both of them came to an agreement. —Interviewee BJ 3

Without a third party, it is a challenge for the TAO, which lacks authority and resources, to coordinate with other government organizations. In order to convince other government organizations and obtain their support, the TAO has to ‘argue strongly on just grounds’ (Interviewee BJ 1):

—For example, in order to obtain the support of the Central Government in tourism development, we held a forum to persuade the vice directors of the State Council Research Center to accept the viewpoint proposed by us that is ‘tourism is the new growth point of the national economy’. During the forum, we convinced them to accept

this viewpoint. Then they stated this viewpoint in the report on economic development, which served as an important reference for the decision-making by the key leaders of the State Council. —Interviewee BJ 1

However, inter-organizational coordination can also be organized if it is necessary. For example:

—In order to ensure the effective organization of the ‘Golden Weeks of Tourism’, The National Holiday Tourism Ministry-Commission for Coordination Meeting System was founded. It is composed of 14 state ministries and commissions, including the CNTA, the State Development Planning Commission, the State Economic and Trade Commission, the Ministry of Public Security, etc. The Coordination Meeting Office (also called the ‘National Holiday Office’) is located in CNTA. The coordination meeting system has played a positive role in effectively guiding tourists' demands for tourism and ensuring the supply and demand for holiday tourism. —Interviewee BJ 2

Based on the change of inter-organizational coordination style, it can be concluded that it lacks an institutionalized inter-organizational coordination mechanism at the national

level in China. The establishment of an IOC structure depends on the Central Government, and its existence also may be limited by the political environment. Without the IOC structure, the coordination capability of the CNTA depends on the ability of CNTA's key officials to negotiate and convince other government organizations. The de-institutionalization of the inter-organizational coordination mechanism at the national level allows the establishment of local inter-organizational coordination mechanism to be more flexible. Without the mandate of Central Government, local government could decide to either establish a third party to assist the local TAO to coordinate with other government organizations or leave the task of coordination to the local TAO. The local governments also enjoy some autonomy in institutional innovation, because without the limitation of the Central Government, the local governments could establish different kinds of IOC structures such as coordination group or coordination commission etc.

4.1.4 Relations between the China National Tourism Administration (CNTA) and Other Government Organizations

At the national level, the CNTA is one of organizations directly under the State Council. In terms of administrative rank, it is equal to other organizations directly under the State Council and lower than ministers and commissions under the State Council. The CNTA

and other government organizations perform their duties according to their respective administrative responsibility.

With the current allocation of authority and responsibility, the CNTA and other government organizations are not inter-dependent on each other. Although the CNTA needs other organizations' support in policy implementation due to its limited authority, there is often little or no need for other government organizations to acquire assistance from the CNTA. Without inter-dependency, other government organizations lack motivation to trade resources with the CNTA. Thus, no inter-organizational relations (IORs) exist between the CNTA and other government organizations. Furthermore, the CNTA can not use IOR to improve its coordination capability. However, with the development of tourism, some contingencies (e.g. reciprocity and legitimacy) which may cause inter-organizational relations to occur (Oliver, 1990) have been induced by the following factors.

The one factor is the system of tourism standards. It has been stated that the formulation and implementation of this system not only can obtain more authority and legitimacy for the TAO, but it also can offer benefits for resource holders including government

organizations and tourism businesses. The system of tourism standards induces a reciprocal condition for the TAO and other government organizations. At the local level, reciprocal inter-dependence (Thompson, 1967) may be developed under such conditions.

The other factor is the position of tourism in the economic and political environment. It could induce another pre-condition for the establishment of an IOR, which is legitimacy (Oliver, 1990). As referred to in Chapter 2 – Literature Review, based on the study by Oliver (1990), the pressures imposed by the institutional environment could motivate organizations to increase their legitimacy in order to appear in agreement with the prevailing norms, rules beliefs, or expectations of external constituents. If tourism takes an important position in the economic and political environment because of its economic and social contribution, other government organizations may be expected to cooperate with the TAO to boost the healthy development of tourism and the economy. Thus, other government organizations could be motivated to interact with the TAO in order to meet such expectations which may be generated by the higher-level officials or the social environment. In 2004, the total income of the tourism industry was amounted to RMB 684 billion yuan (US\$ 85 billion) in China, which is equivalent to 5.01% of the country's annual GDP. The foreign exchange income generated from international tourists was

RMB 206 billion yuan (US\$ 26 billion) and the number of registered tourism employees was more than 24 million through out the country. Tax payments by hotels and travel agencies were more than RMB 7 million yuan (US\$ 8.75 million) (CNTA, 2005). It has been widely accepted that the tourism industry makes a great contribution to economic development and social balance. The Central Government also attached much attention to the development and management of tourism. Therefore, other government organizations' responses to the requirements of the CNTA became more active. These government organizations' attitudes to tourism and tourism administration also influence the attitudes of their subordinates at the local level which lie in the vertical line of their authority.

4.1.5 Traditional Bureaucratic Culture: A Constraint for Inter-Organizational Coordination and Cooperation

In the traditional bureaucratic culture of China, some elements such as 'Mianzi' (face) problem and submission culture are identified as constraints for inter-organizational coordination and cooperation at the national level.

The 'Mianzi' in Chinese is equivalent to the word 'Face' in English. In the context of Chinese, 'face' is related to notions of respect, pride, reputation and dignity of an

individual gained by his/her social achievements and the practice of it; and ‘face work’ (门面功夫) is to use a complex package of social skills to protect his/her face and the face of others in Chinese relational settings (Hwang, 1987; Lam & Wong, 1995; Cardon & Scott, 2003; Leung & Chan, 2003). Influenced by Confucianism, face is an important culture concept practiced in Chinese social life (Cardon & Scott, 2003). The importance of face is indicated by a Chinese saying that a person needs face like a tree needs bark (Ho, 1976).

The Chinese sensitivity to face originates from the cultural emphasis on enduring relationships and social networks (Cardon & Scott, 2003). Traditionally, Chinese value face for largely moral reasons (Chang & Holt, 1991). In the contemporary society, face work is also an instrument to obtain power, prestige and influence in relationships (Hwang, 1987). Therefore, ‘losing face’ is a very serious matter to the Chinese, because when someone suffers loss of face, his/her reputation or self-esteem may be injured and this could result in emotional uneasiness (Hwang, 1987; Buttery & Leung, 1998). In addition, because it emphasizes to create and maintain a harmonious society and the appropriate arrangements for interpersonal relationships (Abbott, 1970, in Hwang, 1987), it not only needs to maintain the one’s face, it is better to avoid having others lose face

(Buttery & Leung, 1998). For example, in inter-organizational coordination, officials may leave issues unsolved because of the concern on the 'Mianzi' and harmony:

—After 1998, there is no third party for the coordination between the CNTA and other government agencies. If related government departments cannot arrive at a consensus, the issue usually would end up without solution. Or sometimes, the advice and opinions of each of related government departments can be listed separately and reported to the State Council for coordination and decision-making. However, this kind of case rarely happens, because the officials in the related government departments would lose face if they need the assistance of the vice premier in coordination. —Interviewee BJ 1

This example reflects the 'face work' in both the vertical and horizontal dimensions (Hwang, 1987). Vertically, if officials report the unsolved conflicts to their superior in the State Council, the superior may doubt their capability. Thus, the officials may feel they lose face because they could not demonstrate their capability with their work. Horizontally, each official involved in the coordination would not report to the senior about the resistance from others, because he/she would like to save face for others. Therefore, with inter-organizational coordination in China, it should directly avoid

address conflict to either with one's counterpart or superior.

Such influence brought by the 'Mianzi' problem also is extended to the local level:

—At the local level, sometimes, the leader (one of the vice mayors) of the IOC structure needs to coordinate with another vice mayor or vice mayors. If they cannot arrive at a consensus, the issues could be suspended temporarily or permanently, because the leader thinks that it is losing face to ask mayor to help in coordination. —Interviewee BJ 3

In addition to the point about Mianzi, the submissive culture needs to be mentioned for the understanding of the difficulties in coordination and cooperation. During the Planned Economy period, there was little communication between each 'tiao' (the vertical line of authority). The bureaucrats got used to the submission and execution of administrative orders, and they lacked understanding on cooperation. Currently with the process transition from a Planned Economy to the Market Economy, it takes time to change the thinking of bureaucrats to be open to the idea of inter-organizational cooperation:

—Actually, at this current stage, China still is in the process of the transition from the

Planned Economy to the Market Economy. The style of administration in some fields is still the style of the Planned Economy. Some bureaucrats still put emphasis on 'governing people' instead of providing service. Therefore, it sometimes takes a long time to come to an agreement and establish cooperation. —Interviewee BJ 4

4.1.6 Ineffective Supervision/Monitoring for the Implementation of Tourism Policy

With the ideology of decentralization of tourism management, the Central Government has not established any national supervisory/monitoring system or mechanisms for the implementation of tourism policy. This was found with some interviewees (BJ 1, BJ 3). They frankly admitted that there is lack of effective supervision of the implementation of tourism policy and standards, and there are no official criteria to judge the effectiveness of tourism policy:

—There is no supervision for the implementation of tourism policy. Generally speaking, it can be counted as a good policy if the requirement of the policy can be adopted by 70% at the provincial level; at a 50% rate at the city level and a 30% rate at the county level. —Interviewee BJ 1

—Currently, no monitoring measures are adopted to ensure effective tourism policy implementation at the local level. If the implementation of a regulatory document is ineffective, another regulatory document with similar requirements of the previous one will be issued to enhance the effectiveness of implementation. —Interviewee BJ 3

Although the lack of national supervisory/monitoring mechanism allows the local government to implement tourism policy according to local conditions and needs, it also has a negative influence on the implementation of tourism related regulations. Although tourism in China has developed for almost 30 years, it lacks a law specialized on tourism-related issues. This is because tourism covers a wide variety of economic activities, and tourism administration could involve many administrative domains (Interviewee, YN 2). Tourism administration is also a relatively new public sector agency. Governments of different countries are exploring how tourism administration could be more effective. Therefore, it is not easy to formulate a national tourism law, and it is more difficult to integrate it into the national system of laws (Interviewee, YN 2). Due to the absence of a national tourism law, the implementation of tourism policies, regulations and compulsory standards primarily depends on administrative authority instead of the judicial authority. Therefore, the lack of national supervisory/monitoring mechanism may

impair the effectiveness of tourism-related regulations and ordinances because there is no legal guidance and protection for tourism administration at various local levels.

In addition, with most tourism policies, TAOs at various local levels are usually appointed as the regulatory authority (Hall, 1994) to supervise/monitor the implementation of policies. However, in practice, this is infeasible, because the TAO is limited by the scope of its administrative authority. As mentioned in Chapter 1 – Introduction, the TAO's administrative authority to manage the tourism industry and tourism resources is limited mainly to travel agencies and hotels. The administrative authorities managing other aspects of the tourism industry and tourism resources such as transportation, souvenir shops, and scenic areas are held separately by other government organizations. The TAO only has legitimacy to execute supervision within its own administrative domain; otherwise, it has to cooperate with other related government organizations. However, other government organizations focus more on their original and main responsibility rather than tourism-related needs and requirements (Interviewee, BJ 3). Thus, if the support of other organizations cannot be obtained, the supervision/monitoring of the implementation of some policies and regulations becomes infeasible.

Therefore, it is not possible for local TAOs to assume responsibility for the supervision/monitoring of tourism policy implementation without the support of the judiciary system. An effective supervisory/monitoring mechanism needs to be established.

In summary, in this section, the information collected at the national level provides some background information on tourism administration in China; and demonstrates the administrative arrangements of tourism administration. According to Knill and Lenschow (1998), the administrative arrangements of tourism administration in China could be characterized by two factors: (1) regulatory structure; and (2) regulatory style.

On the one hand, the regulatory structure of tourism administration in China could be described as vertically decentralized and horizontally fragmented. As introduced in Chapter 1 – Introduction, local government enjoys considerable autonomy in tourism policy making and implementation; and many government organizations hold some types of authority to manage tourism-related activities such as transportation, commerce, and accommodation.

On the other hand, the regulatory style of tourism administration in China at the national level could be categorized as having a mediating regulatory style (Knill & Leschow, 1998). As demonstrated in Figure 4.1. Vertically, the CNTA is primarily responsible for the making of tourism policy and the coordination with other government organizations at the national level to facilitate the coordination of local TAOs with other government organizations at the local level. It is up to the local TAOs and local government to take charge of the implementation of tourism policy, and local government holds the ultimate right of decision-making. There is great discretion and flexibility for tourism policy implementation at the local level. Local governments are assigned considerable autonomy in tourism administration, and they can make and implement tourism policy according to local needs.

Horizontally, the CNTA and other government organizations are independent administrative apparatus, and no inter-dependency exists between them in terms of administrative responsibility. There is no powerful third party at a higher administrative rank to assist the CNTA to coordinate with other government organizations. Thus, the CNTA has to coordinate with others through negotiation and informal personal relations. The establishment of the cooperation depends on the building of consensus rather than

the pressure of higher-level of governments.

The administrative arrangements at the national level can influence local tourism administration. The seven factors listed in this section, also as illustrated in Figure 4.1, could be identified as either facilitators or constraints, or both for the implementation of policy at the local level. The symbols 'F' (Facilitator) and 'C' (Constraints) are used to demonstrate what effects these factors may make on the implementation capability of the local TAO. First, as an inherent factor identified in the literature review, the tourism policy system including tourism policies, related ordinances and regulations can decide the degree of difficulty of implementation. Second, because of the existence of the vertical line of authority, coordination between the CNTA and other government organizations may decide what kind of and how much support the local TAO could obtain from the other government organizations at the local level. Third, the de-institutionalized and flexible guiding ideology for the establishment of IOC structures allows local government to select an appropriate style for the IOC at the local level. Fourth, the system of tourism standards makes intervention of the TAO in other administrative domains more legitimate. Fifth, some pre-conditions of the establishment of IORs between the TAO and other government organizations are also created by the system of

tourism standards and the macro-environment. Sixth, an administrative authority based supervisory/monitoring system and the lack of a national tourism legislative system result in the ineffective supervision/monitoring of the implementation of tourism policy. Finally and seventh, the influence brought by the traditional bureaucratic culture of face and submission has been identified as still prevalent nationwide.

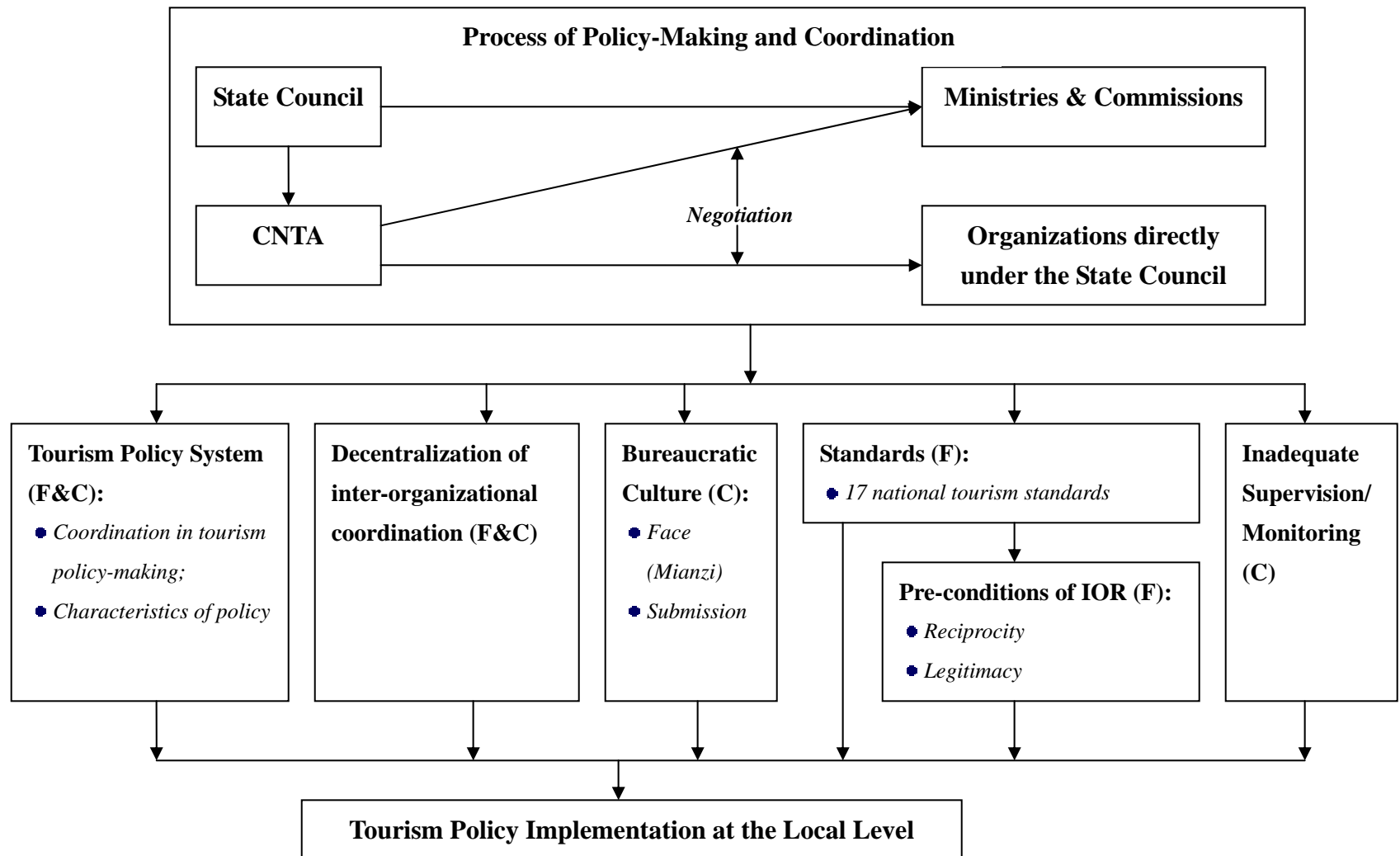


Figure 4.1 National Level Factors Affecting the Implementation Capability of Local Tourism Administrative Organizations (TAOs)

Footnote: F – Facilitators; C – Constraints; F & C – Facilitators & Constraints

4.2 Differences and Similarities between National and Local Tourism Policy

Implementation

Because of the non-political nature of tourism and the diversity of local economy and resources, local governments enjoy a great degree of autonomy in the implementation of tourism policy. At the local level, within the framework of national tourism administration, the administrative arrangements of tourism administration demonstrate some distinctive characteristics. The regulatory structure of tourism administration within Yunnan Province is vertically centralized and horizontally concentrated; and the regulatory style of tourism administration is close to the interventionist regulatory style instead of the mediating regulatory style (Knill & Lenschow, 1998). Under the different kinds of administrative arrangement, some other factors such as the inter-organizational coordination structure and inter-organizational relations were also identified to be different at the local level. In addition, a new factor, personal relations (Guanxi), was identified as an influential factor on the implementation capability at the local level. Before analyzing the factors affecting the implementation capability of the TAO identified at the local level, a summary of the differences and similarities between the national level and the local level in tourism policy implementation is provided in this section.

First, there are differences identified in the local tourism administrative arrangements and the national administrative arrangements. These differences could be described from the two aspects of administrative arrangements: regulatory structure and regulatory style.

In terms of regulatory structure, at the national level, the State Council leaves most of decision-making authority to the CNTA, and CNTA takes initiatives in tourism administration. However, it was found in this study that the local governments instead of the local TAOs held most of decision-making authority and took initiatives in tourism development and management; the local TAO and other related government organizations were mainly responsible for the implementation of the local governments' initiatives and decisions. Coordination with other related government organizations was also charged by the local government. Therefore, in terms of a horizontal regulatory structure, it could be concluded that the horizontal distribution of administrative competencies with the respective patterns of administrative coordination and control (Knill & Lenschow, 1998) is concentrated in the local government. The smaller the administrative zone is, the higher the degree of concentration in the horizontal distribution of administrative competencies is. This means that the TAO, at the provincial level, enjoys more authority in decision-making than the TAO at the city level; and the intervention of the provincial

government in tourism administration is less than that of the city government. By analogy, the tourism administration at the county level is highly concentrated in the county government.

A possible reason for the horizontal regulatory structure is that the local government intends to gain benefits from the development of tourism, however, the development of tourism is hindered by the disadvantages of the institutional arrangements of tourism administration. In order to boost tourism development and improve the implementation capability of the local TAO, local government has to concentrate its resources and authority to facilitate inter-organizational cooperation. Another concern of local government is that the ability of the local TAO needs to be further improved in order to assume the main responsibility for tourism development. As mentioned before, tourism administration is relatively new compared with other traditional administrative domains; and TAOs at various local levels have only been established during the past twenty years. The abilities of both local government and officials in tourism administration need to be improved and developed in order to be capable of undertaking initiatives to guide tourism development. Thus, based on the above considerations, local governments which intend to develop tourism as fast as possible, try to horizontally concentrate administrative

authority to overcome the limitations of institutional arrangements which may impair the implementation of tourism policy.

With the administrative authority concentrated horizontally in local governments at various local levels of Yunnan Province, vertically, the regulatory structure is more centralized than that at the national level. The provincial government is in charge of the local tourism policy-making and policy implementation, and local governments below the provincial level are primarily responsible for the implementation of tourism policies from the provincial level. There were no obvious differences found in the institutional arrangements of tourism administration and the factors affecting the implementation capability of the local TAO at various local levels within Yunnan Province. The IOC structures and the regulatory style of tourism administration at three different local levels (provincial, municipal, and county) are similar. Local governments at different levels also play the same role. The behavior of TAOs at different local levels is influenced with no exception by the officials' personal guanxi and the prevailing understanding of tourism in the society. The interest groups at different levels communicate with government in the same way through officially established industry associations. Only several macro-environment factors were identified as different at various levels. This may be due

to the different social and economic environments, and available tourism resources.

With respect to regulatory style, the regulatory style of tourism administration in Yunnan Province is by an interventionist type (Knill & Lenschow, 1998). In Yunnan, the local governments at different levels intervene in tourism policy implementation formally, and they conduct inter-organizational coordination and organize inter-organizational cooperation on tourism issues with command and control. The local TAOs and other government organizations are left limited discretion in inter-organizational coordination.

The second difference is the mechanism and style of inter-organizational coordination between the TAO and other government organizations. This distinction may originate from the above first distinction. Comparing the IOC style at the national level, the local IOC mechanism for the coordination between the TAO and other government organizations is more institutionalized. At each local level within Yunnan Province including the provincial, municipal/city and county levels, a 'Tourism Coordination Group' is organized at each level to take charge of the coordination and the establishment of cooperation on tourism-related issues. The establishment of this coordination mechanism is required in the 'Yunnan Tourism Management Ordinance', which is a local

legislation approved by the Yunnan Provincial People's Congress.

The third difference lies in the inter-organizational relations. At the national level, no IOR exists between the CNTA and other government organizations. However, some pre-requisites were identified, which are set by the system of tourism standards and macro-environment, for the formation of IOR. With the emergence of these pre-requisites, the IOR can be identified at the local level. In some places where tourism plays an important role in local economy such as in Lijiang County and Sichuan Province, the relationship between the TAO and other government organizations is closer and they frequently interact with each other on tourism-related issues. Thus, inter-dependence is formed between the local TAO and other government organizations.

The fourth difference is the role of the individual in affecting the implementation capability of the TAO. At the national level, the major influence identified comes from the institutional factors and macro-environment. At the local level, the officials' guanxi and understanding on tourism and tourism administration are identified as important factors affecting the implementation capability of the local TAO.

Although there are four distinctions between the national tourism administration and the local tourism administration emerged with the decentralization of tourism management, the administrative structure of tourism administration at the local level and the administrative status of the local TAOs are similar to the arrangements at the national level. The CNTA is an organization under the State Council, and its administrative status is relatively lower than the organizations which constitute the components and key agencies of the State Council. Similarly, each local TAO within the system of tourism administration of China is established as a government organization under local government and its administrative rank is lower than the government organizations which are components of local government.

4.3 Constraints on the Implementation Capability of the Local Tourism Administrative Organization (TAO)

It was identified that because of the diversified nature of tourism and its various sectors, and the limited authority and resources of the TAO, the TAO has to cooperate with other government organizations to implement tourism policy. However, some factors, such as government combined with tourism enterprises (state-owned tourism businesses) (Wei, 1998) and the overlap of administrative authority (Zhong & Kuang, 2000), have been

identified as constraints to the local TAO's capability in coordinating and establishing cooperation with other government organizations. However, the findings of previous studies are not clear and specific enough to demonstrate how these constraints take effect due to lack of empirical support. This section examines and demonstrates that what these constraints are and how they influence the inter-organizational coordination and cooperation.

