

Government's Role in Tourism Management and Institutional Innovation

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Abstract: Under the strong leadership of Chinese governments at all levels, the scale of the tourism industry keeps growing. The comprehensive reception level of urban tourism has been constantly improved, and people's demand for tourism consumption is booming. Tourism has increasingly become a part of our residents' life. The contribution of the tourism industry to the national economy and social development has gradually emerged. The tourism industry has gradually evolved from the "department industry" of foreign affairs reception at the beginning of the reform and opening up to the "big industry" in the true sense. The internal and external environment facing the development of the tourism industry is constantly changing, and the further development of the tourism industry urgently needs a new tourism management model corresponding to it. Based on the analysis of the existing tourism management model in China and the theory of new public management and sustainable development, this study puts forward the necessity and possibility of constructing a new tourism management model. This study aims to provide theoretical reference for the institutional support needed for the further development and growth of China's tourism industry by constructing a new model of tourism management, and actively explore the effective application of the new public theory and sustainable development theory in China's economic transition period or in the period to come.

1. The Introduction

With the continuous rapid growth of China's national economy for more than two decades, China's overall national strength has been growing and residents' disposable income has been rising. In 2004, China's per capita GDP exceeded us \$9,000 and reached us \$9,780^[1]. Supported by the economic strength, the tourism demand of Chinese residents keeps expanding, and tourism consumption gradually becomes a part of their daily life. Tourism consumption has changed from a luxury of a few people to a daily commodity of the public. The tourism industry has also changed from a reception-oriented enterprise at the beginning of the reform and opening up to a new growth point and a new pillar industry in the national economy. The driving role of tourism industry in national economic and social development is becoming increasingly apparent. Tourism industry has become an important carrier for Chinese cities to develop regional economy, increase employment, optimize industrial structure, develop service industry and improve city image^[2].

2. Forms and Main Functions of Government Involvement in The Tourism Industry

2.1 The Main Carrier of the Government's Involvement in the Tourism Industry Is the National Tourism Organization

In the process of developing the tourism industry, almost all countries have set up special agencies to perform the functions of the main body of the government in the domestic tourism economic activities. The most common specialized agency is the national tourism administration agency (NTAs). The national tourism administration has been an organization for decades, During this period, its role and activities are always changing and evolving. According to relevant statistics, at least 175 countries have set up national tourism administration departments^[3].

National tourism management agencies (NTAs) have different modes according to different

national conditions. Generally, there are three modes. First, the highest national tourism decision-making and coordination agencies. For example, the national tourism administration committee under the leadership of the council of ministers directly under the leadership of Hungary, the tourism committee under the President's office of Thailand, and the tourism policy liaison meeting established in the prime minister's office of Japan. Second, tourism administration agencies at the ministry (bureau) level. Countries such as Egypt, Jamaica, India, Lebanon, Romania and the Philippines have separate and complete tourism ministries in their ministries, China national tourism administration (CNTA) is an institution directly under the state council and a vice-ministerial unit. The third is the establishment of tourism management agencies within the government's comprehensive departments, called tourism bureaus or tourism offices. The ministry of economy in Colombia, the ministry of economic affairs in the Netherlands, the ministry of national heritage in the United Kingdom, the ministry of transport in South Korea, the ministry of culture in Belgium, and the ministry of foreign affairs in Sweden^[4].

2.2 Main Functions of National Tourism Organizations

Based on Tom baum's survey of the major functions of national tourism organizations in 42 countries in the formulation and implementation of national tourism policies. The core functions of national tourism organizations include: providing general tourism information (83%), collecting and analyzing tourism statistics (81%), tourism policies (74%), tourism promotion (74%), and tourism product classification (60%). The detailed results are shown in table 1.