4.3.1 Unclear Division of Authority and Responsibility on Tourism-Related Issues

Tourism administration is relatively new in public administration. It still needs to be further explored on how to integrate tourism administration into the existing public administration system. In China, the disadvantages of the integration of tourism administration with the current institutions constrain the implementation of tourism policy. The major disadvantage is the unclear division of government organizations' authority and responsibility for tourism development and management. A number of administrative authorities manage various aspects of the tourism industry and tourism resources, such as transportation, souvenir shops, and scenic areas. Nevertheless, these government organizations are not assigned with the responsibility to protect tourists' interests and ensure the healthy development of tourism. In contrast, the TAO has

responsibility to ensure the healthy development of tourism; however, its authority to manage the industry and tourism resources is limited mainly to the travel agencies and hotels. One interviewee described it as follows:

—The tourism bureau actually is like an organization with limited authority for infinite responsibility. —Interviewee LJ 3

With such kind of institutional arrangements, it is very difficult for the TAO to directly control the implementation of tourism policy. Considering the capability of the TAO, the role of the TAO is often restricted to be organizer and coordinator in the implementation of most tourism policies. The execution of the implementation action plan of a tourism policy has to generally depend on other government organizations. However, without responsibility other government organizations may refuse to spend resources to cooperate with the TAO. Then, the effectiveness of the implementation of some tourism policies can be negatively affected.

For example, for the administration of the vehicles used for tourism, the local transportation administrative department or transportation bureau holds the authority to

issue licenses to permit vehicles to be used for tourism-related businesses. The Transportation Bureau issues the license based on some technical standards of vehicles. After the issue of the license, the Transportation Bureau does not monitor the use of the licensed vehicles. The driver may take tourists to some illegal shops, and if tourists refuse to buy something, the driver may refuse to take tourists back and stop the transportation service. The TAO lacks authority to suspend either the driving license of the driver or the permit of the vehicle employed for tourism use. Thus, the TAO needs the cooperation of the Transportation Bureau. However, the Transportation Bureau argued that it had no responsibility for the service quality, and it was not assigned any additional resources to monitor the service of the drivers. Therefore, it is also difficult for them to cooperate with the Tourism Bureau for a long time.—Interviewee KM 2

4.3.2 Limited Understanding of the Nature of Tourism Administration and the Role of Tourism Administration Organization (TAO)

The second identified constraint is value, which is a component of institutions. The lack of understanding about tourism administration and the role of TAO impede the establishment of inter-organizational cooperation and makes coordination more difficult.

The development of tourism raises higher requirements for the management in various administrative domains. For example, the transportation administration should monitor the business of tourist vehicles to ensure the safety of tourists; the industry and commerce bureau, which is responsible for supervising and administrating the enterprises, organizations and individuals engaged in business activities, should regulate illegal business behavior to protect tourists' interests; the Construction Bureau, which is responsible for the urban and rural (village and town) planning, should balance and control the development of scenery areas (spots). However, at the very beginning of tourism development in China, the majority of government organizations of other administrative domains may not understand clearly about their role in tourism administration or lack the knowledge of tourism-related administration. Therefore, other government organizations seldom consider the suggestions of the TAO and are usually reluctant to cooperate with the TAO. Although the responsibilities they assume in the cooperation actually should be part of their functions, they viewed cooperation as 'doing a favor' (Interviewee LJ 1) for the TAO. One interviewee said:

—For example, the Construction Bureau was always absent at the meetings held by the TAO since the officials of the Construction Bureau thought that the scenic areas should

be under their administrative domain, and it was not necessary to adopt the suggestions of the TAO.—Interviewee LJ 1

Thus, one has to spend a great deal of time in coordination, and it is a long process to establish cooperation. Even the established cooperation may not be sustained and effective because the related government organizations were reluctantly involved in the cooperation under the pressure of higher-level government. Then, the implementation of tourism policy may be ineffective.

It is important to change the officials' understanding and prevailing social values towards tourism administration and the role of the TAO. Several interviewees supported this viewpoint (Interviewee KM 1; Interviewee KM 4; Interviewee YN 1; Interviewee YN 2). Interviewee KM 1 identified the understanding and values as the foremost key to improve the effectiveness of tourism policy implementation. He said:

—The inadequacy of legislation system could be made up by mechanism. However, if people's understanding of tourism administration and the role of TAO is unclear and confused, the mechanism can not be established and management measures can not be

adopted. —Interviewee KM 1

4.3.3 Lack of Incentive/Sanction Mechanisms for Inter-Organizational Cooperation

It has been identified that the supervision/monitoring of tourism policy implementation in China is inadequate due to the lack of tourism-related law and supervisory/monitoring mechanisms. This inadequate supervision/monitoring has been identified as a constraint impairing the implementation of tourism policy. At the local level, this constraint is characterized by a new feature, which is the lack of incentive/sanction mechanisms for inter-organizational cooperation.

Although it is essential to obtain the support and cooperation of other government organizations, it was found from the interviews and government documents, there is lack of incentive/sanction mechanisms designed to encourage the general cooperation of other government organizations. Even if local governments realize the importance of incentive/sanction mechanisms in inducing other government organizations to assume the responsibilities for tourism-related issues, the feasibility of existing incentive/sanction measures needs to be further improved.

For example, the leadership of Lijiang realized that ineffective implementation of some tourism policy was due to the lack of the proper penalties and incentive measures, and it was necessary to provide the measures to ensure the cooperation of each government organization involved in the process of policy implementation. Therefore, some general penalties and incentive measures to monitor the implementation of tourism policy are listed in the regulatory documents issued by the Lijiang Government. For example:

—Government organizations which do not cooperate in the implementation of tourism policy would be punished. Government organizations which do a good job in the implementation of tourism policy would be rewarded. —“Suggestions on the Further Development of Tourism Industry in Lijiang” (Lijiang City Government, 2004).

The measures are vague because they do not specify who would be responsible for the execution of penalties or how the violators would be punished, and how good performers would be rewarded. Without appropriate and feasible incentive/sanction mechanisms, the other related governmental organizations lack incentive, encouragement and pressure to cooperate with the local TAO for the matters which they consider to be beyond the scope of their assumed responsibilities.

4.3.4 The Combination of Government and State-Owned Enterprises

The combination of government and enterprises means that government organizations can become involved in tourism business operations by investing or operating tourism businesses. In 1984, the ‘five together’ (五个一起上) policy was released by the Central Government, which required that tourism should be invested and run by the state, together with local governments, individual government agencies, collectives, and individuals. Encouraged by the ‘five together’ policy, government organizations at various levels became very involved in the operation of the tourism businesses. This high-level government involvement in commercial tourism activities disrupts the natural order of the market mechanism and affects effective implementation of tourism policy through abuse of administrative authority, violation of economic rules and conflict of interest. This situation is made worse by the unclear division of the responsibility and authority and limited understanding of tourism administration. Government organizations can use public money or tourism resources to intervene in the operation of tourism business for their own good, while ignoring the healthy development of tourism because they need not assume responsibility, nor will be held accountable. Meanwhile government organizations hold the right to execute administrative penalty. However, when government organizations themselves violate the regulations or even the legislation

in operating a tourism business, the penalties are unfeasible and are not imposed. For example, some of interviewees have said:

—Now, the accommodation facilities are oversupplied in Lijiang. Some of government organizations are still investing in the construction of new hotels and ignoring the suggestions of the Lijiang Tourism Bureau, because no one is identified as the implementer of the regulations/policies on the construction of hotels. However, the TAO has to be responsible for solving whatever problems emerged in the operation such as no profit, tourists' complaints etc. —Interviewee LJ 4

—The cut-throat price competition in the hotel industry in Kunming is caused by the high-level intervention of government capital in the tourism industry. It is not necessary for the hotel managers who are also government officials to worry about the revenue of the hotel, because they do not need to be responsible for the deficit of the business. —Interviewee YN 3

The high-level government involvement in tourism businesses has seriously impaired the development of the tourism economy. The interviewees indicated that local governments

have realized the severity of the problem and they would adopt some measures to reform the property rights of tourism enterprises. However, government capital currently still contributes a large proportion of tourism industry investment. For example, in Lijiang, nearly more than 80% hotels and more than 90% scenic areas (spots) are invested and operated by government organizations (Interviewee LJ 7). Therefore, the combination of government and tourism enterprises is identified as a constraint in tourism policy implementation.

In summary, the effectiveness of inter-organizational coordination and cooperation is impaired by the constraints imposed by both the local TAO and other government organizations. The factors constraining the implementation capability of the local TAO are consistent with Elliott's (1997) description on the problems and difficulties in tourism policy-making and implementation. Elliott (1997) illustrated that both formal and informal factors in the environment of public sector could pose problems for the management of tourism. The formal factors point to the internal politics between and within the organizations and government organizations' great diversity in terms of legal position, status, responsibilities, formal and informal roles, power, size and expertise. The objectives (either formal or informal) of organizations could be in conflict and the

conflicts could be hidden by legal compliance. The informal factors point to the values and understandings held by the organizations and individuals. In a public administrative system, if the organizational culture is kind of self-serving culture, which is closed and secretive and is driven by informal interests and officer and agency rivalry, it is not easy for the TAO to obtain support from other government organizations.

In China, for the local TAO, the limited authority and resources constrain its capability to bargain with other government organizations, which are at a higher administrative rank than the local TAO. For other government organizations, although the implementation of tourism policy needs their involvement due to the authority they hold, they are reluctant to spend resources to cooperate with the local TAO due to the lack of responsibility and understanding of their role. In addition, because of the influence of conservative bureaucratic culture, the other government organizations may misunderstand the local TAO with the thinking that the local TAO will share their authority and interests. Furthermore, as identified in previous studies of China and other countries such as Thailand, Vietnam, because of the combination of government and tourism enterprises, the other government organizations may impede the implementation of tourism policy if their interests are harmed.

Thus, in order to improve the effectiveness of inter-organizational coordination and cooperation, incentive measures need to be designed to encourage the establishment of cooperation; and the accountability of other government organizations also needs to be controlled through instruments such as laws, regulation, permissions, plans and policies (Elliott, 1997). However, as analyzed above, there are no measures designed to induce cooperation between the local TAO and other government organizations; and the feasibility of the used supervisory/monitoring measures are doubtful.

Although inter-organizational coordination and cooperation between the TAO and other organizations have been identified as important in implementing tourism policy since the early 1990s (Selin & Beason, 1990; Hall & Jenkins, 1995), it seems that the previous studies ignore discussion on the incentive/sanction mechanisms and supervisory/monitoring measures for the cooperation between the local TAO and other government organizations. Elliott (1997) devoted a separate chapter to discuss the control management of tourism. He primarily focused on the control of illegal activities which could harm the interests of tourists through instruments including laws, regulations, permissions, and policies etc. He also referred the issues of accountability of other government agencies on tourism management. Accountability was identified as a

fundamental factor for preventing the abuse of power and for ensuring tourism to be managed in the public interest. However, the accountability of other government organizations to cooperate with the local TAO to ensure a healthy tourism industry was not identified as important by Elliott (1997). Therefore, in this study, the importance of incentive/sanction mechanisms and supervisory/monitoring measures in improving the effectiveness of inter-organizational coordination and cooperation in tourism policy implementation are identified and emphasized probably at the first time.

In conclusion, the four identified constraints could be integrated in Figure 4.2. With this kind of division in the responsibility and authority, the cooperation of other government organizations is necessary to implement tourism policy; and the coordination is necessary. However, inter-organizational coordination and cooperation are constrained by a limited understanding of cooperation and tourism administration. Furthermore, there is a lack of incentive and supervisory measures. These four constraints are inter-linked and limit the capability of the local TAO to coordinate and establish cooperation with other government organizations. The low administrative rank of the TAO is resulted from the limited authority and resources it holds. The limited understanding on tourism administration holding by other government organizations may also be resulted from the

understanding of their responsibility. The inadequate supervision/monitoring allows the abuse of administrative authority. As a result, the implementation capability of the local TAO may be weak, and the implementation of tourism policy may not be effective.

Despite the existence of these constraints, there have been great achievements in the development of tourism in Yunnan, Kunming and Lijiang, because the implementation capability of the local TAO has been facilitated by some factors that contribute to overcome the identified constraints.

4.4 Facilitators for the Implementation Capability of the Local Tourism Administrative Organization (TAO)

In Yunnan, Kunming and Lijiang, the context of empirical study, factors which can facilitate the local TAO to coordinate and cooperate with other government organizations are identified at three levels of analysis. At the macro-level, the local economic and social environment and the organization of special events are identified as fundamental factors which not only facilitate the local TAO but also induce the emergence of other facilitators at the middle and micro levels. At the mid-level, the influence comes from some organizations or structures such as the local government, inter-organizational

coordination structures and inter-organizational relations. At the micro-level, the individual characteristics including Guanxi and the commitments of the key officials are identified to be influential in the implementation of tourism policy.

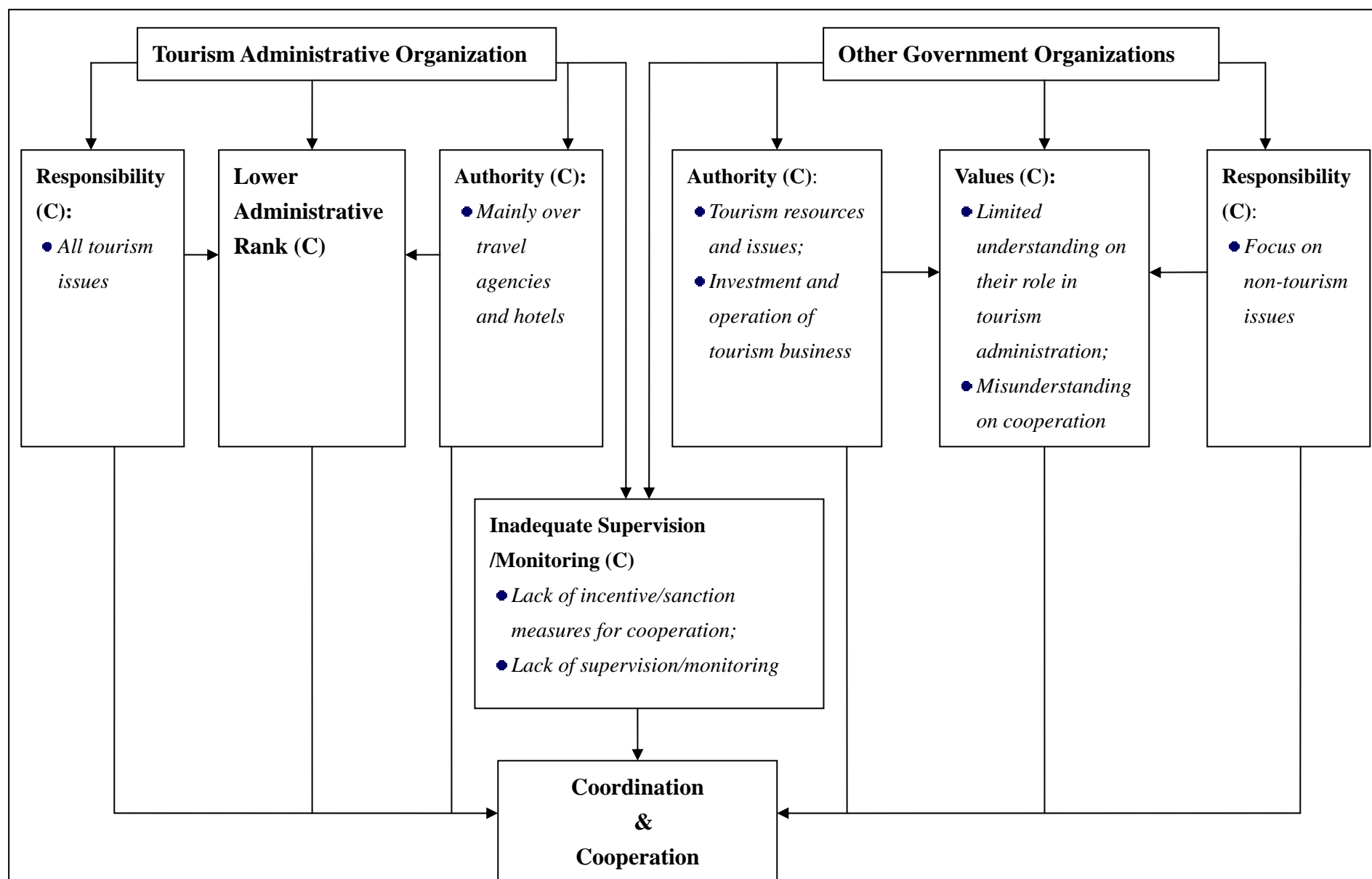


Figure 4.2 Constraints on the Implementation Capability of the Local Tourism Administrative Organization (TAO)

4.4.1 Macro-Environment

In Yunnan Province, the economic and political environment is advantageous to local TAOs struggling for authority and resources in an inter-organizational coordination context, because there is an urgent need for tourism development originating from the local society.

On the one hand, the local economic condition is one of fundamental factors that have forced local government to focus on tourism development. As previously mentioned, Yunnan is one of China's relatively undeveloped provinces because of its remote location and scanty agriculture resources. In 2004, it ranked 19th among the 31 provinces of China in terms of local GDP (East Asia Economic Review, 2005). However, Yunnan Province is rich in tourism resources. Therefore, the Yunnan Provincial Government focuses on the development of tourism and promotes the tourism industry as a pillar industry. In 2005, the proportion of the value of gross product generated by tourism industry to the local GDP was quite significant at 12.8% (Yunnan Provincial Tourism Bureau, 2006).

Given that tourism could be a shortcut to economic development, cities and counties also

focus on how to develop their diversified resources into tourism products. Many counties have risen out of the poverty level because of the development of tourism. Taking Lijiang as an example, before tourism was developed in the early of 1990s, the per capital income of Lijiang was around RMB 200 yuan (US\$ 25) (Interviewee LJ 2). One interviewee mentioned that ‘before tourism was developed in 1994, the local finances even could not cover the salary of the civil service’ (Interviewee LJ 6). In 2004, the per capital income of Lijiang city was over RMB 3,000 yuan (US\$ 375) (Lijiang Statistics Bureau, 2005).

On the other hand, due to its significant economic contribution, the development of the tourism industry complies with the core of the new ideological orthodoxy of the Communist Party of China, which is the centralization and priority of economic growth (Graham, 1998). Therefore, in Yunnan Province, tourism development is strongly supported by both the provincial communist party secretary, who is the highest leader of communist party in the province, and provincial governor, who is the highest leader of the government at the provincial level. In China, the support of the provincial communist party secretary and provincial governor is very important for local TAOs to increase their bureaucratic influence and obtain financial sources. China is a communist-party state

which features the duality of the Party and State, and their inter-relationship (Saich, 2001).

At the provincial or lower levels, the party and state heads are invariably separate, with the party head holding a high state position and the state head holding a high party position. As the head of the CPC at the provincial level, the Provincial Party Secretary (PPS) is the most powerful person (Tan, 2006). The person in this position is appointed at the highest level of the CPC. The PPS is assigned authority to supervise the provincial government and preside over huge provincial resources and economic development. More specifically, the PPS's power of control includes agenda-setting for the provincial party and its standing committees, and making key provincial personnel appointments within the Party and the government. In the provincial policy-making process, a PPS often presides over Party Standing Committee meetings to make final decisions, and oversees the preparation of the provincial budget (Goodman, 1980; Tan, 2004). Therefore, in China, the implementation of tourism policy and the enforcement of the local TAO's authority largely depends on the Party Secretary at the respective levels of government. Given the authority of the PPS, consistency of opinions held by the PPS and Provincial Governor is also important in order to avoid internal political conflict.

In Yunnan Province, the local economic and political conditions have an enormous

influence in improving the local TAO's implementation capability, which can be demonstrated by the following two aspects:

(1) Special Characteristics of the Local TAO

With the support of both local communist party and local government, the bureaucratic status of local TAOs have been promoted. Compared with most of local TAOs in other provinces, the TAOs in Yunnan province are featured with three unique characteristics.

First, the person who is in charge of tourism development and management in the leadership core of provincial government is the provincial governor instead of a deputy provincial governor who is normal appointed to this position in other provinces. As a result, the provincial governor is the final decision-maker within the provincial government, once the TAO gets his support, coordination with other government organizations can be smoother. Second, instead of being a subordinate organization of local government, the Yunnan Provincial Tourism Bureau is an agent of the local government. This means it enjoys the same bureaucratic status as some other government organizations such as the Industrial and Commercial Bureau, the Transportation Bureau, which are important stakeholders in tourism policy implementation. The promotion of bureaucratic status is beneficial for the Provincial Tourism Bureau as it provides the TAO with political clout to negotiate with other government organizations. Third, local TAOs

in Yunnan province are different from others in their organizational structures. According to local needs, some special divisions, such as the tourism market supervision division, are established in local TAOs in order to overcome institutional constraints related with inefficient and ineffective inter-organizational coordination and cooperation. The function and influence of these special divisions will be further introduced and discussed in the section 4.4.4 (Inter-organizational coordination structures). The point worthy of emphasizing here is that the structural change has been recognized as the way to improve tourism management institutions in Yunnan province. Thus, benefiting from these special characteristics which originate from the economic and political environment, local TAOs in Yunnan can enjoy some advantages in their negotiations with other government organizations.

(2) People's Understanding on Tourism and TAO

The economic contribution of the tourism industry not only determines the focus of local government but also improves the influence of the local TAO and officials' understanding of the role of tourism and the Lijiang Tourism Bureau. In Lijiang, with economic growth depending on the development of tourism, other government organizations have also benefited greatly from the boom in the local economy. Once they understand the role and

importance of tourism, cooperation and coordination would be easier in implementing tourism policy:

—In the past, it was a tough task to coordinate with other government departments on tourism related issues. Presently, with the development of tourism, people understand the importance of tourism for economic development, and then people would like to cooperate with tourism bureau in tourism development. —Interviewee LJ 2

—In Lijiang, the suggestions and requirements of Lijiang Tourism Bureau can be taken seriously by other government organizations; this is because the tourism industry is a pillar industry for economic development. For example, now the Health Department actively supports the aid of tourists. Their attitudes are totally different from the one in the past. In the past, the Health Department passively solved problems for tourists on the request of Tourism Bureau. —Interviewee LJ 2

As identified from previous studies in the literature review chapter, the ecological capacity of the implementation context, which refers to the local socio-economic and political conditions (Goggin et al., 1990), could influence the implementation capability

of the local TAO. The findings of this empirical study echo this point. The economic conditions in Yunnan create some positive political factors to facilitate coordination and cooperation between the local TAO and other government organizations. These facilitators include: the focus of local government and the understanding and values held by officials in the public administration sector. As previously identified in the administrative arrangements of tourism administrations in China, the implementation of tourism policy at the local level depends on local government. Therefore, the support of local government to the local TAO is a fundamental factor in the effective implementation of tourism policy. On the other hand, the understanding and values of the role of TAO held by officials in other government organizations are associated with the main constraint identified above, may also impair the implementation capability of the local TAO. Once these two factors act as facilitators, the implementation capability of the local TAO could be greatly improved.

4.4.2 Special Events

In Yunnan, the organization of special events is identified from the macro-environment as an important factor affecting tourism policy implementation. The organization of special events can induce the establishment of IOC structures, increase inter-organizational

coordination and cooperation experience, and change understandings of officials in other government organizations on their role in tourism development and management. For example, in Yunnan, the 1999 World Horticultural Exposition held in Kunming provided a great opportunity to improve the implementation capability of the local TAO. This exposition hosted by the Chinese Central Government had been endorsed and registered as an A1 professional exposition by the Bureau International Des Expositions (BIE) and the International Association of Horticultural Producers (IAHP). ‘Man and Nature - Marching into the 21st Century’ was the theme of the exposition. The 1999 World Horticultural Exposition was held for 184 days from May 1 to October 31, 1999.

The Central Government had attached great importance to the event. Premier Li Peng issued invitation letters to heads of states around the world. A committee for organization was established in December 1996, with Vice-Premier Li Lanqing as chairman. The Yunnan Provincial Bureau of Horticultural Expositions was the executive department of the committee and the Yunnan Provincial Government handled tasks such as the construction of the exposition site, arranging the exhibits, and day-to-day operations.

Considering that a great number of tourists would visit Kunming during the exposition

period, in order to ensure market order and build a good destination image for Yunnan and Kunming, the Yunnan Provincial Government and Kunming Municipal Government took some measures to facilitate the inter-organizational coordination and integrate administrative competencies for the management of tourism-related issues. For example:

—‘Tourism Market Supervisory Division’ was set up under the Kunming Tourism Bureau because of the 1999 World Horticultural Exposition. In 1998, in order to ensure the success of the 1999 World Horticultural Exposition and build destination image, key officials of the Municipal Government initiated the suggestion to organize our division. The major function of our department was to guarantee the order of the tourist market, especially in the period of 1999 World Horticultural Exposition. The ‘Kunming Tourism Emergency Center’ was also established at that time to deal with any tourist accidents.—Interviewee KM 3

Benefiting from this kind of IOC structure during the exposition, local government realized the importance of the inter-organizational coordination channels. After the exposition, the IOC structure was further retained. One of the interviewees working in the Tourism Market Supervisory Division mentioned that:

—We have been supported in both policy and funding by the Municipal Government since the 1999 World Horticultural Exposition. It is because the local government realized the advantage of such structure in regulating the tourism market. In other cities, the local governments may have no chance to realize this point. —Interviewee KM 3

In addition, after the 1999 World Horticultural Exposition, local government and other government organizations also changed their understanding of tourism and their role in tourism management. One of interviewees gave an example to illustrate this point:

—For example, during the golden week of tourism, we need the cooperation of the Transportation Bureau in the supply of tourist vehicles. Before 1999 World Horticultural Exposition, some officials didn't understand why the transportation bureau should cooperate with the tourism bureau with the expense of organization resources. After the 1999 World Horticultural Exposition, the officials realized that the economic impact brought by tourism can influence their own departments, and they began to understand the importance of the cooperation in tourism administration. The coordination became easier. —Interviewee KM 4

The organization of special events could influence economy, tourism, environment, culture, society, psychological; and politics (i.e. Hall, 1992; Hiller, 1998; Burbank, Andranovich & Heying, 2001). In studies on the economic and tourism impact of special events, it has been found that special events may generate visitors, improve destination image and encourage revisit. The impacts of the 1999 World Horticultural Exposition on tourism and the local economy keep consistent with this point. In Kunming, this special event emerged as an opportunity for the development of tourism. It helped to make the local government focus on tourism. In the studies of the political/administrative impacts of special events, it has been found that the organization of special events could (1) enhance international recognition of region and values; (2) develop the skills of the organizers; and (3) provide key individuals with high visibility and improved career opportunities (Ritchie, 1984; Hall, 1992). However, it has not been found in previous studies that the special events could improve inter-organizational coordination and communication, although inter-organizational cooperation has been addressed in various text books on event management (e.g. Getz; 1997 and Shone & Parry; 2001). In this study, in order to benefit from the tourism development encouraged by the 1999 World Horticultural Exposition, the local government improved some administrative arrangements to facilitate inter-organizational coordination and cooperation on tourism

related issues. Therefore, it could be concluded that the impacts of special events on tourism, politics and administration could further influence the implementation capability of the local TAO.

4.4.3 Local Government

The influence of the local government comes from the administrative authority assigned by the law and the values and commitments of higher-level officials.

Local governments at various levels play a decisive role in the implementation of tourism policy. This could be reflected on two aspects. First, local governments are key players in the establishment of IOC structures or inter-organizational communication channels. According to the law and legislation, local governments are not only determinants of the fiscal appropriation for the local TAO and tourism policy implementation, they also are the only ones who can assume the responsibility of inter-organization coordination to ensure the effective implementation of policy. In order to establish the coordination mechanism and facilitate cooperation, local government holds meetings to provide a platform for discussion among various government organizations. It also establishes structures, which are responsible for the execution of inter-organizational coordination

and cooperation, and makes it legitimate with the approval of the Local People's Congresses. A TAO is equal to or lower than other government organizations in terms of the administrative rank, and it is weaker than other government organizations in terms of resources and authority. Therefore, only the local government has legitimacy and power to organize the meeting or structure for inter-organizational coordination on tourism-related issues and to initiate institutional innovation and formulate local legislation. Another function of local government is to provide financial support for inter-organizational coordination (IOC) structures and the implementation of tourism policy. The operational expenses for the IOC structures and the benefits for the people who work in this structure are paid by the local government.

In Kunming, for example, a special division called the 'Tourism Market Supervisory Division' was established under the Kunming Tourism Bureau (KMTB) in 1998. The function of this division is to supervise tourism businesses in accordance with tourism-related regulations. It is responsible for organizing regular inspections to supervise tourism business and handle tourists' complaints. Its work is supported by other related government organizations such as the Police Bureau, the Transportation Bureau, and the Health Bureau. This division plays an important role in regulating tourism market

order and protecting the interests of tourists. All of expenses of this division are afforded by the Kunming Municipal Government. Without the support of Municipal Government, the local TAO would not have the legitimacy to establish such a division, nor any funds to support its operation. Without the strong support of the Municipal Government, it would be difficult to obtain the support from other government organizations.

In Lijiang, the Lijiang Government followed the Provincial Government in establishing IOC structures within the current administrative system, such as the Lijiang Tourism Coordination Group, the Tourism Market Supervisory Division, the Joint Administrative Executive Office. The institutional and arrangements of these IOC structures are similar to the one in Kunming. However, the financial support for the IOC structures in Lijiang is stronger than for the IOC structures in Kunming when comparing the proportion of government administrative expense, which may be because the contribution of tourism to the economy is more apparent in a smaller geographic area where there is a lack of resources for the development of agriculture and industry.

Second, local government can determine the influence of the local TAO by assigning more authority to it, and local government also can make a positive impact on changing

the understanding of tourism administration. For example, in Lijiang, the local government identified the role of each government organization in the implementation of tourism policy. For issues within the jurisdiction of the Lijiang Tourism Bureau (LJTB), the local government identified the LJTB as the organizer and asked other related government organizations to assist. For example:

—For the regulation of the operation of travel agents, the LJTB is the organization in charge, and the Lijiang Industry and Commerce Bureau, the Lijiang Public Security Bureau and the Lijiang Price Bureau should cooperate in the process of implementation. —“Implementation Suggestions for the ‘Notification on rectifying and standardizing tourism market order’ in Lijiang” (Lijiang City Government, 2002).

For the implementation of issues which extend beyond the jurisdiction of the TAO or involve too many other administrative domains, the local government identified the related government organizations as the organizer and asked other related government organizations to assist. For example:

—For the regulation of illegal tourism business behavior at the airport, scenic areas

(spots), bus station, the Lijiang Public Security Bureau is the organization in charge, and the Ancient Town District Government, Yulong County Government, the Lijiang Industry and Commerce Bureau, the Lijiang Transportation Bureau, the Lijiang Tourism Bureau should cooperate in the implementation process. —“Implementation Suggestions for the ‘Notification on rectifying and standardizing tourism market order’ in Lijiang” (Lijiang City Government, 2002).

Thus, those government organizations in charge of other administrative domains can realize their role in tourism administration, and they would assume their responsibility according to the requirements of the Lijiang Local Government. The government organizations in Lijiang gradually understood their responsibility in tourism management and their relationship with the local TAO. Furthermore, the government organizations did not view their work as a favor done for the TAO and the change of other government organizations’ understanding can improve the coordination and cooperation.

In addition, the influence of local government can also come from the values and commitments of higher-level officials. As referred to in literature review chapter, in China, due to the lack of a comprehensive legal system, key officials’ values and

commitments play an important role in decision-making. The influence of key officials on the implementation of tourism policy in Kunming reflects this aspect of bureaucratic culture. In Kunming, in most tourism-related issues, the key officials such as mayor or deputy mayor made the final decision on the bargaining among government organizations. Two interviewees (KM 1 and YN 1) pointed out that the only way to solve the difficulties in coordination was to report to key officials and asked them to make a decision.

The support and commitments of key officials are determinants in the making and implementation of tourism policy. One interviewee (KM 4) gave an example. When some tourists were injured in a traffic accident, the tourist vehicle company should pay for the expenses of the tourists' hospitalization. The Tourism Bureau asked the Transportation Bureau to coordinate with the Tourist Vehicle Company to undertake this responsibility. However, although the Transportation Bureau did the coordination, the company still tried to shift the responsibility because it was not under the administration of the Transportation Bureau. Sometimes, it took a long time to deal with the issue of compensation. In order to deal with similar problems, one of the vice mayors in Kunming initiated an innovative idea, which was to raise funds for emergencies by using tourist vehicles as an advertisement media. The vice mayor coordinated with the Commerce

Bureau and Transportation Bureau to formulate the relevant policy. This policy is now implemented with the considerable support of this vice mayor. The commitment and involvement of the key official is important to obtain the support of the Commerce Bureau and the Transportation Bureau.

4.4.4 Inter-Organizational Coordination Structures

As analyzed above, in the light of the fragmented authority in the administration of tourism related issues and the relatively weak capability of the local TAO to coordinate with other government organizations, a powerful third party in charge of inter-organizational coordination is essential to ensure the implementation of tourism policy. In Yunnan, effective tourism administration at various levels benefited from the inter-organizational coordination structures (IOC structures) established by the local governments. The functions of these IOC structures were not only building inter-organizational consensus and cooperation on tourism-related issues, but also establishing inter-organizational communication channels, increasing government organizations' experience in inter-organizational cooperation, and developing the personal relationships (Guanxi) between officials.

There is little difference in the institutional arrangements of the IOC structures at various local levels. Although the establishment of IOC structures are determined by the local government, usually, the decisions and actions at the provincial level could influence the local governments below the provincial level.

There is one IOC structure that covers the three administrative levels. At the provincial level, the structure is called the ‘Yunnan Tourism Coordination Group (YNTCG) (云南省旅游产业协调领导小组)’, it also can be called the ‘Holiday Tourism Coordination Group (假日旅游协调领导小组)’. The functions of this coordination group are to serve as a platform for discussion and coordination on tourism-related issues, and to facilitate cooperation and coordination. Group leader is the provincial governor, and the deputy group leaders are two of deputy provincial governors. Its group members include forty-two organizations that have some responsibility for tourism development and management. The Planning & Development Division in the Provincial Tourism Bureau is in charge of the routine duties of the coordination group. At the city level, there is also a similar IOC structure organized by the Kunming Municipal Government called the ‘Kunming Tourism Coordination Group (KMTCG) (昆明旅游产业协调领导小组)’. The group leader is one of the deputy mayors. Like its provincial counterpart, the KMTCG

consists of government organizations that have some responsibilities for tourism development and management. There is an office in the Kunming Tourism Bureau in charge of the routine duties of the KMTCG. When the coordination group holds a meeting, the deputy director-in-general of each member usually attends. In Lijiang, the same kind of IOC structure was established with similar institutional arrangements.

In order to facilitate cooperation, the Kunming Municipal Government established some structures to organize cooperation. For example, because of the institutional arrangements, the management of tourism business problems such as illegal tourist vehicles, illegal hotels, and illegal construction in scenic areas needed the cooperation of several government organizations besides the KMTB. In 2003, the ‘Joint Administrative Execution Office (联合执法办公室)’ was established under the Tourism Market Supervisory Division of the KMTB. This office is responsible for the organization of joint inspections of tourism businesses. Actually, it is a liaison office. When it needs to organize joint inspections, the personnel of this office call contacts in other government organizations to participate in the inspections. The joint inspections are usually organized before some mega-events and festivals, and the inspection group may include the Health Bureau, the Commerce Bureau, the Police Bureau, and the Transportation Bureau.

Besides the 'Joint Administrative Execution Office', there are other structures which facilitate cooperation such as Tourism Market Supervisory Division, Joint Management Office for the Kunming One-Day Tour, and Kunming Tourism Emergency Center. Most of these structures broadly serve as liaison offices. The success of these IOC structures in Kunming in facilitating inter-organizational cooperation on the implementation of tourism policy encouraged the Lijiang local government to imitate and adopt similar arrangements. At the end of 2004 the 'Lijiang Joint Administrative Execution Office' was established.

Based on the structuration model of IOC developed by Alexander (1995) which has been mentioned in the literature review, the IOC structures for inter-organizational coordination in implementing a tourism related policy in Yunnan could be located at the micro-level and at the axis of hierarchy. Tourism coordination groups at various local levels are more like an 'inter-organizational group', which consists of people who represent their organizations, and receive no salary from the coordination group, and has no separate budget and work place (Alexander, 1995, p. 65). Different kinds of offices as described above are coordination units, which primarily exist for the purpose of coordination decisions and actions. Coordination units are different from the lead

organizations and single organizations at the meso-level of the structuration model of IOC, because the coordination unit does not have any other responsibilities as that assigned to a government organization, its only responsibility is coordination instead of implementation (Alexander, 1995).

Both tourism coordination groups (e.g. Yunnan Tourism Coordination Group) and offices (e.g. Joint Administrative Execution Office) established by local governments are controlled by administrative authority and command. This might result in ineffective coordination, because these IOC structures were not established based on inter-organizational dependency (Alexander, 1995). Based on social structure theory, which focuses on the role of structural factors in explaining the emergence of inter-organizational coordination and cooperation (Giddens, 1984), IOC occurs as a result of inter-dependence between organizations. Organizations interact with each other to coordinate and cooperate to realize mutual purposes when the actors of the organizations are aware of their dependence on other organizations' resources. Therefore, without inter-organizational dependency or without the perception of inter-dependency, the coordination structures imposed through mandated authority may be ineffective. The consistency of the cooperation established due to the requirements and support of local

government also varies. One interviewee described the ineffectiveness of the IOC structure and the inconsistency of the cooperation as follows:

— Actually, the ‘Joint Administrative Execution Office’ is a liaison office. Now, I feel the work of Tourism Market Supervisory Division seems like fighting fire by firemen. There is no effective way to control the source of the fire. The problem only can be solved in the short-term with some provisional measures. No one wants to take charge of a complex and time consuming issue.—Interview KM 2

In addition, there is no legal support for the IOC structures, and there are also no measures designed to create inter-organizational dependency or reveal existing inter-dependency. As a result, most of the cooperation is short-term and provisional, and it may not solve problems at a basic or fundamental level. There lacks long-term, close, voluntary, and effective cooperation of tourism administration.

Although the current coordination and cooperation mechanism is not ideal, the implementation of tourism policy could still benefit, because this mechanism develops some factors which can assist in inter-organizational communication. These factors

include the experience of the local TAO in cooperation and coordination, inter-organizational communication channels, personal relationships, the coordination capability of officials of the local TAO, and other government organizations' understanding on their role in tourism development and management.

In the past in China, there was little cooperation between sector government organizations or between the 'tiao' (vertical line of authority). There was also a lack of communication channels between sector government organizations, and the officials lacked capability of coordination and negotiation. In recent years, some cooperation was established by the local government with the assistance of IOC structures, and government organizations frequently met to discuss various issues on tourism development and management. The sector government organizations' experience in cooperation and coordination increased and the knowledge of inter-organizational cooperation and coordination also increased. In the process of cooperation, the communication channels between organizations were established. Once the communication channel was established, sometimes the cooperation and coordination between the local TAO and other government organizations could go on without an IOC structure. As described by one interviewee:

—For some issues, after the coordination in the meeting organized by the ‘Coordination Group’, we can directly contact the corresponding director of the cooperation organizations. Then the director usually assigns a person as the fixed contact to take charge of the cooperation. Later, whenever we need their cooperation on an issue, we can just contact this person. For example, we often organize some joint inspections on tourism business market for regulating market order. There are fixed contacts in the related government organizations such as the Health Bureau, the Transportation Bureau, and the Police Station. In this way, a communication channel can be established.—Interviewee KM 2

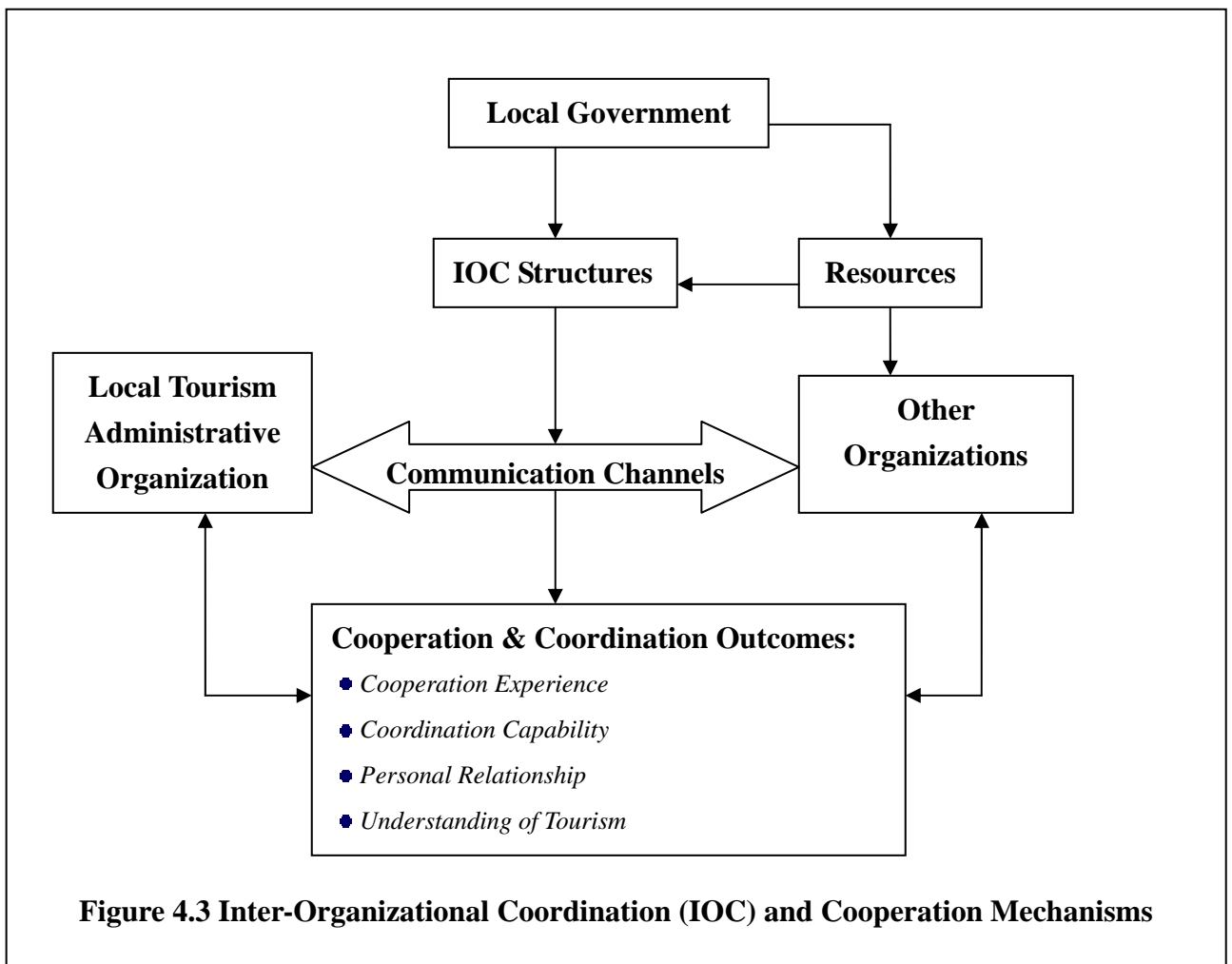
—After the coordination of the ‘Coordination Group’, the first cooperation can be organized. After several rounds of cooperative activities, a channel of communication can be established and the means of coordination can be figured out between tourism bureau and transportation bureau, thus long-term cooperation of some issues such as joint inspection of tourism market can be established.—Interviewee KM 4

Besides the establishment of communication channels, other government organizations’ understanding on their role in tourism development and management also are developed

with the increase of their experience in cooperation and coordination, and the personal relationships between officials of the local TAO and officials of other government organizations also are established in the process of cooperation and coordination. In China, personal relationship (Guanxi) is not only critical for the success of inter-organizational cooperation and coordination, but also it facilitates policy implementation. As a new factor identified from the empirical study, Guanxi will be discussed further in the next section.

In summary, the inter-organizational coordination and cooperation mechanism of tourism consists of three parts: local government, IOC structures, and attributes of the government organization such as experience in cooperation and official's network of 'Guanxi'. These three dimensions influence cooperation and coordination between the TAO and other government organizations. Furthermore, they influence the implementation of tourism policy. There are also some relationships between three dimensions, which are illustrated in Figure 4.3. The local government organizes the IOC structures and assigns corresponding resources and authority. The IOC structures build up the communication channels and the means for cooperation. With the assistance of IOC structures, the sector government organizations' experience in inter-organizational

cooperation and coordination increase. In addition, personal relationships between officials develop, the officials' coordination capabilities improve, and other government organizations' understanding on their role in tourism development and management change.



4.4.5 Inter-Organizational Relations (IORs)

In Chapter 2 – Literature Review, it was defined that inter-organizational relations exist when two or more organizations interact and trade resources with each other (Selin & Beason, 1991; Pearce, 1992). At the local level in China, some kinds of IORs have begun to form between the local TAO and other government organizations on tourism administration.

As analyzed previously, some pre-requisites of the formation of an IOR including reciprocity and legitimacy (Oliver, 1990) are created by a system of tourism standards and the current macro-environment. At the local level, pushed by these pre-requisites, some kinds of IOR have emerged between the local TAO and other government organizations. For example, if a tourist attraction is evaluated as an ‘AAAA’ or called ‘4A’ scenic area by the CNTA according to the ‘Standard of Rating for Quality of Tourist Attractions’ which is a national standard, it could promote itself with this reputation. Therefore, the operators or owners of scenic areas most of whom are government organizations actively apply for 4A grading. However, the local TAO is the only legitimate organization to process the application and report to the CNTA for such a rating. Thus, government organizations which are involved in the operation of scenic

areas have to ask for assistance from the local TAO. As mentioned previously, for the implementation of tourism policy related with the scenic areas, the TAO has to obtain the support of the resource holders. This condition could induce inter-dependence between the local TAO and the government organizations which are involved in the operation of scenic areas. In Lijiang, it is the Ancient Town Protection Bureau which manages the operation of Lijiang ancient town for tourism business, and it is the Ancient Town District Tourism Bureau which processes the application for '4A' scenic area. The Ancient Town Protection Bureau has to ask for assistance from the Ancient Town District Tourism Bureau in the application of a 4A scenic area, and the Ancient Town District Tourism Bureau has to ask for assistance from the Ancient Town Protection Bureau in the implementation of some tourism policies and regulations. Therefore, these two government organizations have to interact with each other and a reciprocal IOR is formed between the Ancient Town District Tourism Bureau and the Ancient Town Protection Bureau.

Another kind of IOR is induced by both pre-conditions of reciprocity and legitimacy. In some places which depend on tourism to develop the economy such as Yunnan Province, Sichuan Province and Lijiang County. The local government organizations gradually

understand that it is also good for them if they cooperate with the local TAO to ensure the healthy development of tourism (Interviewee YN 1). With the increasing proportion of tourism industry contribution to the local GDP, the influence of local TAO also increases and the key officials and local people also would pay more attention to the development of tourism. As identified in institutional theory, the other government organizations would be more willing to cooperate with the TAO in order to appear in agreement with the expectations of the key officials and the local society (Oliver, 1990). For example, in Sichuan Province where tourism is also a pillar industry, the government organizations which are related with tourism such as transportation bureau, construction bureau, and city planning bureau etc. even ask for the advice of the tourism bureau on their own initiatives. What links government organizations here are the benefits brought by the tourism industry. This kind of IOR is what has been defined as pooled inter-dependence (Oliver, 1990).

Although two kinds of IORs are identified, few government officials realize these relations because none of interviewees reported the above examples of inter-dependence between the tourism bureau and other government organizations. Thus, these kinds of inter-dependence have not been used strategically in assisting the local TAO in

inter-organizational coordination.

4.4.6 Guanxi (Relationships)

In China, Guanxi is identified as an important parameter which cannot be neglected in understanding both the business activity and political phenomena (e.g. Pye, 1995; Yan, 1996; Xin & Pearce, 1996; Buttery & Wong, 1999; Schramm & Taube, 2002). The inter-organizational coordination and cooperation could not be analyzed without the consideration of guanxi between officials. In order to provide a basis to understand this factor that may influence the implementation of tourism policy, this section will introduce the definition of guanxi, the cultural and political context which cultivate the guanxi, and the position and functions of guanxi in the politics and society of China based on the previous studies.

The term guanxi generally means ‘special relationships’ or ‘personal connections’ literally (Davies et al., 1995). In her extended research, Yang described guanxi like this:

When it is used to refer to relationships between people, not only can it be applied to husband-wife, kinship, and friendship relations, it can also have the sense of ‘social

connections,' dyadic relationships that are based implicitly (rather than explicitly) on mutual interest and benefit. Once guanxi is established between two people, each can ask a favor of the other with the expectation that the debt incurred will be repaid sometime in the future (1994:1-2).

It not only means the relations created by law, consanguinity or affection, but also a kind of subtle inter-personal connections for the purpose of mutual interests and benefits.

Guanxi stems from historical and traditional Chinese culture. In Confucius philosophy, the concept of guanxi is implied in the Confucius social hierarchical theory which identifies five relationships between people i.e. emperor-subject, father-son, husband-wife, brother-brother and friend-friend (Fock & Woo, 1998; Leung, Wong & Tam, 2003). These five relationships are called wu-lun in Chinese; the lun is actually a concise name of the guanxi (Buttery & Leung, 1998). Confucius has extensive influence in the Chinese society (Buttery & Wong, 1999); therefore, the relationships have been interpreted in terms of harmony, hierarchy, development of moral potential and kinship (Shenkar & Ronen, 1987) and the performing of favors or called 'renqing' (Brunner & Wang, 1988). Thus, influenced by Confucian values, the Chinese take the cultivation of

guanxi among individuals as a kind of practice of moral code (Fock & Woo, 1998).

Besides the cultural influence, it is necessary to cultivate guanxi and develop a guanxi web because of some contemporary and current economic and social conditions. In China, Guanxi is symbolic capital, or social capital, or even political capital to complement the disadvantages in the economic institution, administrative system and legal system (Buttery & Wong, 1999; Dasgupta & Serageldin, 1999 in Schramm & Taube, 2003; Pye, 1995). Guanxi is an alternative for people to generate personal wealth and establish security under the centrally managed system. It is an alternative to contracts and legal rights in an institutionally disordered environment with great institutional uncertainty in terms of economic interaction. The functions of legal norms in most political systems are compensated by the powers of guanxi in China. The authority and order of Chinese governance are partially shaped by the action of guanxi.

The position and functions of guanxi described above are summarized from the studies of guanxi in both business and political research field where the majority of the studies of guanxi lie in. In the field of business and management field, guanxi is studied in a context of business environment which focuses on its attributes, building process, and (e.g. Xin &

Pearce, 1996; Buttery & Wong, 1999; and Law et al., 2000) its implications for the managerial success. In the field of politics and public administration, studies of guanxi are less extensive and active than that in the business field because of the high sensitivity of this topic and the most secretive political systems of China (Pye, 1995). In a pool of limited literature, politic-related guanxi focuses on its role in administration and politics, its dimensions in Chinese elite politics, and its effects and relationships with corruption (e.g. Pye, 1995; Fan & Grossman, 2001; and Gao, 2001).

Considering its extensive influence in economic and political life of Chinese, Guanxi is a weighty factor affecting the implementation of tourism policy. Due to the absence of monitoring/supervision legislation, the relationship at the organizational level may heavily depend on the relationships at the individual level. Without an institutionalized mechanism, coordination and cooperation between organizations are generally manipulated by some key official/officials within the organizations. Their personal guanxi with the key officials of another organization or their guanxi network may influence the relationships at the organizational level. As mentioned by one interviewee:

—*Without resources and authority, TAOs always have to ask for assistance from other*

government departments. At the national level, the CNTA persuades and convinces other government departments mainly depending on the rationality of the issue, which means persuade with stating the advantages of cooperation; at the provincial level, the coordination sometimes depends on both rationality and Guanxi; at the county level, the coordination mainly depends on Guanxi. —Interviewee BJ 1

However, almost no study on the influence of guanxi in the inter-organizational coordination and cooperation could be found. As mentioned in the previous paragraph, it is not a surprise considering the sensitivity of this topic and also the subtle nature of guanxi. In this study, the raw data provided by the interviewees demonstrates the influence and functions of guanxi in the process of tourism policy implementation:

—In the process of cooperation, a good personal guanxi also has been established between our officials and the officials in other government organizations. This can be a facilitator in coordination and communication. —Interviewee KM3

Pye (1995) identified the two conditions needed for guanxi to solve difficulties in inter-organizational cooperation and coordination of tourism administration. They are: 1)

the lack of well institutionalized coordination and cooperation mechanism; and 2) the lack of a comprehensive legal system. The case study on Kunming provides some empirical support for Pye's (1995) findings. In Kunming, it lacked principles and guarantees to guide the coordination between the TAO and other government organizations because of the unclear responsibility and authority for the administration on tourism-related issues. It is also lacked of clear procedures in the establishment of inter-organizational cooperation. The coordination and cooperation usually depends on the local government. Although the pressure from the local government could facilitate the establishment of cooperation, this kind of cooperation built by administrative authority may not be sustained for a long time due to the lack of a legal-based monitoring system and proper incentive measures.

Therefore, under such conditions, the use of guanxi is possibly a strategy to produce a win-win outcome for both the public and individuals, because good use of guanxi can facilitate the establishment of cooperation and the elimination of divergence while creating reciprocity for individuals. For example, the 'Travel Agent Quality Guarantee Funding System' is a policy which requires all licensed travel agents to deposit money in to a special account of the local TAO to guarantee compensation for any loss caused by

the poor or illegal services provided by travel agents. In 1999, in order to obtain the support of the Ministry of Finance for the implementation of this policy, taking advantage of his/her guanxi network in the tourism industry, an official of the CNTA recommended a job in the tourism industry to one of relatives of the key official in the Ministry of Finance. Then with the efforts of this key official, the Ministry of Finance and the CNTA cooperated to organize the implementation of this policy. Profiting from this policy, the general service quality of travel agents and the efficiency of tourist compensation have been greatly improved since 1999. After experienced the implementation of the ‘Travel Agent Quality Guarantee Funding System’, officials of the CNTA and the Ministry of Finance built up a good guanxi which continue to benefit the cooperation and coordination for the implementation of tourism-related policy.

Guanxi is also identified as an efficient and transaction-cost-lowering coordination mechanism in the implementation of tourism policy. This study confirmed the findings of the study conducted by Schramm and Taube (2003). They commented that the Chinese guanxi network could make the initiative, conduct and control transactions more efficiently, especially in an environment featured by great degree of institutional uncertainty. As stated by one interviewee:

—Guanxi is very important between officials of the TAO and officials in other government organizations. Guanxi can make efficiency. For example, it usually takes several weeks or even several months to organize formal meetings for coordination, because the organization of meeting has to follow some procedures. It's ineffective for the problems which need to be solved in time. If there is a good Guanxi, the problem can be solved even only with a call. —Interviewee KM4

Although guanxi is a facilitator in coordination and cooperation, the effectiveness of guanxi in maintaining the long-term cooperation between organizations is somewhat uncertain. Guanxi refers to personal relationship among individuals instead of relationship at organizational level. As such, in the study of guanxi in the business domain, some scholars found that guanxi between the two businesses could disappear once the key persons left the companies. Therefore, they warned that it might be highly risky to only depend on guanxi to establish a long-term business relationship (Leung, Wong & Tam, 2003). This conclusion may also be adapted to predict the instability of the cooperation which is built up on the basis of guanxi. One interviewee indicated that the Kunming Tourism Market Supervisory Division's current capability to organize joint inspections of illegal tourism business was weaker than that in the past five years, this

was because the previous head of this division was an experienced official who had worked in many government organizations of Kunming before he assumed the head of this division, and his guanxi network was extensive. With his retirement, the relationships between the division and other government organizations have to be re-cultivated.

In summary, at various local levels of Yunnan Province, some factors were identified that facilitate the implementation capability of the local TAO. These factors provided inducement for inter-organizational cooperation, improved the understanding of other government organizations/officials on tourism administration, and made the local TAOs more influential. The contribution of tourism to local economy urged the local governments to assume the role of organizer and coordinator in the implementation of tourism policy and planning. Local governments took some innovative measures such as the establishment of some IOC structures to induce the cooperation on tourism-related issues. The understanding and values of tourism and the role of local TAO were improved with the development of tourism and in the process of the organization of some special events. The emerging IORs made the local TAO more influential. Finally, guanxi, a special element in Chinese society, assists the local TAOs to overcome the disadvantages of the institutional arrangements in the implementation of tourism policy. These relations

are presented in Figure 4.4.

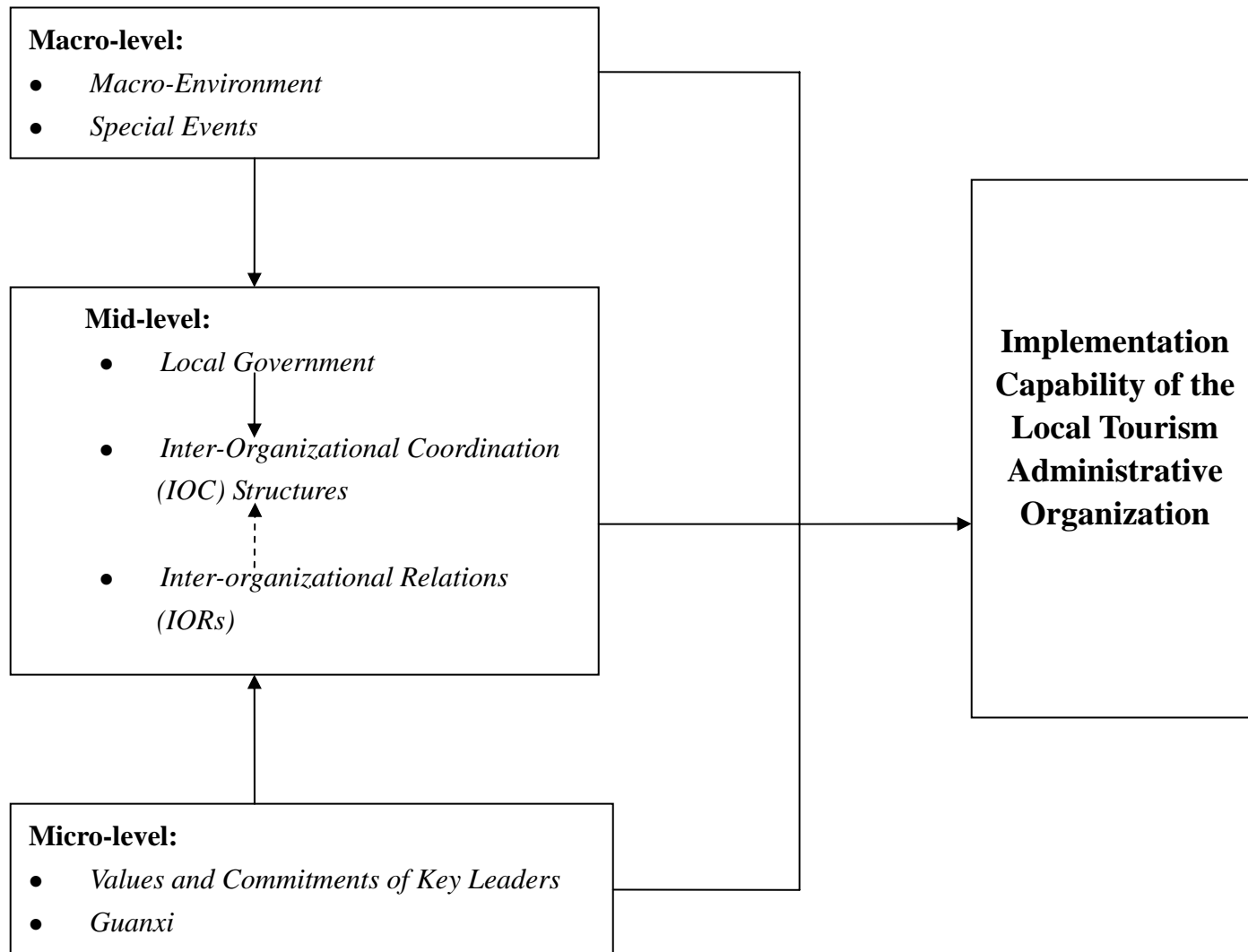


Figure 4.4 Facilitators Affecting the Implementation Capability of the Local Tourism Administrative Organizations (TAOs)

Footnote: —————> *Relations that exist in China;* - - - - -> *Relations that exist theoretically*

CHAPTER 5 CONCLUSION

In this chapter, a brief overview of this study is provided. The refinement of the framework of factors affecting the implementation capability of the local TAO is presented in light of the study findings. Propositions derived from the study findings are also presented. Finally, study implications and recommendations for future research are addressed.

5.1 Summary of the Study

Based on the studies of the problems and difficulties within the process of tourism policy/plan implementation at the local level of China (e.g. Ling & Li, 2001; Chen & Ren, 2003; and Ding & Liao, 2004), cooperation between government organizations was identified as the key to effective tourism policy implementation. Therefore, the local TAO's capability to coordinate with other government organizations (the implementation capability of the local TAO) is important in achieving effective policy implementation. The identification of the factors affecting the implementation capability of the local TAO can lead to the improvement of the effectiveness of tourism policy implementation. The policy implementation literature were reviewed; and Goggin et al.'s (1990) Communications Model of

Inter-governmental Policy Implementation was adapted and applied to the implementation process of tourism policy in China to provide a theoretical framework for this study. Each possible factor was conceptualized and operationalized based on previous studies.

A set of constraints and facilitators which affect the implementation capability of the local TAO were identified at both national and local levels. Constraints, such as limited understanding on tourism administration and lack of communication channels between the TAO and other government organizations, were identified. Such constraints may be changed by the facilitators, such as the importance of tourism to the local economy and the organization of special events. However, constraints, such as the vague division of responsibilities and authorities of government organizations on tourism administration, still remain as unsolved difficulties which impair the effectiveness of tourism policy implementation. In the next section, the theoretical framework (Figure 2.3) used in Chapter 2 - Literature Review was further refined to present a framework integrating factors identified in this study and to indicate the nature of the relationships among these factors.

5.2 The Framework of Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO) in China

The theoretical framework developed in Chapter 2 – Literature Review was refined based on the study findings. The developed framework (Figure 5.1a) presents how the factors identified at both national and local level constrain or facilitate the implementation capability of the local TAO.

The framework of factors affecting the implementation capability of the local TAO can be divided into three parts: (1) facilitators and constraints identified at the national level; (2) facilitators and constraints identified at various local levels; and (3) the implementation capability of the local TAO and the implementation of tourism policy. Compared with the framework developed in Chapter 2 – Literature Review, in this refined framework, the role of factors as facilitators or constraints, or both were identified. In addition, more facilitators and/or constraints were integrated into this framework, and the relationships between some factors where applicable were also examined.

At the national level, six facilitators and/or constraints were identified. Tourism policy can be both a facilitator and constraint, and this is not only due to its

characteristics, but also the outcome of coordination in policy-making. As an outcome of the policy-making process, tourism policy with its inherent strength and weakness is delivered through the State Council or the China National Tourism Administration (CNTA) for implementation. Although an analysis of the influence of the content and nature of policy extends beyond the scope of this study, this study acknowledges that inherent strength and weakness of the policy could influence the implementation capability of the local TAO. It is difficult to implement some policies which target sensitive problems or complex conflicts.

In addition, the outcome of the coordination during the policy-making process also may influence the local tourism policy implementation. For example, if agreement cannot be achieved with other related government organizations and the CNTA at the policy-making stage, the TAO's coordination with the subordinate agencies of other related government organizations at the local level are likewise affected, and it would be difficult to implement a policy without the support or orders of the corresponding superior in the vertical line of authority. Failure of coordination in policy-making at the national level could also result in the lack of specifying the implementer/supervisor for the implementation of tourism-related regulations. Thus, the regulations may become impractical and unfeasible. For example, some

regulations or ordinances which touch upon other administrative domains can only be implemented or supervised by the government organizations responsible for those administrative domains. If the support of these government organizations cannot be obtained for these tourism regulations or ordinances, and if implementers or supervisors cannot be identified, then in practice only some unclear terms (such as ‘related government organizations’) can be used in the content of the policy. The effectiveness of these tourism regulations or ordinances then becomes questionable. Therefore, tourism policy is a double-edged sword for inter-organizational coordination and cooperation. A well-designed policy which balances most interests of the related parties can smooth the local TAO’s coordination with other related government organizations. On the contrary, a policy which is made without or with little coordination with other interest parties, it will usually attract or receive token implementation.

The decentralization of inter-organizational coordination also can be both a facilitator and constraint. As mentioned in the data analysis chapter, although the de-institutionalization of inter-organizational coordination structure allows some autonomy in institutional innovation on conducting inter-organizational coordination at the local level, without the mandate of the Central Government, the organization

of inter-organizational structure depends on local government. If the key officials of local government are aware of and understand the importance of tourism and the needs of inter-organizational coordination (IOC) structure, the IOC structure can be organized, and the implementation capability of the local TAO may be improved. On the contrary, without the support of local government, the organization of the IOC structure may become impractical.

There are two constraints identified at the national level, which have negative influence on the implementation capability of the local TAO. First, the conservative nature of the Chinese bureaucratic culture and some traditional values such as face (mianzi) and submission do not encourage inter-organizational communication and cooperation. Second, the decentralization of tourism administration results in the lack of supervisory measures at the national level, and without the mandate of the Central Government, supervisory measures and feedback mechanism for tourism policy implementation at the local level likewise have not been established.

Two facilitators were identified at the national level, which have positive influence on the implementation capability of the local TAO. As mentioned before, the system of tourism-related standards facilitates the implementation capability of the local

TAO by exercising the pressure of legitimacy and offering benefits. The standards system also set pre-conditions including legitimacy and reciprocity for the formation of inter-organizational relations.

At the local level, the implementation capability of the local TAO is constrained by institutional arrangements. The disadvantages of the local institutional arrangements are featured by: (1) the unclear division of authority and responsibility on tourism-related issues; (2) low administrative rank of the local TAO; (3) misunderstanding of tourism administration and cooperation; and (4) lack of incentive measures for cooperation.

Firstly, under the current division of authority and responsibility between the local TAO and other government organizations, the local TAO requires the support of other government organizations, while the others may have no motivation to cooperate. The coordination is more difficult when government organizations are allowed to invest or operate tourism businesses through state-owned enterprises, which creates a conflict of interests. Therefore, the unclear division of authority and responsibility on tourism issues is identified as an institutional constraint for the local TAO's implementation capability.

Secondly, as mentioned before, the TAO is the organization directly under local government. Thus, its administrative status within the system of local public administration is lower than government organizations such as the Finance Bureau and the Construction Bureau. As a result, the local TAO has an inferior position when trying to coordinate. Thirdly, influenced by the division of responsibility and authority and the bureaucratic culture, other governments' values towards cooperation in tourism policy implementation are also constrained by their limited understanding on tourism administration and a misunderstanding on cooperation. Fourthly, although the coordination is difficult, there is also a lack of incentive measures to encourage cooperation on tourism policy implementation.

With limited authority and resources, the local TAO cannot overcome these constraints independently. Some facilitators were identified which helped to improve the implementation capability of the local TAO. First, the local macro-environment was identified as the fundamental factor determining the implementation capability, because it can determine the commitment of key officials. It is also an important determinant for the focus of local government. As the final decision maker on issues pertaining to local tourism policy implementation, the local government holds the highest level of authority and enough resources to ensure inter-organizational

coordination.

Second, the organization of special events can facilitate the establishment of IOC structures. The TAO and other government organizations can also get more chances to experience inter-organizational coordination and cooperation. The other government organizations' understandings on their role in tourism development and management may change as well from a negative to a more positive one.

Third, local government can enhance the implementation capability of the local TAO both formally and informally. Formally, it can take advantage of the decentralization of inter-organizational coordination. The local government can organize appropriate structures for the coordination between the local TAO and other government organizations. As the superior of the local TAO and other government organizations, local government can allocate more administrative authority to the local TAO and direct and control other government organizations to support the local TAO. Informally, local government's emphasis on tourism and the implementation of tourism policy provides a positive influence on the understanding of officials in other government organizations about their role in tourism administration.

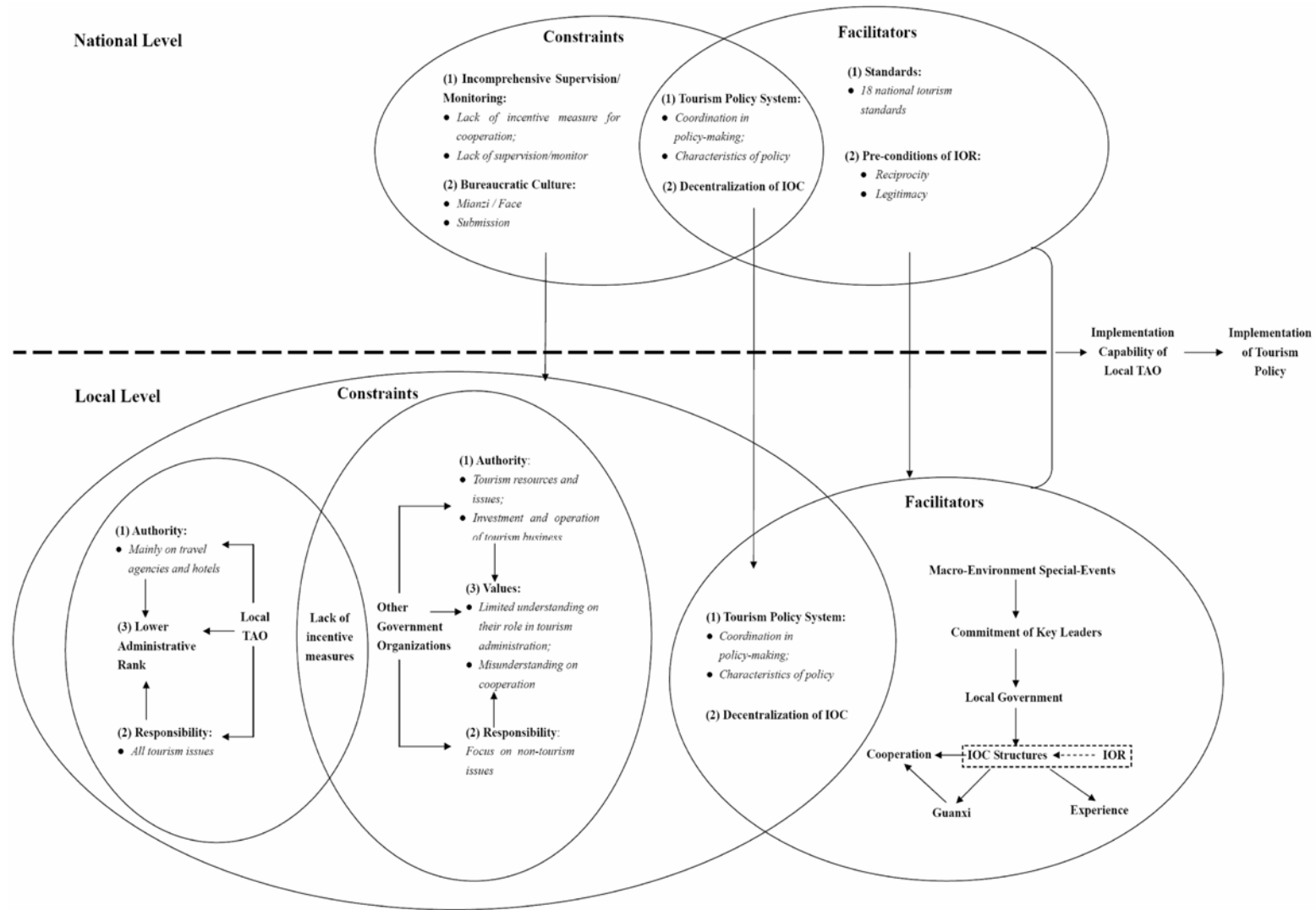
Fourth, the established IOC structures not only build up the communication channels and cooperation, but also increase government organizations' experiences of inter-organizational coordination and cooperation; improve the officials' coordination capability; lead to the development of personal relationships between officials of the local TAO and other government organizations; and improve understanding about the role of tourism administration. All of these changes brought by the establishment of IOC structures can enhance the implementation capability of the local TAO.

Fifth, the pre-conditions set by the tourism standards may make the TAO and some government organization dependent on each other. Thus, inter-organizational relations based on organizational inter-dependency are evolving, which make cooperation closer and coordination easier.

Thus, both the national and local facilitators and constraints determine the implementation capability of the local TAO. Furthermore, this capability can determine the effectiveness of tourism policy implementation. A framework of factors affecting the implementation capability of the local TAO in China is developed in this study (Figure 5.1a). Compared with previous studies, in China,

with different political, cultural, economic conditions, some new factors emerged and it was noted that some factors became ineffective. On the one hand, some factors originated from the Chinese culture, such as face (Mianzi), Guanxi, were identified as special factors affecting inter-organizational coordination and cooperation, which are usually not addressed and discussed in the field of policy implementation. On the other hand, the influence of interest groups on the implementation capability of the local TAO was identified to be weak. At various local levels, the only communication channel between the interest groups and government is through industry associations. In China, industry associations are semi-governmental organizations, and tourism related industry associations such as the Travel Agents Association and the Hotel & Accommodation Association report directly to the local TAO. Thus, the interest groups cannot directly or indirectly influence other government organizations. Thus, the improvement of the implementation capability of the local TAO cannot benefit from interest groups. Although the interviewees were asked about the influence of interest groups on policy making and implementation, a few of them commented on the influence of interest group at the national level. However, some interviewees at both the national and local levels (e.g. Interviewee BJ 1; Interviewee KM 2; and Interviewee KM 4) admitted that there was little influence exerted by interest groups.

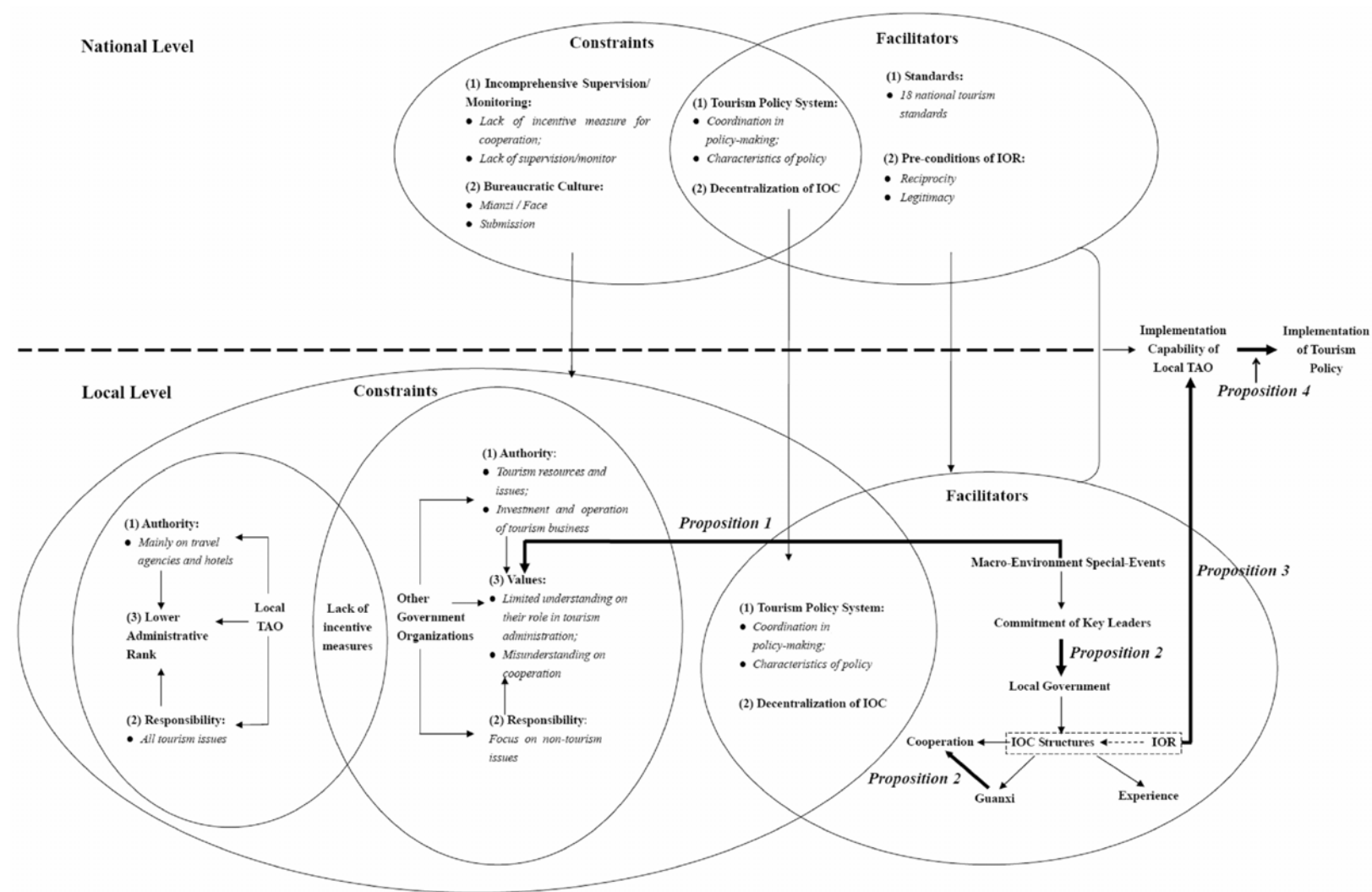
The developed framework presented in Figure 5.1a identified that a set of constraints and facilitators affecting the capability of local TAO that may co-exist in tourism policy implementation. With the development of tourism, the facilitators may lead to a change in the constraints. For example, other government organizations' understanding on cooperation and their role in tourism administration are changing with increasing cooperation experience with the local TAO. The supervision/monitoring system of tourism policy implementation is improving in local government, and state-owned tourism enterprises have begun to be privatized. However, constraints, including the unclear division of authority and responsibilities in tourism administration and traditional bureaucratic culture, still remain unchanged.



Footnote: —————> Relations that exist in China; - - - -> Relations that exist theoretically;

IOC — Inter-Organizational Coordination; IOR — Inter-Organizational Relation; TAO — Tourism Administrative Organization

Figure 5.1a Framework of Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO) in China



Footnote: ———▶ Relations that exist in China; - - - -▶ Relations that exist theoretically;

IOC — Inter-Organizational Coordination; IOR — Inter-Organizational Relations; TAO — Tourism Administrative Organization

Figure 5.1b Framework of Factors Affecting the Implementation Capability of the Local Tourism Administrative Organization (TAO) in China – Propositions

5.3 Propositions

The development of propositions based upon the study findings aims to further illustrate and provide some further insights on the nature of the relationship between some factors and the relationships between the factors and the implementation capability of the local TAO. Based on the literature in the fields of tourism policy, tourism administration and policy, and the case studies in Yunnan Province, four propositions were developed (Figure 5.1b). The first two propositions are concerned with the relationships between the macro-environment and the facilitators/constraints of the implementation capability of the local TAO. The other two propositions focus on the relationships involving the implementation capability of the local TAO.

5.3.1 Proposition One – Macro-Environment and Values

This proposition describes the relationship between the macro-environment and the values held by the local key leaders and officials of other government organizations such as the Construction Bureau, and the Industry and Commerce Bureau.

The values affecting public policy can be divided into three levels of analysis: (1) macro-level sets of values or ideologies which operate at the national level; (2)

values within and between organizations such as organizational culture; and (3) individual values (Hall & Jenkins, 1995). In a study of tourism policy-making in China, Chong (2000) noted the interaction of environment and ideology and proposed that “the change in ideology lags behind the change in environment” (p. 176). This proposition attempts to describe the nature of the relationship between the environment and the macro-level set of values.

In this study, the commitments of local key officials in the local government and values of officials in other government organizations towards tourism and the local TAO were found to vary with the importance of tourism in the local economy. Especially, if local government benefits from tourism development, the commitments of key local officials in tourism development can become stronger; and the officials in other government organizations can realize the importance of tourism and they would like to contribute to the development of tourism. Therefore, it is proposed that:

The change of macro-environment can induce a change of individual values towards tourism and tourism administration:

(a) If the macro-environment creates the need for tourism development, the local key officials would attach greater importance to the implementation of tourism policy;

(b) If the macro-environment creates the need for tourism development, officials in other government organizations would actively cooperate with the local TAO due to a change of their perceptions on the benefits they can receive from tourism development.

5.3.2 Proposition Two – Mid-Level (Organizational-Level) Facilitators and Micro-Level (Individual-Level) Facilitators.

As mentioned in data analysis chapter, the facilitators can be divided into three levels of analysis macro-level facilitators (e.g. local macro-environment, special events), mid-level facilitators which are facilitators at the organizational level (e.g. local government, inter-organizational coordination structures, and inter-organizational relations), and micro-level facilitators which are facilitators at the individual level (e.g. personal guanxi, and commitments of key leaders). This proposition focuses on the relationship between facilitators at the mid- and micro-levels.

In this study, it found that the factors at the micro-level (e.g. individual-level) determined the factors at the mid-level (e.g. organizational-level). The actions of local government and the establishment of inter-organizational coordination

structures depend on the commitment of key leaders. Inter-organizational cooperation can be established because of personal guanxi. This finding is consistent with the studies on the influence of the Chinese bureaucratic culture. As discussed previously, a submissive political culture is one of attributes of the Chinese bureaucratic culture, and with the existence of the ‘rule of person’ tradition, a key official’s commitment can decide the organizational behavior (Lieberthal, 1995; Lo et al., 2000). Personal Guanxi is a kind of symbolic capital to complement the disadvantage in the administrative system (Buttery & Wong, 1995)

Therefore, it is proposed that:

The micro-level (or individual-level) factors affecting the implementation capability of the local TAO can determine the mid-level (or organizational-level) factors.

5.3.3 Proposition Three – Inter-Organizational Relations (IORs), Inter-Organizational Coordination (IOC) Structures and the Implementation Capability of the Tourism Administrative Organization (TAO)

This proposition concentrates on the influence of the relationship between IORs and IOC structures on the effectiveness of IOC structures in improving the implementation capability of the TAO.

In studies on inter-organizational coordination, Alexander (1995) concluded that the inter-dependence between organizations induces the need for IOC and IOC structures. IOC structures are established through three mechanisms: (1) authority, (2) price, and (3) trust. The IOC structures formed through authority are weaker than the IOC structures formed by price or trust in terms of effectiveness and less stable in terms of persistence (Alexander, 1995).

The findings of this study are consistent with the above statement. In Kunming, the coordination units such as the 'Joint Administrative Execution Office' and the 'Joint Management Office for the Kunming One-Day Tour', which were established by the Kunming Municipal Government, only could be effective with the authority and orders of local government. The cooperation established by these coordination units maybe short-term and provisional due to the participants' lack of motivation in inter-organizational coordination. On the contrary, some evidence suggests that the coordination between the Ancient Town District Tourism Bureau and the Ancient Town Protection Bureau in Lijiang is effective and it is easy to establish cooperation between them. The reason behind this may be that both organizations have realized their inter-dependency and that coordination is based upon reciprocal inter-organizational relations. The IOC structure between the Ancient Town District

Tourism Bureau and the Ancient Town Protection Bureau involved informal links such as telephone calls and occasional meetings. The effectiveness of these informal links was better than that of the coordination units. Therefore, it proposed that:

Inter-organizational coordination structures established to improve the implementation capability of the Tourism Administrative Organization on the basis of organizational inter-dependency are more effective than the Inter-organizational coordination structures established without an awareness of organizational inter-dependency.

5.3.4 Proposition Four – Implementation Capability of the Local Tourism Administrative Organization (TAO) and the Implementation of Tourism Policy

This proposition focuses on the relationship between the implementation capability of the local TAO and the effectiveness of tourism policy implementation.

In this study, it found that the nature of tourism policy/plan implementation is inter-organizational (Hall & Jenkin, 1995), due to the wide-range of tourism activities and the limited authority and resources held by the local TAO. In China, the local TAO requires the support from other government organizations to

implement tourism policy. In inter-organizational coordination, the local TAO has to undertake a pro-active position, while the other government organizations tend to adopt a passive/reactive position. Therefore, the capability of the TAO to coordinate and establish cooperation with other actors who are involved in the implementation process, which is defined as the implementation capability of the TAO, can determine the effectiveness of tourism policy implementation. Thus, it is proposed that:

The effectiveness of the implementation of tourism policy depends on the implementation capability of the local TAO. Therefore:

a) The better the implementation capability of the local TAO is, the easier it is to obtain the support of other government organizations.

b) The better the implementation capability of the local TAO is, the more effective the implementation of tourism policy is.

5.4 Study Implications

A number of implications are derived from the study findings for tourism policy and tourism administration.

5.4.1 Implications for Practice

There are three implications for the practice of tourism policy-making and inter-organizational coordination between the local TAO and other government organizations.

First, the identified constraints and facilitators affecting the implementation capability of the local TAO provide some background information for tourism policy-making. It has been identified that the characteristics of tourism policy can influence the implementation of tourism policy (e.g. Montjoy and O'Toole, 1979; Hogwood & Gunn, 1984; Goggin, 1987). If the constraints are considered in the process of tourism policy-making, then the corresponding authority and resources can be integrated in the formulated policy, and/or the facilitators can be incorporated, then the implementation of the policy at the local would be more effective.

Second, the experience of different TAOs on the organization of inter-organizational coordination structures should be shared and exchanged. This study found that the inter-organizational coordination structure is an effective facilitator in improving the implementation capability of the local TAO. With experience in the design and use of inter-organizational coordination structures, different places could learn from

each other in how to improve the inter-organizational cooperation on tourism-related issues.

Finally, the role of organizational inter-dependency in inter-organizational coordination should be realized by the local government and the local TAO. It identified that organizational inter-dependency provided the basis for inter-organizational coordination, and it helped explain the need for inter-organizational cooperation. If related government organizations are aware of and recognize their inter-dependence with the local TAO, or the local TAO can utilize its inter-dependence to develop coordination strategies, the local TAO's coordination with other government organizations would be more effective.

5.4.2 Implications for Literature

Three implications for literature were identified from this study.

Firstly, as a counterpart of the first implication for practice, for the tourism policy-making and analysis literature, this study provides some reasons explaining the success or failure of policy implementation, such as the positive influence of having an inter-organizational coordination structure, and the negative influence of

the combination of government and state-owned enterprises.

Secondly, this study applied different kinds of theories, such as institutions theory, structuration theory, and inter-organizational relations theory, to explain empirical phenomena in the domain of tourism. This suggests that the research of tourism administration and tourism policy could be expanded from descriptive study to explanatory study by applying the theories from other disciplines to tourism policy/plan implementation.

Thirdly, this study describes the tourism policy system in China and tourism policy implementation process in China and also identifies of the problems existing in tourism policy implementation and administration. This information is presented in the English literature for the first time, and hopefully will provide a valuable reference for researchers who have an interest in tourism policy and tourism administration in China.

5.5 Recommendations for Future Research

This study makes one of the first attempts to identify the factors affecting the implementation capability of the local TAO of China in the context of tourism

policy/plan implementation. The influence of each identified factors can be further investigated through a case study of the implementation of a specific policy. The study could be designed as a longitudinal case study which follows up the implementation process of a tourism policy at the local level.

In addition to further investigating the influence of each identified factor, the framework could be further developed with the study of more cases in other locations of China. As mentioned in the study limitations, this research examined three levels of TAOs within Yunnan Province. There were no obvious differences in the economic and political conditions faced by these TAOs. In other places, while the political institutions may be similar, the economic and social environment is likely to be different, which may directly influence the decisions of local government on tourism development. Thus, factors derived from the macro-environment and the influence of local government could be different from those identified in Yunnan. Therefore, more case studies selected from the different socio-economic levels could be conducted to further refine the framework and also to develop more comprehensive knowledge and understanding of policy/plan implementation.

Although the political institutions and institutional arrangements of tourism administration are different in various countries, similar problems of ineffective tourism policy implementation have been identified in some developing countries such as Vietnam (Elliott, 1997) and Kenya (Akama, 2002). Therefore, the study with the similar design could be conducted in other developing countries. A comparative study not only can develop the framework and generalize the findings but also provide a solid and reliable basis for the study of tourism institutional design.

REFERENCES

- Abbott, K. A. (1970). *Harmony and individualism: Changing Chinese psychosocial functioning in Taipei and San Francisco*. Taipei: Orient Cultural Service.
- Agranoff, R. & Lindsay, V. A. (1983). Inter-governmental management: Perspectives from human services problem solving at the local level. *Public Administration Review*, May/June, 227-237.
- Airey, D. (1983). European government approaches to tourism. *Tourism Management*, December, 234-244.
- Akama, J. S. (2002). The role of government in the development of tourism in Kenya. *The International Journal of Tourism Research*, 4(1), 1-13.
- Alexander, E. R. (1995). *How organizations act together: inter-organizational coordination in theory and practice*. Australia: Gordon & Breach.
- Alexander, E. R. (1998). A structuration theory of inter-organizational coordination: Cases in environmental management. *International Journal of Organizational Analysis*, 6(4), 334-354.
- Aldrich, H. E. (1979). *Organizations and environments*. Englewood Cliffs, N.J.: Prentice-Hall.
- Anhui Tourism Administration (AHTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.ahta.com.cn/about/org.asp>
- Aoki, M. (2000). *Information, corporate governance, and institutional diversity*. Oxford: Oxford University Press.
- Ap, J. (2003). Analysis of qualitative data and content analysis. In *School of Hotel and Tourism Management Research Methods Flexible Learning Pack - Module 9*. Hong Kong: The Hong Kong Polytechnic University.

Appelman, J. H. (2004). *Governance of global inter-organizational tourism networks*. Rotterdam: Erasmus University

Bardach, E. (1977). *The implementation game: What happens after a bill becomes a law*. Cambridge, Mass: MIT Press.

Barrett, S., & Fudge, C. (Eds.). (1981). *Policy and action: Essays on the implementation of public policy*. London: Methuen.

Beijing Tourism Administration (BJTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.bjta.gov.cn/lyjji/>

Benson, J. K. (1975). The inter-organizational network as a political economy. *Administrative Science Quarterly*, 20(2), 229-249.

Berg, B. L. (2001). *Qualitative research methods for the social sciences* (4th ed.). Boston, MA: Allyn & Bacon.

Berman, P. (1978). The study of macro- and micro-implementation. *Public Policy*, 26(2), 157-184.

Berry, F. S., Berry, W. D., & Foster, S. K. (1998). The determinants of success in implementing an expert system in state government. *Public Administration Review*, 58(4), 293-305.

Brooks, S. (1993). *Public policy in Canada*. Toronto: McClelland and Stewart.

Brunner, J. A., & Wang, Y. (1988). Chinese negotiations and the concept of face. *Journal of International Marketing*. 1 (1), 27-43.

Burbank, M. J., Andranovich, G. D. & Heying, C. H. (2001). *Olympic dreams: the impact of mega-events on local politics*. Boulder, Colo.: Lynne Rienner Publishers.

Buttery, E. A., & Leung, T. K. P. (1998). The difference between Chinese and western negotiations. *European Journal of Marketing*, 32 (3), 374-389.

Buttery, E. A., & Wong, Y. H. (1999). The development of a Guanxi framework. *Marketing Intelligence & Planning*, 17(3), 147-154.

Cai, J. C. (1998). Basic ideas on the construction of the administrative system of China's tourism industry (in Chinese, 我国旅游行业管理体制建设的基本思路). *Tourism Tribune*, 5, 14-17

Cai, J. C. (2000). On the reform of China's outbound travel management (in Chinese, 试论我国出境旅游管理体制改革问题). *Tourism Tribune*, 3, 13-18

Cardon, P. W., & Scott, J. C. (2003). Chinese business face: Communication behaviors and teaching approaches. *Business Communication Quarterly*, 66(4), 9-22.

Carney, M. G. (1987). The strategy and structure of collective action. *Organization Studies*, 8(4), 341-362.

Chan, H. S., Wong, K. K., Cheung, K. C., & Lo, J. M. K. (1995). The implementation gap in environmental management in China: The case of Guangzhou, Zhengzhou, and Nanjing. *Public Administration Review*, 55(4), 333-340.

Chang, H. C., & Holt, G. R. (1991). More than a relationship: Chinese interaction and the principle of kuanhsi. *Communication Quarterly*, 39(3), 251-271.

Chapman, R. A. (1997). Series editor's preface. In J. Elliott, *Tourism: Politics and public sector management* (pp. xii-ix). London: Routledge.

Chen, W. M. (1999). Some views on the administrative behaviour of tourism industry and its characteristics in China (in Chinese, 关于中国旅游业行政管理行为与特征的若干认识). *Tourism Tribune*, 4, 14-17.

Chen, Y., & Ren, F. M. (2003). On the integration of protection and development of scenic areas (in Chinese, 风景区保护与发展统一论的若干商榷意见). *Tourism Tribune*, 2, 59-62.

China National Tourism Administration (CNTA) (2001). *The 10th Five-year Plan of tourism development and goals of tourism development in 2015 & 2020* (in Chinese, 中国

旅游业发展"十五"计划和 2015 年、2020 年远景目标纲要). Beijing: China Tourism Press.

China National Tourism Administration (CNTA) (2003). *2003 National Tourism Conference held in Hangzhou*. Retrieved May 22, 2005, from <http://www.cnta.org.cn/ziliao/gzhy/2003/2003-1.htm> (in Chinese).

China National Tourism Administration (CNTA) (2005). *The yearbook of China tourism statistics*. Beijing: China National Tourism Administration

China National Tourism Administration (CNTA). *Notification on rectifying and standardizing tourism market order (CNTA Publication [2002] No. 4)* (关于整顿和规范旅游市场秩序的通知) (旅发 [2002] 4 号). Beijing: CNTA.

China Internet Information Centre (n.d.). *Yunnan 2004-The year in review*. Retrieved April 14, 2006, from <http://www.china.org.cn/english/features/ProvinceView/156484.htm>.

Chong, K. (2000). Development of an inter-relationship model of the policy-making process and its application in the Chinese mainland tourism context. *Unpublished master's thesis*, The Hong Kong Polytechnic University, Hong Kong, China.

Chongqing Tourism Administration (CQTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.cqta.gov.cn/org.asp>

Choy, D. J. L. (1993). Alternative roles of National Tourism Organizations. *Tourism Management*, October, 357-365.

Choy, D. J. L., Guan, L. D., & Zhang, W. (1986). Tourism in P. R. China: Market trends and changing policies. *Tourism Management*, 7(3), 197-201.

Choy, D. J. L., & Yao, Y. C. (1988). The development and organization of travel services in China. *Journal of Travel Research*, Summer, 28-34.

Davies, H., Leung, T. K. P., Luk, S. T. K., & Wong, Y. H. (1995). The benefits of Guanxi: the value of relationships in developing the Chinese market. *Industrial Marketing*

Management, 24, 207-214.

Deng, Z. R. (2000). "East Asia Model" and Government-led Tourism Development Strategy (in Chinese, "东亚模式"和政府主导型旅游发展战略). *Journal of Guilin Institute of Tourism*, 11(2), 54-57.

Denzin, N. K., & Lincoln, Y. S. (Eds.) (2000). *Handbook of qualitative research*. Thousand Oaks, CA: SAGE Publications.

Denzin, N. K., & Lincoln, Y. S. (Eds.) (2003). *Strategies of qualitative inquiry*. Thousand Oaks, CA: SAGE Publications.

Dernberger, R. F. (1999). The People's Republic of China at 50: The economy. *The China Quarterly*, 159, 606-615.

Ding, X. F. (1994). Factors restricting the development of tourist resorts and solutions (in Chinese, 旅游地目前发展的制约因素及对策). *Tourism Tribune*, 4, 30-31.

Ding, R. Z., & Liao, J. (2004). Study on the conflicts in tourism development in China (in Chinese, 中国旅游业发展中的矛盾及调整思路). *Finance & Economics*, 2, 4-7.

Doorne, S. (1998). Power, participation and perception: An insider's perspective on the politics of the Wellington waterfront redevelopment. *Current Issues in Tourism*, 1(2), 129-166.

Durant, R. F. (1984). EPA, TVA and Pollution Control: Implications for a theory of regulatory policy implementation. *Public Administration Review*, 44(4), 305-315.

Dye, T. (1992). *Understanding public policy*. Englewood Cliffs, N. J.: Prentice-Hall.

East Asia Economic Review (2005, February 18). *The rank of GDP of provinces in China 2004*. Retrieved May 12, 2006, from <http://www.e-economic.com/info/1390-1.htm>

Easterby-Smith, M., Thorpe, R., & Lowe, A. (1991). *Management research: An introduction*. London: SAGE Publications.

Edwards, G. C. (1980). *Implementing public policy*. Washington, D. C.: C. Q. Press.

Elliott, J. (1983). Politics, power and tourism in Thailand. *Annals of Tourism Research*, 10(3), 377-393.

Elliott, J. (1987). Government management of tourism: A Thai case study. *Tourism Management*, 8(3), 223-232.

Elliott, J. (1997). *Tourism: Politics and public sector management*. London: Routledge.

Elmore, R. F. (1979). Backward mapping: Implementation research and policy decisions. *Political Science Quarterly*, 94, 601-616.

Fan, C. Z. S., & Grossman, H. I. (2001). Incentives and corruption in Chinese economic reform. *Policy Reform*, 4, 195-206.

Fock, H. K. Y., & Woo, K. S. (1998). The China market: Strategic implications of Guanxi. *Business Strategy Review*, 9(3), 33-43.

Fujian Tourism Administration (FJTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.fjgov.cn/PubInfoDo/pageDefineAct.do?pageDefineKey=2001&containerKey=236296>

Gahan, C., & Hannibal, M. (1998). *Doing qualitative research using QSR NUD*IST*. London: SAGE Publications.

Gansu Tourism Administration (GSTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.gsta.gov.cn/www/WorkZhize.asp>

Gao, S. L. (2006). Study on politics of tourism industry in China (in Chinese, *中国旅游产业政策研究*). Beijing: China National Tourism Administration Press.

Gao, S. L. (1999). The reform of local tourism administration (in Chinese, *试论地方旅*

游机构改革的态势与趋向). *China Administration*, 10, 29-31.

Gao, X. Z. (2001). Dimensions of Guanxi in Chinese elite politics. *The China Journal*, 46(July), 69-90.

Gao, D. C., & Zhang, G. R. (1983). China's tourism: Policy and practice. *Tourism Management*, 4(2), 75-84.

Getz, D. (1997). *Event management & event tourism*. New York: Cognizant Communication Corp..

Ghauri, P., & Fang, T. (2001). Negotiating with the Chinese: A socio-cultural analysis. *Journal of World Business*, 36(3), 303-325.

Giddens, A. (1984). *The constitution of society: An introduction into the theory of structuration*. Cambridge: Polity Press.

Goggin, M. L. (1987). *Policy design and the politics of the implementation: The case of child health policy in the American States*. Knoxville: University of Tennessee Press.

Goggin, M. L., Bowman, A. O'M., Lester, J. P., & O'Toole, L. J., Jr. (1990). *Implementation theory and practice: Toward a third generation*. Glenview Ill.: Scott Foresman/ Little, Brown and Company.

Goodman, D. S. G. (1980). The Provincial First Party Secretary in the People's Republic of China, 1949-78: A Profile. *British Journal of Political Science*, 10 (1), pp. 39-74.

Gray, B. (1985). Conditions facilitating inter-organizational collaboration. *Human Relations*, 28(10), 911-936.

Guangxi Tourism Administration (GXTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.gxi.gov.cn/gxzw/dzjg/lyj/lyj/index.htm>

Guangdong Tourism Administration (GDTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from

http://210.76.65.22/gov_organs/Dept_detail.asp?choose_code=04150000

Guizhou Tourism Administration (GZTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from

<http://www.gz-travel.net/Htmls/jigou/jigou/20041117095813.htm>

Gunn, L. (1978). Why is implementation so difficult? *Management Services in Government*, 33, 169-176.

Guo, X. Z. (2001). Dimensions of Guanxi in Chinese elite politics. *The China Journal*, 46 (July), 69-90.

Göymen, K. (2000). Tourism and governance in Turkey. *Annals of Tourism Research*, 27(4), 1025-1048.

Hainan Tourism Administration (HNTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from

<http://tourism.hainan.gov.cn/ziliaoku/zzjgbz.htm>

Hall, C. M. (1992). *Hallmark tourist events: impacts, management and planning*. London: Belhaven

Hall, C. M. (1994). *Tourism and politics: policy, power, and place*. New York: Wiley.

Hall, C. M. (1999). Rethinking collaboration and partnership: A public policy perspective. *Journal of Sustainable Tourism*, 7 (3&4), 274-289.

Hall, C. M. (2000). *Tourism planning: policies, processes and relationships*. Harlow: Prentice Hall.

Hall, C. M. & Jenkins, J. M. (1995). *Tourism and public policy*. London: Routledge.

Hall, R. H., Clark, J. P., Giordano, P. C., Johnson, P. V., & Roedel, M. V. (1977). Patterns of inter-organizational relationships. *Administrative Science Quarterly*, 22, 457-473.

Hao, S. (1999). Tourism management system in Shaanxi Province (in Chinese, 关于陕西

省旅游管理体制的思考). *Tourism Tribune*, 5, 40-42.

Harbin, G., Gallagher, J. J., Lillie, T., & Eckland, J. (1992). Factors influencing state progress in the implementation of public law 99-457, Part H. *Policy Science*, 25, 103-115.

He, L. (2001). Work report on "Tourism Standard" implementation (in Chinese, 大力推进旅游标准化工作). *Tourism Tribune*, 2, 5-6.

Hebei Tourism Administration (HBTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.hebeitour.gov.cn/jgsz/>

Heilongjiang Tourism Administration (HLJTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.hljtour.gov.cn/GovernmentAffair/jzjs.htm>

Henan Tourism Administration (HNTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from http://www2.hnta.cn/web/news/hygl2_1.jsp?lb=01

Henning, D. H. (1974). *Environmental policy and administration*. New York: American Elsevier Publishing Company.

Hill, M. & Hupe, P. (2002). *Implementing public policy*. London: SAGE Publications.

Hiller, H. H. (1998). Assessing the impact of Mega-Events: A linkage model. *Current Issues in Tourism*, 1(1), 47-57.

Hills, P., & Man, C. S. (1998). Environmental regulation and the industrial sector in China: The role of informal relationships in policy implementation. *Business Strategy and the Environment*, 7, 53-70.

Hjern, B., & Porter, D. O. (1981). Implementation structures: A new unit of administrative analysis. *Organization Studies*, 2(3), 211-227.

Ho, D. Y. F. (1976). On the concept of face. *American Journal of Sociology*, 81, 867-884.

Hogwood, B. W., & Gunn, L. (1984). *Policy analysis for the real world*. Oxford: Oxford University Press.

Holsti, O. (1968). Content analysis. In G. Lindzey, & E. Aaronson (Eds.), *The handbook of social psychology*. Reading, MA: Addison-Wesley Publishing.

Hu, Y. Z. (2001). The problem and utilization of scenery resources in the spot of Nanxi river (in Chinese, 浅议楠溪江风景名胜区资源保护与利用). *Tourism Tribune*, 3, 44-47.

Hu, M. (2003). On the property rights of scenery resources and the separation of rights to use (in Chinese, 风景名胜资源产权辨析及使用权分割). *Tourism Tribune*, 4, 38-42.

Huang, G. H., & Xia, J. (2001). Barriers to sustainable water-quality management. *Journal of Environmental Management*, 61(1), 1-23.

Hubei Tourism Administration (HBTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from http://www.hubeitour.gov.cn/News/zzjg_detail.asp?id=19

Hudson, B., Hardy, B., Henwood, M., & Wistow, G. (1999). In pursuit of inter-agency collaboration in the Public Sector: What is the contribution of theory and research? *Public Management: An International Journal of Research and Theory*, 1(2), 235-260.

Hughes, H. L. (1984). Government support for tourism in the UK. *Tourism Management*, March, 13-19.

Hunan Tourism Administration (HNTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.21sjzg.com/21hn/wwwroot/hn/sxqy/glfwjg/hnslyj.htm>

Hwang, K. K. (1987). Face and favour: The Chinese power game. *The American Journal of Sociology*, 92 (4), 944-974.

Jachtenfuchs, M. (1995). Theoretical perspectives on European governance. *European Law Governance*, 1(2), 115-133.

- Jeffries, D. (2001). *Governments and tourism*. Woburn: Butterworth-Heinemann.
- Jenkins, J. (2000). The dynamics of regional tourism organizations in New South Wales Australia: History, structures and operations. *Current Issues in Tourism*, 3(3), 175-203.
- Jenkins, C. L., & Henry, B. M. (1982). Government involvement in tourism in developing countries. *Annals Tourism Research*, 9, 499-521.
- Jenning, E. T., Jr., & Ewalt, Jo Ann, G. (1998). Inter-organizational coordination, administrative consolidation, and policy performance. *Public Administration Review*, 58(5), 417-429
- Jenning, E. T., Jr., & Ewalt, Jo Ann, G. (2000). Driving caseloads down: Welfare policy choices and administrative action in the States. In L. E. Lynn, Jr., & G. J. Heinrich (Eds.), *Models and methods for the empirical study of governance*. Washington, D. C.: Georgetown University Press.
- Jennings, G. (2001). *Tourism research*. Sydney: John Wiley & Sons.
- Jiangsu Tourism Administration (JSTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.jstour.gov.cn/col825/index.html>
- Jiangxi Tourism Administration (JXTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.travel-jx.com/gov/lyjg/lyjg.asp>
- Jilin Tourism Administration (JLTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://state.gotojilin.com/zwgk.htm>
- Johns, N., & Lee-Ross, D. (1998). *Research methods in service industry management*, London: Cassell.
- Knill, C., & Lenschow, A. (1998). Coping with Europe: The impact of British and German administrations on the implementation of EU environmental policy. *Journal of European Public Policy*, 5(4), 595-614.

Kuang, L. (2001a). Centralization or decentralization: The governments are in a dilemma in developing tourism industry (in Chinese, 集权还是分权: 政府发展旅游业的两难境地). *Tourism Tribune*, 2, 23-26.

Kuang, L. (2001b). *Study on tourism industry government-led development strategy* (in Chinese, 旅游业政府主导型发展战略研究). Beijing: China Tourism Publications.

Kunming Municipal Government (2005). *The increase of GDP during the 10th Five Years Plan in Kunming*. Retrieved April 23, 2006, from http://www.km.gov.cn:8083/kmgov/site/main/Article_Show.jsp?ArticleID=14595.

Kunming Municipal Government (KMMG) (1993). *Procedures of department regulation-making & regulatory document-making* (KMMG [1993] No. 86) (昆明市行政规章和规范性文件制定程序) (昆政发 [1993] 86 号). Retrieved March 29, 2006, from http://www.km.gov.cn:8083/kmgov/site/main/Article_Show.jsp?ArticleID=9690.

Lam, K. Y., & Wong, Y. L. (1995). *Chinese culture* (in Chinese, 中国文化). Hong Kong: Hong Kong Educational Books.

Lampton, D. M. (1987). The implementation problem in post-mao China. In D. M. Lampton (Eds.), *Policy implementation in post-mao China* (pp.3-24). Berkeley: University of California Press.

Lampton, D. M. (Eds.). (1987). *Policy implementation in post-mao China* (pp.3-24). Berkeley: University of California Press.

Law, K. S., Wong, C. S., & Leong, F. (2001). The cultural validity of Holland's model and its implications for human resource management: The case of Hong Kong. *International Journal of Human Resource Management*, 12(3), 484-496.

Law, K. S., Wong, C. S., Wang, D. X., & Wang, L. H. (2000). Effect of supervisor-subordinate Guanxi on supervisory decisions in China: An empirical investigation. *International Journal of Human Resource Management*, 11(4), 751-765.

Lee, H. C., & Zhao, S. S. (1995). Introduction: Core issues in understanding the decision

process, in H. C. Lee, & S. S. Zhao (Eds.), *Decision-making in Deng's China: Perspectives from insiders* (pp.1-2). Armonk, N.Y.: M.E. Sharpe.

Lee, H. C., & Zhao, S. S. (Eds.) (1995). *Decision-making in Deng's China: Perspectives from insiders*. Armonk, N.Y.: M.E. Sharpe.

Leininger, M. (1994). Evaluation criteria and critique of qualitative research studies. In J. M. Morse (Eds.), *Qualitative nursing research* (pp. 95-116). London: SAGE Publications.

Leung, T. K. P., & Chan, R. Y. K. (2003). Face, favour and positioning: A Chinese power game. *European Journal of Marketing*, 37(11), 1575-1598.

Leung, T. K. P., & Wong, Y. H. (2001). The ethics and positioning of Guanxi in China. *Marketing Intelligence & Planning*, 19 (1), 55-64.

Leung, T. K. P., Wong, Y. H., & Tam, C. T. W. (2003). *Guanxi and favor in the People's Republic of China (PRC)*. Manuscript submitted for publication.

Lester, J. P., Bowman, A. O'm., Goggin, M. L., & O'Toole, L. J., Jr (1987). Public policy implementation: Evolution of the field and agenda for future research. *Policy Studies Review*, 7(1), 200-216.

Levine, S., & White, P. E. (1961). Exchange as a conceptual framework for the study of inter-organizational relationships. *Administrative Science Quarterly*, 5(4), 583-601.

Lew, A. A., & Yu, L. (Eds.). (1995). *Tourism in China: Geographic, political, and economic perspectives*. Boulder: Westview Press.

Li, W. W. (2004). Study on tourism public management (in Chinese, 城市旅游公共管理体制的现状剖析及创新探讨). *Academic Journal of Zhongzhou*, 3, 178-180.

Li, S. M., & Guo, J. Y. (2001). An analysis of the change of managerial system in Huashan Mountain Scenic Area (in Chinese, 对华山风景名胜区管理体制变革的制度分析). *Tourism Tribune*, 4, 60-64.

Liaoning Tourism Administration (LNTA). *The brief introduction of authority and*

responsibility. Retrieved March 12, 2005, from

<http://www.lntour.gov.cn/tour/serve/index.jsp?servtype=职能介绍>

Lieberthal, K. (1995). *Governing China: From revolution through reform*. New York: W. W. Norton.

Lieberthal, K. (1997). *China's governing system and its impact on environmental policy implementation*. Retrieved June 13, 2005, from

http://www.cleanairnet.org/caiasia/1412/articles-36867_ces1a.pdf

Lijiang City Government (2002). *Implementation Suggestions for the "Notification on rectifying and standardizing tourism market order" in Lijiang* (丽江市关于实施整顿和规范旅游市场秩序的意见). Lijiang: Lijiang City Government.

Lijiang City Government (2004). *Suggestions on tourism development in Lijiang* (丽江市人民政府关于进一步加强旅游业进一步发展的若干建议). Lijiang: Internal Government Document.

Lijiang City Government (2005). The statistics report of 2004 Lijiang economic development. Retrieved June 12, 2006, from

<http://www.lijiang.gov.cn/pubnews/doc/read/tjgb/180333379.133960031/index.asp>.

Lijiang City Government (n.d.). *Introduction of Lijiang*. Retrieved May 4, 2006, from

<http://www.lijiang.cn/pubnews/doc/index/ly/index.asp>.

Lin, C. R. (1996). On the predicament of the development of the tourism industry in Fujian Province and its way out (in Chinese, 福建省旅游业发展的困惑及出路). *Tourism Tribune*, 1, 41-44.

Lincoln, Y. S., & Guba, E. G. (1985). *Naturalistic inquiry*. Beverly Hills, CA: SAGE Publications.

Lindzey, G., & Aaronson, E. (Eds.). *The handbook of social psychology*. Reading, MA: Addison-Wesley Publishing.

Ling, X., & Li, J. X. (2001). On the tourism function positioning and the development of

East Lake Scenic Area of Wuhan city (in Chinese, 武汉市东湖风景区的旅游功能定位于开发问题探讨). *Tourism Tribune*, 4, 48-51.

Lipsky, M. (1980). *Street-Level bureaucracy: Dilemmas of the individual in public services*. New York: Russell SAGE Foundation.

Lo, C. W. H., & Fryxell, G. E. (2003). Enforcement styles among environmental protection officials in China. *Journal of Public Policy*, 23(1), 83-115.

Lo, C. W. H., & Leung, S. W. (2000). Environmental agency and public opinion in Guangzhou: The limits of a popular approach to environmental governance. *The China Quarterly*, 163, 677-704.

Lo, C. W. H., Yip, P. K. T., & Cheung, K. C. (2000). The regulatory style of environmental governance in China: The case of EIA regulation in Shanghai. *Public Administration and Development*, 20 (4), 305-318.

Longest, B. B. (1990). Inter-organizational linkages in the health sector. *Health Care Manage Review*, 15(1), 17-28.

Lovelock, B. (2001). Inter-organizational relations in the protected area-tourism policy domain: The influence of macro-economic policy. *Current Issues in Tourism*, 4(2-4), 253-274.

Lowi, T. J. (1972). Four systems of policy, politics, and choice. *Public Administration Review*, 32(4), 298-310.

Lynn, L. E., Jr., & Heinrich, G. J. (Eds.) (2000). *Models and methods for the empirical study of governance*. Washington, D. C.: Georgetown University Press.

Ma, C. (2002). Study on Government-led development strategy and tourism administration in China (in Chinese, 政府主导型战略与建立有效的旅游管理体制). *Journal of Xinyang Agricultural College*, 12(4), 46-48.

March, J. G., & Olsen, J. P. (1989). *Rediscovering institutions: The organization basis of politics*. New York: The Free Press.

Margerum, R. D. (2001). Organizational commitment to integrated and collaborative management: Matching strategies to constraints. *Environmental Management*, 28(4), 421-431.

Masberg, B., & Silverman, L. (1996). Visitor experiences at heritage sites: A phenomenological approach. *Journal of Travel Research XXXIV*, 4 (Spring), 20-25.

Mason, J. (1996). *Qualitative researching*. London: SAGE Publications.

May, P. J. (1993). Mandate design and implementation: Enhancing implementation efforts and shaping regulatory styles. *Journal of Policy Analysis and Management*, 12(4), 634-663.

May, P. J. (1994). Analyzing mandate design: State mandates governing hazard-prone Areas. *The Journal of Federalism*, 24, 1-16.

May, P. J. (1995). Can cooperation be mandated?-Implementing intergovernmental environmental management in New South Wales and New Zealand. *The Journal of Federalism*, 25(1), 89-113.

May, P. J., & Burby, R. J. (1996). Coercive versus cooperative policies: Comparing inter-governmental mandate performance. *Journal of Policy Analysis and Management*, 15(2), 171-201.

Maxwell, J. A. (2005). *Qualitative research design: An interactive approach*. Thousand Oaks, CA: SAGE Publications

Mazmanian, D. A., & Sabatier, P. A. (1983). *Implementation and public policy*. Glenview, Ill.: Scott, Foresman.

Mazmanian, D. A., & Sabatier, P. A. (1989). *Implementation and public policy with a new postscript*. Lanham: University Press of America.

Mazmanian, D. A., & Sabatier, P. A. (1990). *Implementation and public policy*. Washington, D. C.: University Press of America.

Meng, M. H., & Gu, X. Y. (2002). A summary of the domestic research on the development of suburban tourism in recent years (in Chinese, 近年来国内关于城郊旅游开发研究综述). *Tourism Tribune*, 6, 71-75.

Menzel, D. C. (1987). An inter-organizational approach to policy implementation. *Public Administration Quarterly*, 11(1), 3-16.

Meier, K. J., & Mcfarlane, D. R. (1996). Statutory coherence and policy implementation: The case of family planning. *Journal of Public Policy*, 15(3), 281-298.

Miles, M. B., & Huberman, A. M. (1994). *Qualitative data analysis*. London: SAGE Publications.

Miller, G., Dingwall, R., & Murphy, E. (2004). Using qualitative data and analysis. In D. Silverman (Eds.) (pp.325-341). *Qualitative research: Theory, method and practice*. London: SAGE Publications.

Mitchell, B. (1989). *Geography and resource analysis* (2nd ed.). Harlow, Essex: Wiley.

Mizruch, M. S., & Galaskiewicz, J. (1993). Networks of inter-organizational relations. *Sociological Methods & Research*, 22(1), 46-70.

Montjoy, R. S., & O'Toole, L., Jr. (1979). Toward a theory of policy implementation: An organizational perspective. *Public Administration Review*, 39(5), 456-476.

Morse, J. M. (Eds.) (1994). *Qualitative nursing research*. London: SAGE Publications.

Mulford, C. L., & Rogers, D. L. (1982). Definitions and models. In D. L. Rogers, & D. A. Whetten (Eds.), *Inter-organizational coordination: Theory, research, and implementation* (pp. 9-31). Ames: The Iowa State University Press.

Nakamura, R. T., & Smallwood, F. (1980). *The politics of policy implementation*. New York: St. Martin's Press.

Neimenggu Tourism Administration (NMGTA). *The brief introduction of authority and*

responsibility. Retrieved March 12, 2005, from

<http://www.nmgtour.gov.cn/zw-zn.htm>

Neuman, W. L. (2000). *Social research methods: Qualitative and quantitative approaches*. Boston, MA: Allyn & Bacon.

Ng, L. F. Y., & Tuan C. (2001). FDI promotion policy in China: Governance and effectiveness. *The World Economy*, 24 (8), 1051-1074.

Ningxia Tourism Administration (NXTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from

<http://www.nxta.gov.cn/1002/1018/20050114/1018@138.html>

Noble, C. (1997). *Case study method*. Wagga, New South Wales: Charles Sturt University.

North, D. C. (1990). *Institutions, institutional change and economic performance*. Cambridge: Cambridge University Press.

Nystrom, P. C., & Starbuck, W. H. (Eds.) (1981). *Hand-book of organizational design* (Vol. 1). New York: Oxford University Press.

O'Brien, K. J., & Li, L. (1999). Selective policy implementation in rural China. *Comparative Politics*, 31(2), 167-186.

Oliver, C. (1990). Determinants of inter-organizational relationships: Integration and future directions. *Academy of Management Review*, 15(2), 241-265.

O'Toole, L. J., & Mountjoy, R. S. (1984). Inter-organizational policy implementation: a theoretical perspective. *Public Administration Review*, 44(6), 491-503.

O'Toole, L. J., Jr. (1995). Rational choice and policy implementation implications for inter-organizational network management. *American Review of Public Administration*, 25(1), 43-57.

O'Toole, L. J., Jr. (1996). Implementing public programs. In J. L. Perry (Eds.), *Handbook*

of *Public Administration* (2nd ed.) (pp. 250-262). San Francisco, CA: Jossey-Bass.

O'Toole, L. J., Jr. (1997a). Treating networks seriously: Practical and research-based agenda in public administration. *Public Administration Review*, 57(1), 45-52.

O'Toole, L. J., Jr. (1997b). Networking requirements, institutional capacity, and implementation gaps in transitional regimes: The case of acidification policy in Hungary. *Journal of European Public Policy*, 4(1), 1-17.

O'Toole, L. J., Jr. (2000). Research on policy implementation assessment and prospects. *Journal of Public Administration Research and Theory*, 10(2), 263-288

O'Toole, L. J., Jr (2004). The theory-practice issue in policy implementation research. *Public Administration*, 82(2), 309-329.

Owen, C. (1992). Building a relationship between government and tourism. *Tourism Management*, December, 358-362.

Palumbo, D. J., & Calista, D. J. (1990). *Implementation and the policy process: Opening up the black box*. New York: Greenwood Press.

Pavlovich, K. (2001). The twin landscapes of Waitomo: Tourism network and sustainability through the land-care group. *Journal of Sustainable Tourism*, 9(6), 491-504

Pearce, D. (1992). *Tourist organizations*. New York: Longman Scientific & Technical.

Pearce, D. (1996). Tourist organizations in Sweden. *Tourism Management*, 17(6), 413-424.

Peng, X. (2000). The environmental problems in Wulingyuan Scenic Spot (in Chinese, 武陵源风景名胜区环境问题的现状、成因及对策). *Tourism Tribune*, 1, 43-46.

Peng, D. C. (2000). On the present state, problems and measures of the tourism planning in China (in Chinese, 对我国旅游规划工作的现状、问题与对策的研究). *Tourism Tribune*, 3, 40-45.

Pennings, J. M. (1981). Strategically inter-dependent organizations. In P. C. Nystrom, & W. H. Starbuck (Eds.), *Hand-book of organizational design* (Vol. 1, pp. 433-455). New York: Oxford University Press.

Perry, J. L. (Eds.). (1996). *Handbook of Public Administration* (2nd ed.). San Francisco, CA: Jossey-Bass.

Peters, B. G. (1998). Managing horizontal government: The politics of coordination. *Public Administration*, 76 (summer), 295-311.

Peters, B. G., & Pierre, J. (2001). Developments in intergovernmental relations: Towards multi-level governance. *Policy and Politics*, 29(2), 131-135.

Pfeffer, J., & Salancik, G. (1978). *The external control of organizations*. New York: Harper and Row.

Pressman, J. L., & Wildavsky, A. (1984). *Implementation: How great expectations in Washington are dashed in Oakland*. Berkeley: University of California Press.

Pye, L. W. (1995). Factions and the politics of Guanxi: Paradoxes in Chinese administrative and political behaviour. *The China Journal*, 34 (July), 35-53.

Qinghai Tourism Administration (QHTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.qhly.gov.cn/lyjg/index.htm>

Reason, P., & Rowan, J. (1981). *Human inquiry: A source book of new paradigm research*. New York: John Wiley.

Richter, L. K. (1983a). Tourism politics and political science: A case of not so benign neglect. *Annals of Tourism Research*, 10, 313-335.

Richter, L. K. (1983b). Political implications of Chinese tourism policy. *Annals of Tourism Research*, 10(3), 395-413.

Richter, L. K. (1989). *The politics of tourism in Asia*. Honolulu: University of Hawaii

Press.

Ring P. S., & Van De Ven, A. H. (1994). Developmental processes of cooperative inter-organizational relationships. *The Academy of Management Review*, 19(1), 90-118.

Ripley, R. B., & Franklin, G. A. (1982). *Bureaucracy and policy implementation*. Homewood, Ill.: Dorsey Press.

Ritchie, J. R. B. (1984). Assessing the impact on hallmark events: Conceptual and research issues. *Journal of Travel Research*, 23(1), 2-11.

Ritchie, J., & Lewis, J. (2003). *Qualitative research practice: A guide for social science students and researchers*. London: SAGE Publications.

Ritchie, J., Spencer, L., & O'Connor, W. (2003). Carrying out qualitative analysis. In J. Ritchie, & J. Lewis (Eds.), *Qualitative research practice: A guide for social science students and researchers* (pp. 219-262). London: SAGE Publications.

Rogers, D. L., & Whetten, D. A. (Eds.) (1982). *Inter-organizational coordination: Theory, research, and implementation*. Ames: The Iowa State University Press.

Ryan, N. (1996). Some advantages of an integrated approach to implementation analysis: A study of Australian industry policy. *Public Administration*, 75, 737-753.

Sabatier, P. A. (1986). Top-down and bottom-up approaches to implementation research: A critical analysis and suggested synthesis. *Journal of Public Policy*, 6, 21-48.

Sabatier, P. A., & Mazmanian, D. A. (1979). The condition of effective implementation: A guide to accomplishing policy objectives. *Policy Analysis*, 5, 481-504.

Sabatier, P. A., & Mazmanian, D. A. (1980). The implementation of public policy: A framework of analysis. *Policy Studies Journal*, 8, 538-560.

Saich, T. (2004). *Governance and politics of China*. New York: Palgrave Macmillan

Sandiford, P. (1997). Social and cultural impacts of imported labour at the new Chek Lap

Kok airport development, Hong Kong. *Unpublished Master of Philosophy Thesis*, Hong Kong: The Hong Kong Polytechnic University.

Sapolsky, H. (1972). *The Polaris missile system: Bureaucratic and programmatic success in government*. MA: Harvard University press.

Scharpf, F. W. (1997). Introduction: The problem-solving capacity of multi-level governance. *Journal of European Public Policy*, 4(4): 520-538.

Schein, E. H. (2004). *Organizational culture and leadership* (3rd ed.). San Francisco: Jossey-Bass.

Schermerhorn, J. R. (1975). Determinants of inter-organizational cooperation. *The Academy of Management Journal*, 18(4), 846-856.

Schmidt, S. M., & Kochan, T. A. (1977). Inter-organizational relationships: Patterns and motivations. *Administrative Science Quarterly*, 22, 220-234.

Schram, T. H. (2006). *Conceptualizing and proposing qualitative research*. New Jersey: Pearson Education, Inc.

Schramm, M., & Taube, M. (2002). The institutional economics of legal institutions, guanxi, and corruption in the PR China. Retrieved on July 3rd, 2005 from http://wwwuser.gwdg.de/~uwvw/downloads/contribution10_schramm.pdf

Schramm, M., & Taube, M. (2003, September). On the co-existence of guanxi and a formal legal system in the PR of China: An institutional approach. Paper presented at the 7th Convention of ISNIE on 'Institutions and Economic Change', Budapest University of Economics and Public Administration, Hungary.

Scrotton, R. (1982). *A dictionary of political thought*. London: Pan Books.

Selin, S., & Beason, K. (1991). Inter-organizational relations in tourism. *Annals of Tourism Research*, 18, 639-652.

Sessa, A. (1976). The tourism policy. *Annals of Tourism Research*, 3(5), 234-247.

Shaanxi Tourism Administration (SAXTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.sxtour.com/organization/index.htm>

Shandong Tourism Administration (SDTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.sdta.gov.cn/jujianjie/jigou.html>

Shanghai Tourism Administration (SHTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://lyw.sh.gov.cn/intro/intro.aspx>

Shanxi Tourism Administration (SXTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.sxly.org/fagui/DEFAULT.ASP>

Shao, Q. W. (2005). *Speech in National Tourism Conference (邵琪伟局长在全国旅游工作座谈会上的讲话)*. Retrieved on Nov. 11, 2005, from http://www.cotsa.com:88/cotsa/infodetail.do?n_id=317.

Sheng, G. R. (1994). Tourism Development in the Suburb Area of Beijing (in Chinese, 京郊旅游发展现状及方向). *Tourism Tribune*, 6, 43-45.

Shenkar, O., & Ronen, S. (1987). Structure and importance of work goals among managers in the People's Republic of China. *Academy of Management Journal*, 30 (3), 564-576.

Shone, A., & Parry, B. (2001). *Successful event management: A practical handbook*. London: Continuum.

Sichuan Tourism Administration (SCTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.scta.gov.cn/web/main.jsp?go=newsDetail&pid=13&cid=109&id=564>

Silverman, D. (Eds.) (2004). *Qualitative research: Theory, method and practice*. London: SAGE Publications.

Simeon, R. (1976). Studying public policy. *Canadian Journal of Political Science*, 9 (4), 558-580.

Simmons, R. H., Davis, B. W., Chapman, R. J. K., & Sager, D. D. (1974). Policy flow analysis: A conceptual model for comparative public policy research. *Western Political Quarterly*, 27(3), 457-468.

Sinkule, B. J., & Ortolano, L. (1995). *Implementing environmental policy in China*. Westport: Praeger.

Smith, A. (1997). Studying multi-level governance: Examples from French translations of the structural funds. *Public Administration*, 75(4), 711-729.

Smith, K. G., Carroll, S. J., & Ashford, S. J. (1995). Intra- and inter-organizational cooperation: Toward a research agenda. *The Academy of Management Journal*, 38 (1), 7-23.

Snape, D., & Spencer, L. (2003). The foundations of qualitative research. In J. Ritchie, & J. Lewis (Eds.), *Qualitative Research Practice: A Guide for Social Science Students and Researchers* (pp. 1-23). London: SAGE Publications.

Song, Z. W. (1995). Tourism development in ZiGong: An interview with the director of the ZiGong County Tourism Bureau (in Chinese, 做特色资源文章: 访自贡市旅游局局长李恒昌). *Tourism Tribune*, 5, 34-36.

Song, Z. W., & Wang, B. L. (2001). Creativity and development: An interview with officials in the Zhejiang Provincial Tourism Bureau (in Chinese, 在创新中开拓前进: 访浙江省旅游局). *Tourism Tribune*, 6, 13-15.

Spencer, L., Ritchie, J., & O'Connor, W. (2003). Analysis: Practices, principles and processes. In J. Ritchie, & J. Lewis (Eds.), *Qualitative research practice: A Guide for Social Science Students and Researchers* (pp.199-218). London: SAGE Publications.

Standing Committee of Yunnan Tenth People's Congress (2005). *Yunnan Tourism Ordinance* (云南省旅游条例). Kunming: Yunnan Provincial Government.

Stoker, R. P. (1991). *Reluctant partners: Implementing federal policy*. Pittsburgh: University of Pittsburgh Press.

Strauss, A. L. (1987). *Qualitative analysis for social scientists*. New York: Cambridge University Press.

Sun, G. (2002). Transcripts of the speech at the Boao Forum for Asia -- Tourism Conference. Retrieved May 12, 2006, from http://english.people.com.cn/200211/19/eng20021119_107041.shtml

Tan, Q. S. (2004). *China's Provincial Party Secretaries*. East Asian Institute: National University of Singapore.

Tang, S. Y., Lo, C. W. H., Cheung, K. C., & Lo, J. M. K. (1997). Institutional constraints on environmental management in urban China: Environmental impact assessment in Guangzhou and Shanghai. *The China Quarterly*, December, 863-874.

The State Council of the People's Republic of China (2002). *Administrative regulations for outbound tourists management*. Beijing: The State Council of the People's Republic of China.

The State Council of the People's Republic of China (1996). *Administrative regulations for travel services*. Beijing: The State Council of the People's Republic of China.

The State Council of the People's Republic of China (1995). *Administrative regulations for tour guides*. Beijing: The State Council of the People's Republic of China.

Thompson, J. D. (1967). *Organizations in action*. New York: McGraw-Hill.

Tyler, D., & Dinan, C. (2001). The role of interested groups in England's emerging tourism policy network. *Current Issues in Tourism*, 4(2-4), 210-252.

Van de Ven, A. H. (1976). On the nature, formation, and maintenance of relations among organizations. *The Academy of Management Review*, 1, 24-36.

Van de Ven, A. H., & Walker, G. (1984). The dynamics of inter-organizational

coordination. *Administrative Science Quarterly*, 29(4), 598-621.

Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process: A conceptual framework. *Administration & Society*, 6(4), 445-487.

Veal, A. J. (1997). *Research methods for leisure and tourism: A practical guide*. London: Pitman Publishing.

Wanhill, S. (1987). UK: Politics and tourism. *Tourism Management*, March, 54-58.

Wang, B. W. (1998). A leading role played by the government, developing key items and accelerating the development of tourism (in Chinese, 政府主导, 重点带动, 加快发展). *Tourism Tribune*, 6, 18-20.

Wang, G. X. (1998). On the development and management of tourist holiday resort in the country (in Chinese, 国内旅游度假区开发与管理分析). *Tourism Tribune*, 4, 38-40.

Wang, J. C. F. (2002), *Contemporary Chinese politics: An introduction* (7th ed.). Upper Saddle River, NJ: Prentice Hall.

Wei, X. A. (1998). Understanding on the work of tourism industry management (in Chinese, 关于旅游行业管理工作深化的体会). *Tourism Tribune*, 5, 11-13.

Wei, X. A. (2000). Several problems in tourism development in China (in Chinese, 关于旅游发展的几个阶段性问题). *Tourism Tribune*, 5, 9-14.

William, A. G. (1966). Reputation and resources in community politics. *American Journal of Sociology*, 72(September), 121-131.

Williams, W. (1980). *The implementation perspective: A guide for managing social service programs*. Berkeley: University of California Press.

Winter, S. (1990). Integrating implementation research. In D. Palumbe, & D. Calista (Eds.), *Implementation and the policy process: Opening up the black box* (pp.19-38). New York: Greenwood Press.

World Heritage Center (1997, December 7). *World Heritage Committee Inscribes 46 New Sites on World Heritage List*. Retrieved July 29, 2006, from <http://whc.unesco.org/en/news/180>

World Tourism Organization (WTO) (1996). *Budgets of national tourism administrations*. Madrid, Spanish: World Tourism Organization.

World Tourism Organization (WTO) (2003). *Chinese outbound tourism*. Madrid, Spanish: World Tourism Organization.

Wu, A. Q., & Xu, J. (2001). Probing into the regulatory reform of competitive operations in National Scenic Areas (in Chinese, 国家风景名胜区经营性项目规制改革探讨). *Tourism Tribune*, 4, 64-68.

Xizang Tourism Administration (XZTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from http://www.tibettour.org/c_chinatibettoursite/c_gywm/200502005119191640.htm

Xin, K. R., & Pearce, J. L. (1996). Guanxi: Connections as substitutes for formal institutional support. *The Academy of Management Journal*, 39(6), 1641-1658.

Xinjiang Tourism Administration (XJTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.xinjiangtour.gov.cn/asp/LYJG-lx.htm>

Xu, G. (1999). *Tourism and local economic development in China: Case studies of Guilin, Suzhou and Beidaihe*. Surrey, Britain: Curzon Press.

Yan, Y. X. (1996). The culture of guanxi in a north China village. *The China Journal*, 35 (January), 1-25.

Yang, M. M. (1994). *Gifts, favours and banquets: The art of social relationships in China*. Ithaca, NY: Cornell University Press.

Yanow, D. (1987). Toward a policy culture approach to implementation. *Policy Studies Review*, 7(1), 103-115.

Yin, R. K. (2003). *Case study research: Design and methods*. Thousand Oaks, Calif.: SAGE Publications.

Younis, T. (Eds.). (1990). *Implementation in public policy*. Aldershot, UK: Dartmouth

Younis, T., & Davidson, I. (1990). The study of implementation. In T. Younis (Eds.), *Implementation in public policy* (pp.3-14). Aldershot, UK: Dartmouth.

Yuchtman, E., & Seashore, S. (1967). A system resource approach to organizational effectiveness. *American Sociological Review*, 32, 891-903.

Yunnan Provincial Tourism Bureau (YNTB) (2002). *Implementation plan for the "Notification on rectifying and standardizing tourism market order" in Yunnan Province* (云南省整顿和规范旅游市场秩序工作方案). Kunming: Yunnan Provincial Tourism Bureau.

Yunnan Provincial Government (YPG) (2004). *Suggestions on tourism development in Yunnan* (云南省人民政府关于进一步加强旅游业进一步发展的若干建议). Kunming: Internal Government Document.

Yunnan Provincial Government (YPG) (2005). *Notification on the organizations of Yunnan Provincial Tourism Coordination Group/Holiday Tourism Coordination Group* (YPG [2005] No. 155) (云南省人民政府关于调整充实省旅游产业领导小组暨假日旅游协调领导小组成员的通知) (云政发 [2005] 155 号). Kunming: Yunnan Provincial Government.

Yunnan Provincial Tourism Bureau (2003). *Yunnan yearbook of tourism* (in Chinese: 云南旅游年鉴). Yunnan: Dehong Minority Press.

Yunnan Provincial Statistics Bureau (2002). *Yunnan statistics yearbook*. Beijing: China Statistics Press.

Yunnan Provincial Statistics Bureau (2003). *Yunnan statistics yearbook*. Beijing: China Statistics Press.

Yunnan Provincial Statistics Bureau (2004). *Yunnan statistics yearbook*. Beijing: China Statistics Press.

Yunnan Tourism Administration (YNTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.yn.gov.cn/yunnan,china/72340168526266368/20050105/17272.html>

Zhang, G. R. (1989). Ten years of Chinese tourism: Profile and assessment. *Tourism Management*, 10(2), 51-62.

Zhang, G. R. (1995). China's tourism since 1978: Policies, experiences and lessons learned. In A. A., Lew, & L. Yu, (Eds.), *Tourism in China: Geographic, political, and economic perspectives* (pp. 3-19). Boulder: Westview Press.

Zhang, H. Q., Chong, K., & Ap, J. (1999). An analysis of tourism policy development in modern China. *Tourism Management*, 20(4), 471-485.

Zhang, H. Q., Chong, K., & Jenkins, C. L. (2002). Tourism policy implementation in mainland China: An enterprise perspective. *International Journal of Contemporary Hospitality Management*, 14(1), 38-42.

Zhang, J. X. (2002). Comparison and analysis of the three developing patterns of tourism resources in North-western Yunnan (in Chinese, 滇西北旅游资源开发三大模式比较分析). *Tourism Tribune*, 5, 49-53.

Zhang, L. L. (2002). The model of the organization of tourism administrative organizations (in Chinese, 旅游行政管理组织构建模式初探). *Social Scientist*, 17 (3), 5-17.

Zhang, L. L. (2003). A comparative study of three modes of tourism organization (in Chinese, 三种旅游行政管理组织构建模式比较研究). *Humanities & Social Sciences Journal of Hainan University*, 21 (2), 214-218.

Zhang, L. L. & Yuan, G. H. (2002). The function of tourism industry association in tourism administration of China (in Chinese, 论行业协会在我国旅游管理体制演进中的作用). *Social Scientist*, 17 (6), 30-34.

Zhao, S. S. (1995). The structure of authority and decision: A theoretical framework. In H. C., Lee, & S. S., Zhao (Eds.), *Decision-making in Deng's China: Perspectives from insiders* (pp. 233-246). Armonk, NY: M.E. Sharpe.

Zhejiang Tourism Administration (ZJTA). *The brief introduction of authority and responsibility*. Retrieved March 12, 2005, from <http://www.zhejiang.gov.cn/gb/zjnew/node3/node22/node166/node237/node1565/index.html>

Zhong, X. M., & Kuang, K. M. (2000). Study on the reform of tourism administration in Guilin, China (in Chinese, *旅游管理体制改革的探讨及其实践*). *Tourism Tribune*, 2, 23-26.

Zhou, H. L., & He, S. X. (1994). The problems of tourism development in Guilin (in Chinese, *浅谈桂林市旅游业发展中的问题及对策*). *Tourism Tribune*, 1, 27-30.

Zikmund, W. G. (2000). *Business research methods* (6th ed.). Fort Worth, Tex.: Dryden Press

Appendix – 1a – Study Fact Sheet (Chinese Version)

研究项目简介

题目：中国地方旅游行政组织的政策/项目实施能力的影响因素研究

研究背景：

由于旅游业的综合性，在大多数旅游政策或者旅游项目的实施过程中，旅游行政组织通常需要与其他组织建立合作关系，以得到协助。因此，在旅游政策或者项目实施的环境中，旅游行政组织的实施能力可能受到诸多因素的影响，例如内在因素：政策自身的内容和形式、旅游行政组织自身的特性；以及外在因素：旅游行政组织与其他组织的沟通方式、旅游行政组织和其他组织之间的相互关系。此项目将主要研究中国地方旅游行政组织的政策/项目实施能力在政策实施的过程中会受到哪些因素的影响？以及这些因素如何影响？

在中国，旅游产业的发展处于起步阶段，私营旅游企业不够成熟。因此，现阶段中国旅游业的成败很大程度上取决于政府的旅游行政管理。旅游行政管理的成功不仅需要合理的战略指导和政策，有效的政策实施是实现旅游行政管理目标的关键。然而，在现行体制下，地方旅游行政组织在旅游政策或者旅游项目的实施过程中很难得到其他行政组织的协助。地方旅游行政组织获得其他组织协助和支持的能力在此研究中定义为旅游行政组织的实施能力。此项目将主要研究中国地方旅游行政组织的政策/项目实施能力在政策实施的过程中会受到哪些因素的影响？以及这些因素如何影响？

研究方法：

此研究将会选择三个地方旅游行政组织进行定性案例研究。这三个组织分别是云南省旅游局、云南省昆明市旅游局、云南省丽江市旅游局（原云南省丽江县旅游局）。研究数据收集将分为三个阶段分别在北京，昆明和丽江进行。第一阶段的主要目的为发现地方旅游行政组织的政策/项目实施能力在政策实施的过程中会受到哪些国家层面的因素的影响。第二和第三阶段的主要目的为进一步研究旅游政策/项目的实

施会受到当地的哪些因素的影响。此研究将采访所选三个地方旅游行政组织的领导和工作人员，以及作为政府旅游政策和项目制定咨询顾问的学者，通过他们的实际工作经验了解影响旅游行政组织的实施能力的因素。

采访提纲：

1. 旅游业在云南省/昆明市/丽江的地位如何？
2. 省旅游局的任务多来自于那个政府机关？
3. 旅游政策或者项目实施的监管机制？
4. 旅游局与其他政府行政机关的协调方式？
5. 上级行政部门或者领导通过什么渠道表达对旅游政策和项目的态度或者参与旅游政策或者项目的实施？
6. 在旅游政策或者项目实施的过程中，有哪些因素辅助或者制约旅游局与其他政府机关的协调与合作？

研究保密性：

采访者所提供的信息将只被该项目研究人员查阅和使用，研究人员将严格遵守采访者所要求的个人信息和所提供信息的保密规定。访谈纪录将会返回访谈者以求核实。

研究成果：

该研究的最终成果将为硕士论文和三份案例分析报告。

联系人：

如有任何疑问，请直接联系以下人员：

香港理工大学
旅游与酒店业管理学院
硕士研究生
王 丹
联系方式：00852-6180
电子邮件：hmdwang@

或者

香港理工大学
旅游与酒店业管理学院
教授
叶占雄（John Ap）
00852-2766
hmjohnap@

Appendix – 1b – Study Fact Sheet (English Version)

Study Fact Sheet

Factors Affecting the Implementation Capability of the Local Tourism Administrative Organizations (TAOs) in Policy/Plan Implementation in China: A Case Study

Overview

Because of the fragmented nature of tourism, tourism policy/program implementation usually involves several organizations instead of only tourism administrative organization. A Tourism administrative organization (TAO) has to cooperate with or coordinate with other governmental or non-governmental organizations in the implementation process. Therefore, the capability of tourism administrative organization (TAO) in tourism policy/program implementation is not only affected by inherent factors which include the contents and form of the policy/program and the characteristics of the TAO, but also affected by external factors such as institutional context of the TAO; background of the TAO; inter-organizational relations (IOR) between the TAO and other actors involved in the policy/program implementation; the communication style between them; and the values of the higher-level officials and interest groups.

In China, with the relatively immature private sector, the success or failure of tourism development depends heavily on tourism administration by Government. The success of tourism administration not only depends on having reasonable strategic policies, but also effective policy implementation. However, within the institutional context of China, it is not easy for the local TAO to obtain the support from other governmental organizations, which are involved in the implementation of a tourism policy/program. The capability of the local TAO to obtain the support can be constrained or facilitated by the inherent and external factors in the policy/program context. Therefore, in order to improve of the implementation capability of the local TAO, it is essential to identify

(1) What factors affect tourism policy/program implementation at the local level in China, and (2) How these factors take effect. This study will try to answer these two questions in the empirical study of the implementation of tourism policy/program at the local level in China.

Objectives

The objectives of this study are:

- (1) To develop a conceptual framework for analysis on factors affecting the implementation capability of Tourism Administrative Organizations (TAO);
- (2) To identify the factors that constrain the implementation capability of the local TAO in China;
- (3) To identify the factors that facilitate the implementation capability of the local TAO in China;
- (4) To develop propositions regarding the implementation capability of the local TAOs in tourism policy/program implementation.

Methodology

This study adopts qualitative approach using descriptive case study design. The data will be collected in Beijing, Kunming and Lijiang in three phases. Semi-structured interview was employed for gathering the primary data to obtain in-depth context-specific information about the implementation of tourism policy/program at the local level in China (Yin, 2003). Government officials and academic scholars were interviewed. Secondary data serves as supplementary materials for the primary data. The data collected will be analyzed qualitatively.

Main Interview Topics

- (1) How does the TAO get tourism policy/program implemented? There were three probing or sub-questions in the main question:
 - (1.1) How does the TAO coordinate/communicate/cooperate with other government organizations?
 - (1.2) What are the relationships between the TAO and other government organizations?
 - (1.3) How is the implementation of tourism policy/program monitored/supervised?

(2) What is the influence from higher-level governments/officials and interest groups on the implementation capability of the TAO?

(3) What are the factors that constrain or facilitate the implementation capability of the TAO?

Confidentiality

Confidentiality will be maintained at all times, and the requirements of interviewees will be respected.

Research Products

- ♦ A thesis for the degree of Master of Philosophy.
- ♦ Three case study summaries based on the individual case study in Shanghai, Yuannan Province and Lijiang County.

Further Enquiries

Enquiries about this study may be directed to the following:

Ms. Dan Wang

Or Dr. John Ap

Research Student

Associate Professor

School of Hotel and Tourism Management

School of Hotel and Tourism Management

The Hong Kong Polytechnic University

The Hong Kong Polytechnic University

Hung Hom, Kowloon, HONG KONG

Hung Hom, Kowloon, HONG KONG

Telephone- (852) 3400

Telephone- (852) 2766

Email hmdwang@

Email hmjohnap@

--Interview Guide--

Section 1: Introduction

1. Introduction

- Background information of the study
 - Confidentiality and tape recorder
2. Warm Up
- Weather, current issues etc.
 - Work experience within the organization or within tourism field

Section 2: Environment

1. Macro-environment of the local TAO

- How did the tourism industry develop in the past few years?
Probing questions: Is there any evidence in the official documents?

Section 3: Implementation Capability Components

1. Institutional Arrangements: Regulatory style and structure

- Who formulates the task of the local TAO, CNTA or local government, or the local TAO itself?
- Is there anyone that monitors the policy/plan implementation (or inter-organizational coordination and cooperation)?

Probing questions:

(1) If so, who/which level of government does it? Is there any sanction mechanism (positive or negative) for the performance of the local TAO?

(2) If no, are there any reasons?

- How does the TAO protect or ensure the implementation of a tourism policy/plan?

Probing questions:

(1) If there are any legislations or regulations, which organizations are in charge of the execution of the legislation and regulations?

(2) If no, how does one resolve any conflicts?

(3) Is there any sanction mechanism (positive or negative) for the implementers of tourism policy/plan implementation? If so, what is it/how does it work?

2. External Communication Style of TAO:

- Does the local TAO need to work with other governmental organizations in tourism

policy/plan implementation?

- How does a TAO conduct coordination or establish cooperative relationships?
- If so, are there any issues that need to be coordinated?

Probing questions:

- (1) Is there any coordination structure?
- (2) Who takes charge of the coordination?
- (3) Is it permanent or temporary? Does it hold regular activity?
- (4) What are the institutional arrangements?
- (5) Any examples?

3. Inter-organizational Relations:

- Which have government organizations worked with the local TAO in tourism policy/plan implementation?
- What are the relationships between the TAO and these organizations?

Probing questions:

- (1) Are there any needs of these organizations that can be satisfied by the TAO?
 - (2) Are there any common interests for the TAO and these organizations?
 - (3) Are there any resources shared by the TAO and these organizations?
- How did cooperative relationships establish between the TAO and these organizations when the cooperation was needed in policy/plan implementation? Any examples?

Section 4: Stakeholders

1. Higher-level Government/Officials

- Have higher-level governments been involved in tourism policy/plan implementation?
- Have any staff from the higher-level government been involved in tourism policy/plan implementation, and how?
- What is the influence of higher-level government/officials' opinions on tourism policy/plan implementation?

2. Interest Groups

- Besides higher-level government and other governmental organizations, who else can affect tourism policy/plan implementation and how?
- Are there any interest groups who may influence tourism policy/plan implementation? If so, who? If not, why not?
- Are there any channels of communication for those who can be affected by tourism policy/plan to communicate with TAO, or communicate with other governmental

organizations?

Section 5: General Comments/Others

1. What are the factors that can facilitate tourism policy/plan implementation?
2. What may constrain tourism policy/plan implementation?

Appendix – 3 – Sample Interview Summary Form

Interview Summary Form_7

Interview Date: November 18th, 2005

Site: Kunming Tourism Bureau

Interviewee: KM 3, Director of Tourism Market Supervisory Division, Kunming
Tourism Bureau

1. Summary of main interview topics

(1) What are the main responsibility and the nature of Tourism Market Supervisory Division (TMSD)?

An inter-organizational coordination organization; in charge of the implementation of some tourism-related regulations

(2) How was the TMSD organized?

It was organized by the Kunming Municipal Government.

(3) What did affect the establishment of the IOC organization?

1999 World Horticultural Exposition, needs for tourism development, support of local government

(4) How did TMSD coordinate with other government organizations?

The process of coordination

(5) What are the difficulties in coordination?

Misunderstanding on tourism administration

2. Main issues in this interview

The influence of special events on inter-organizational coordination

3. What new target questions should be considered in the next interview? / What else should be considered in data collection?

(1) What else misunderstanding existing between TAO and other government organizations?

(2) The influence of special events at other places

(3) Item to be collected: information about the macro-environment of 1999 World Horticultural Exposition; other IOC organizations.

Appendix – 4 – Sample Document Summary Form

Document Summary Form_5

Site: Yunnan Provincial Tourism Bureau

Document No.: 5

1. Name or description of document:

云南省旅游条例 (in English: Yunnan Province Tourism Ordinance)

2. Event or contact with which document is associated:

Tourism related legislation

3. Brief summary of contents:

This document includes the information on who implement tourism regulations, who supervise/monitor the implementation of tourism policy, and the responsibility and authority of other related government organizations and local tourism bureaus.

This is an important legislative basis of local tourism administration.

It was formulated in 2005, so its implementation information has not been available now.

Appendix – 5 – Sample Coding of Data

Sample Coding of Data

	6 Coordination Mechanism	
	6.7 Guanxi	Question No.
KM 1	N/A	
KM 2	N/A	
KM 3	a good personal relationship is an important facilitator in coordination and communication	8
KM 4	Guanxi is very important between officials of TAO and officials in other government organizations. Guanxi could make efficiency. For example, it usually takes several weeks or even several months to coordinate by the meetings held by the municipal government, because the meeting has to follow some procedures. It's ineffective for the problems which need to be solved in time. If there is a good Guanxi, the problem can be solved even only with a call.	9
KM 5	N/A	
KM 6	If the cadres actively try to establish both good official and personal relationships with the cadres in other government organizations, it will be easier and faster to solve problem than to coordinate according to legislations and regulations.	7
KM 7	N/A	
KM 8	N/A	

Appendix – 6 – Management Methods of Tourist Guides

导游人员管理条例 (1995 年 5 月 14 日 国务院令 第 263 号) (1999-5-14)

第一条 为了规范导游活动，保障旅游者和导游人员的合法权益，促进旅游业的健康发展，制定本条例。

第二条 本条例所称导游人员，是指依照本条例的规定取得导游证，接受旅行社委派，为旅游者提供向导、讲解及相关旅游服务的人员。

第三条 国家实行全国统一的导游人员资格考试制度。

具有高级中学、中等专业学校或者以上学历，身体健康，具有适应导游需要的基本知识和语言表达能力的中华人民共和国公民，可以参加导游人员资格考试；经考试合格的，由国务院旅游行政部门或者国务院旅游行政部门委托省、自治区、直辖市人民政府旅游行政部门颁发导游人员资格证书。

第四条 在中华人民共和国境内从事导游活动，必须取得导游证。

取得导游人员资格证书的，经与旅行社订立劳动合同或者在导游服务公司登记，方可持所订立的劳动合同或者登记证明材料，向省、自治区、直辖市人民政府旅游行政部门申请领取导游证。

具有特定语种语言能力的人员，虽未取得导游人员资格证书，旅行社需要聘请临时从事导游活动的，由旅行社向省、自治区、直辖市人民政府旅游行政部门申请领取临时导游证。

导游证和临时导游证的样式规格，由国务院旅游行政部门规定。

第五条 有下列情形之一的，不得颁发导游证：

- (一) 无民事行为能力或者限制民事行为能力的；
- (二) 患有传染性疾病的；
- (三) 受过刑事处罚的，过失犯罪的除外；
- (四) 被吊销导游证的。

第六条 省、自治区、直辖市人民政府旅游行政部门应当自收到申请领取导游证之日起 15 日内，颁发导游证；发现有本条例第五条规定情形，不予颁发导游证的，应当书面通知申请人。

第七条 导游人员应当不断提高自身业务素质和职业技能。

国家对导游人员实行等级考核制度。导游人员等级考核标准和考核办法，由国务院旅游行政部门制定。

第八条 导游人员进行导游活动时，应当佩戴导游证。

导游证的有效期限为 3 年，导游证持有人需要在有效期满后继续从事导游活动的，应当在有效期限届满 3 个月前，向省、自治区、直辖市人民政府旅游行政部门申请办理换发导游证手续。

临时导游证的有效期限最长不超过 3 个月，并不得展期。

第九条 导游人员进行导游活动，必须经旅行社委派。

导游人员不得私自承揽或者以其他任何方式直接承揽导游业务，进行导游活动。

第十条 导游人员进行导游活动时，其人格尊严应当受到尊重，其人身安全不受侵犯。

导游人员有权拒绝旅游者提出的侮辱其人格尊严或者违反其职业道德的不合理要求。

第十一条 导游人员进行导游活动时，应当自觉维护国家利益和民族尊严，不得有损害国家利益和民族尊严的言行。

第十二条 导游人员进行导游活动时，应当遵守职业道德，着装整洁，礼貌待

人，尊重旅游者的宗教信仰，民族风俗和生活习惯。

导游人员进行导游活动时，应当向旅游者讲解旅游地点的人文和自然情况，介绍风土人情和习俗；但是，不得迎合个别旅游者的低级趣味，在讲解、介绍中掺杂庸俗下流的内容。

第十三条 导游人员应当严格按照旅行社确定的接待计划，安排旅游者的旅行、游览活动，不得擅自增加、减少旅游项目或者中止导游活动。

导游人员在引导旅游者旅行、游览过程中，遇有可能危及旅游者人身安全的紧急情形时，经征得多数旅游者的同意，可以调整或者变更接待计划，但是应当立即报告旅行社。

第十四条 导游人员在引导旅游者旅行、游览过程中，应当就可能发生危及旅游者人身、财物安全的情况，向旅游者作出真实说明和明确警示，并按照旅行社的要求采取防止危害发生的措施。

第十五条 导游人员进行导游活动，不得向旅游者兜售物品或者购买旅游者的物品，不得以明示或者暗示的方式向旅游者索要小费。

第十六条 导游人员进行导游活动，不得欺骗、胁迫旅游者消费或者与经营者串通欺骗、胁迫旅游者消费。

第十七条 旅游者对导游人员违反本条例规定的行为，有权向旅游行政部门投诉。

第十八条 无导游证进行导游活动的，由旅游行政部门责令改正并予以公告，处1000元以上3万元以下的罚款；有违法所得的，并处没收违法所得。

第十九条 导游人员未经旅行社委派，私自承揽或者以其他任何方式直接承揽导游业务，进行导游活动的，由旅游行政部门责令改正，处1000元以上3万元以下的罚款；有违法所得的，并处没收违法所得；情节严重的，由省、自治区、直辖市人民政府旅游行政部门吊销导游证并予以公告。

第二十条 导游人员进行导游活动时，有损害国家利益和民族尊严的言行的，由旅游行政部门责令改正；情节严重的，由省、自治区、直辖市人民政府旅游行政

部门吊销导游证并予以公告；对该导游人员所在的旅行社给予警告直至责令停业整顿。

第二十一条 导游人员进行导游活动时未佩戴导游证的，由旅游行政部门责令改正；拒不改正的，处 500 元以下的罚款。

第二十二条 导游人员有下列情形之一的，由旅游行政部门责令改正，暂扣导游证 3 至 6 个月；情节严重的，由省、自治区、直辖市人民政府旅游行政部门吊销导游证并予以公告：

- (一)擅自增加或者减少旅游项目的；
- (二)擅自变更接待计划的；
- (三)擅自中止导游活动的。

第二十三条 导游人员进行导游活动，向旅游者兜售物品或者购买旅游者的物品的，或者以明示或者暗示的方式向旅游者索要小费的，由旅游行政部门责令改正，处 1000 元以上 3 万元以下的罚款；有违法所得的，并处没收违法所得；情节严重的，由省、自治区、直辖市人民政府旅游行政部门吊销导游证并予以公告；对委派该导游人员的旅行社给予警告直至责令停业整顿。

第二十四条 导游人员进行导游活动，欺骗、胁迫旅游者消费或者与经营者串通欺骗、胁迫旅游者消费的，由旅游行政部门责令改正，处 1000 元以上 3 万元以下的罚款；有违法所得的，并处没收违法所得；情节严重的，由省、自治区、直辖市人民政府旅游行政部门吊销导游证并予以公告；对委派该导游人员的旅行社给予警告直至责令停业整顿；构成犯罪的，依法追究刑事责任。

第二十五条 旅游行政部门工作人员玩忽职守、滥用职权、徇私舞弊，构成犯罪的，依法追究刑事责任；尚不构成犯罪的，依法给予行政处分。

第二十六条 景点景区的导游人员管理办法，由省、自治区、直辖市人民政府参照本条例制定。

第二十七条 本条例自 1999 年 10 月 1 日起施行。1987 年 11 月 14 日国务院批准、1987 年 12 月 1 日国家旅游局发布的《导游人员管理暂行规定》同时废止。

Appendix – 7 – Regulations on the Establishment of Foreign-Owned Travel Agents

国家旅游局令第 19 号 《设立外商控股、外商独资旅行社暂行规定》2003.6.12

国家旅游局

(2003-6-12)

中华人民共和国国家旅游局

令

中华人民共和国商务部

第 19 号

《设立外商控股、外商独资旅行社暂行规定》已经 2003 年 5 月 19 日中华人民共和国国家旅游局局长办公会和 2003 年 6 月 10 日中华人民共和国商务部第二次部务会议审议通过，现予以公布。

国家旅游局局长 何光暉

商务部部长 吕福源

二〇〇三年六月十二日

设立外商控股、外商独资旅行社暂行规定

第一条 为适应中国加入世界贸易组织的新形势，进一步扩大旅游业对外开放，促进旅行社业发展，根据中国外商投资企业的相关法律、《旅行社管理条例》及有关规定，制定本《规定》。

第二条 在中国有关入世承诺规定期限之前的过渡期内，在中华人民共和国境内设立外商控股或外商独资的旅行社，适用本《规定》。

第三条 设立外商控股旅行社的境外投资方，应符合下列条件：

- (一) 是旅行社或者是主要从事旅游经营业务的企业；
- (二) 年旅游经营总额 4000 万美元以上；
- (三) 是本国（地区）旅游行业协会的会员；
- (四) 具有良好的国际信誉和先进的旅行社管理经验；
- (五) 遵守中国法律及中国旅游业的有关法规。

第四条 设立外商独资旅行社的境外投资方，除应符合第三条第（一）、（三）、（四）、（五）款规定的条件外，第（二）款规定的年旅游经营总额应在 5 亿美元以上。

第五条 外商控股旅行社的中国投资者应当符合《旅行社管理条例》第

二十九条规定的条件。

第六条 设立的外商控股或外商独资旅行社应符合下列条件：

- (一) 符合旅游业发展规划；
- (二) 符合旅游市场需要；
- (三) 投资者符合上述第二条、第四条、第五条规定的条件；
- (四) 注册资本不少于 400 万元人民币。

第七条 符合条件的境外投资方可在经国务院批准的国家旅游度假区及北京、上海、广州、深圳、西安 5 个城市设立控股或独资旅行社。

第八条 每个境外投资方申请设立外商控股或外商独资旅行社，一般只批准成立一家。

第九条 申请设立外商控股或外商独资旅行社，参照《旅行社管理条例》规定的外商投资旅行社的审批程序办理。

第十条 外商控股或独资旅行社不得经营或变相经营中国公民出国旅游业务以及中国其他地区的人赴香港、澳门特别行政区和台湾地区旅游的业务。

第十一条 本《规定》由国家旅游局和商务部负责解释。

第十二条 本《规定》自公布之日起 30 日后施行。

Appendix – 8a – List of Tourism Standards at the National Level (English Version)

List of Tourism Standards at the National Level

1. Standard Ratings for Quality of Tourist Attractions (GB/T 17775 – 2003)
2. Star-Rating Standards for Tourist Hotels (LB/T 14308 – 2003)
3. General Specifications for Tourism Planning (GB/T 18971 – 2003)
4. Classification, Investigation and Evaluation of Tourism Resources (GB/T 18972 – 2003)
5. Classification and Evaluation of Tourism Toilets (GB/T 18973 – 2003)
6. Standards for Public Information Signage (Part I: General Signage) (GB/T 10001.1 – 2001)
7. Standards for Public Information Signage (Part II: Signage of Tourism Facilities and Services) (GB/T 10001.2 – 2002)
8. Safety and Service Quality of Amusement Parks (GB/T 16767 – 1997)
9. Service Quality of Tour Guides (GB/T 15971 – 1995)
10. Basic Terms of Tourism Service (GB/T 16766 – 1997)
11. Star-Rating Standards for Cruise Ships in Inland Rivers (GB/T 15731 – 1995)
12. Green Tourism Hotels (LB/T 007 – 2006)
13. Regulations for Hotel Star Rating (LB/T 006 – 2006)
14. Service Quality of Travel Agencies for Outbound Tourism (LB/T 005 – 2002)
15. Standards of Service Quality of Travel Agencies for Inbound Tourism (LB/T 004 – 1997)
16. Quality & Quantity Requirements of Guestroom Supplies and Amenities in

Star-Rated Hotels (LB/T 003 – 1996)

17. Graphic Signs for Tourism Hotels (LB/T 001 – 1995)

18. Service Quality of Vehicles for Tourism Use (LB/T 002 – 1995)

Appendix – 8b – List of Tourism Standards at the National Level (Chinese Version)

List of Tourism Standards at the National Level

(Adopted from <http://www.cnta.com/fgbz/more1.asp?newsid=003005001>)

1. 《旅游景区质量等级的划分与评定》(修订)(GB/T 17775—2003)
2. 《旅游饭店星级的划分与评定》(LB/T 14308—2003)
3. 《旅游规划通则》(GB/T 18971—2003)
4. 《旅游资源分类、调查与评价》(GB/T 18972—2003)
5. 《旅游厕所质量等级的划分与评定》(GB/T 18973-2003)
6. 《标志用公共信息图形符号 第1部分:通用符号》(GB/T 10001.1—2001)
7. 《标志用公共信息图形符号 第2部分:旅游设施与服务符号》(GB/T 10001.2—2002)
8. 《游乐园(场)安全和服务质量》(GB/T 16767—1997)
9. 《导游服务质量》(GB/T 15971—1995)
10. 《旅游服务基础术语》(GB/T 16766—1997)
11. 《内河旅游船星级的划分与评定》(GB/T 15731—1995)
12. 《绿色旅游饭店》(LB/T 007—2006)
13. 《星级饭店访查规范》(LB/T 006—2006)
14. 《旅行社出境旅游服务质量》(LB/T 005-2002)
15. 《旅行社国内旅游服务质量要求》(LB/T 004—1997)
16. 《星级饭店客房客用品质量与配备要求》(LB/T 003—1996)
17. 《旅游饭店用公共信息图形符号》(LB/T 001—1995)
18. 《旅游汽车服务质量》(LB/T 002—1995)

Appendix – 9 – Management Regulations for Travel Agencies Employees

丽江市旅行社业务人员管理办法

第一条 为进一步规范我市旅游市场，加强对旅行社的管理和监督检查，促使其依法搞好业务经营活动，提高服务质量和管理水平，强化业务人员综合素质，逐步建立优胜劣汰的运行和发展机制，促进我市旅行社健康有序地发展。根据《旅行社管理条例》（以下简称《条例》）及其实施细则、《丽江市旅行社经营积分管理办法》相关规定，结合我市实际，制定本实施办法。

第二条 丽江市旅游局是本办法的具体监督和实施机关。

第三条 本办法所指的旅行社业务人员（以下简称“业务人员”），是指旅行社总经理（含副总经理及同级管理人员）、部门经理（含部门副经理及同级业务主管人员）及其他一般业务人员（含财务、计调、外联、接待、策划、行政及其他工作人员）。

第四条 凡在本市从事旅游业务的旅行社业务人员均应遵守本规定。

第五条 旅行社业务人员实行持证上岗制度，市旅游行政主管部门负责对业务人员实行统一的资格培训考核。具有高级中学、中等专业学校或者以上学历，身体健康，具有适应旅行社业务需要的基本知识的从事旅行社业务工作的人员，必须经培训合格后方可上岗。

第六条 旅行社管理人员应持有以下相应证照：

- 1、国际旅行社 总经理应持《国际旅行社总经理资格证》，部门经理应持《国际旅行社部门经理资格证》，财务部经理应持《中华人民共和国会计师证》；
- 2、国内旅行社 总经理应持《国内旅行社总经理资格证》，部门经理应持《国内旅行社部门经理资格证》，财务部经理应具备助理会计师或以上职称。

凡具备上述证照的管理人员，凭相应证照可向市旅游行政主管部门申请上岗证。凡不具备上述证照的，不得在我市旅行社中担任总经理、部门经理。

第七条 经培训合格的业务人员，应与旅行社签订劳动合同或用工协议，明确双方的权利和义务。同时，向旅游行政主管部门申请备案后，由市旅游行政主管部门统一发放的《旅行社从业人员上岗证》（以下简称“上岗证”）。

第八条 有下列情形之一的不得颁发上岗证：

- 1、无民事行为能力或限制民事行为能力的；
- 2、受过刑事处罚者，过失犯罪除外；
- 3、被吊销上岗证三年以内的；
- 4、有严重违反社会公德和旅游法规，造成不良影响的。

第九条 有下列情形之一的不得再次申请上岗证，任何旅行社不得聘用该人员。

- 1、已经在原旅行社办理离职手续，但未将上岗证交回发证机关的；
- 2、与原旅行社帐务不清或拖欠其他旅行社款项的；
- 3、有重大违反旅游法规行为，造成不良影响的；
- 4、对旅游投诉负有主要责任，理赔金额在5万元以上或造成重大投诉，严重侵害旅游者合法权益的；
- 5、对重大安全事故负有主要责任的；
- 6、有其他严重违反法规行为的。

第十条 业务人员在工作期间，必须佩带上岗证。

第十一条 市旅游行政主管部门对业务人员实行网络化管理，相关资料由市旅游行政主管部门统一登记、注册。旅行社所设立的部门从业人员数，原则上单个部门不得低于10人。

第十二条 持上岗证的业务人员具有团队操作资格。在团队操作过程中，与

组团社的传真确认件中，必须签署有持上岗证的业务人员的姓名。

第十三条 业务人员在转移工作单位时，需到市旅游行政主管部门办理转移手续。未经市旅游主管部门批准，任何旅行社不得聘用该人员。

第十四条 业务人员向旅游行政主管部门申请转社时，应出具原旅行社同意申请人转社证明，并将上岗证交回发证机关，方可办理转移旅行社相关手续。

转移旅行社相关手续办理完毕后，由市旅游行政主管部门将其业务档案转至新旅行社。

第十五条 旅行社应在收到本社业务人员离职申请书的 30 日内作批准或不批准的答复，并告知申请人不予批准的理由。

第十六条 旅游行政主管部门对旅行社业务人员实行定期或不定期检查，对无上岗证从事业务工作人员，按无证人员处理，并责令旅行社予以辞退，同时对旅行社给予相应的处罚。

第十七条 旅行社负责实施对本旅行社一般业务人员的日常管理和年度审查，旅行社需建立对一般业务人员的管理制度。

第十八条 旅行社对从业人员的管理制度应报当地旅游行政主管部门备案。

第十九条 旅行社应将从业人员年度审查结果报当地旅游行政主管部门审核，未能通过年度审查的，由旅游行政主管部门核实后，吊销其上岗证。

第二十条 旅行社应对本社业务人员定期培训，加强业务素质，对业务水平低下且违反旅行社业务人员管理制度者，予以辞退处理，并报当地旅游行政主管部门备案。

第二十一条 旅行社业务人员在业务操作过程中，不得有以下行为：

- 1、未经旅行社委派私自承揽旅行社相关业务；
- 2、欺骗、胁迫旅游者消费或向旅游者作虚假宣传；
- 3、违反旅游行政主管部门之规定，收取高额回扣或低价倾销。

第二十二条 旅行社从业人员的违法行为，对旅游者或旅游经营者造成重大损失的，对当事人所在旅行社处以停业整顿，并吊销当事人上岗证；构成犯罪的，依法追究刑事责任。

第二十三条 旅游执法人员玩忽职守、滥用职权、徇私舞弊、以权谋私、泄露工作秘密，或违反法律法规之规定罚款的，由旅游行政管理部门给予行政处分；触犯刑律的，依法追究刑事责任。

第二十四条 本规定由丽江市旅游局负责解释。

第二十五条 本规定自二〇〇五年五月一日起施行。

二〇〇五年四月二十八日