Table 1. The core function of government in tourism

Function	All the samples	A	B	C
Provides general travel information	35 (83%)	15 (100%)	7 (88%)	12 (66%)
Travel promotion (international only)	15 (36%)	8 (53%)	3 (38%)	4 (22%)
Travel promotion (domestic only)	3 (7%)	2 (13%)	1 (13%)	0 (0%)
Travel promotion (international and domestic)	31 (74%)	9 (60%)	5 (63%)	16 (89%)
Regional tourism promotion	14 (33%)	5 (33%)	3 (38%)	6 (33%)
Collection and analysis of tourism statistics	34 (81%)	11 (73%)	6 (75%)	16 (89%)
Tourism products are graded	25 (60%)	5 (33%)	6 (75%)	14 (78%)
Tourism product development: accommodation	22 (52%)	6 (40%)	5 (63%)	10 (56%)
Tourism product development: attractions	20 (48%)	1 (7%)	2 (25%)	17 (94%)
Tourism training	21 (50%)	11 (73%)	5 (63%)	5 (28%)
Tourism policy making	31 (74%)	10 (67%)	6 (75%)	14 (78%)
Other features	5 (12%)	2 (13%)	1 (13%)	2 (11%)
A combined	42	15	8	18

Table 1 relevant explanations: all sample sizes are 42 countries, and the sample size is divided

into three sample groups according to the per capita GDP. Group A has A per capita GDP < 1000 usd, and the sample size is 15 countries. Group B has A per capita GDP < 8000 usd, and group C has A per capita GDP of > 8000 usd.

3. Problems existing in the current tourism management system

From the perspective of the role that tourism organizations should play in the development of tourism industry, this paper analyzes in detail the specific application of government-led development mode in the development of China's tourism industry, as well as the positive and negative roles played in the application process. Now from the perspective of "sustainable development" and "new public management" theory, multi-objective integrated development thought, participatory governance thought, enterprise government thought, and public strategic management thought, chapter 4 will introduce "sustainable development" and "new public management" theory in detail. The existing tourism management mode in China mainly has the following problems^[5].

First, the existing tourism management body is single, passive, power and responsibility are inconsistent, it is difficult to promote the further development of the tourism industry. The existing tourism management bodies, namely tourism bureaus at all levels, have functions and powers that are seriously inconsistent with the administrative agencies required by the development of the tourism industry. There are not many material or non-material resources and means that the tourism department can use and control, which is difficult to support the healthy, rapid and sustainable development of the tourism industry. China implements a government-led tourism development model. Many of the so-called government-led tourism development models are principled and macro. In the practical work, the vast majority of the specific work by the various levels of tourism administration, namely tourism departments to undertake. The government gives the tourism department the authority to manage the tourism industry, but only the star-rated hotels, travel agencies, some designated restaurants and designated shops, etc. Compared with the tourism industry, which involves dozens of types of comprehensive industries in the primary, secondary and tertiary industries of national economic accounting, the scope of authority and management of tourism departments at all levels is far from enough. Under this system, it is difficult for the tourism department to formulate policies that are truly in line with the development of the tourism industry, and even if they can be formulated, it is difficult to implement them outside the scope of the tourism department's authority and management.

Second, the existing tourism management methods are administrative orders, mandatory, one-way, passive, lack of participation of tourism management objects, it is difficult to get the positive response and feedback of tourism management objects, therefore, the implementation effect of various policies is difficult to predict, not to say, there is no guarantee of efficiency. This is mainly manifested in two aspects. One is the lack of a good communication mechanism between national tourism departments and provincial and provincial, municipal and county tourism departments. Second, there is a lack of reasonable exchange and communication mechanism between local tourism departments and tourism enterprises. Today, with the market economy becoming more and more perfect, the management means of local tourism departments to the elements of the tourism industry is still in the era of planned economy, that is, they mainly rely on the form of red documents to manage the elements of the tourism industry, lacking effective market mechanism and means, and the effective participation of the main body of the market economy -- the tourism management unit.

Third, the existing tourism management process is results-oriented rather than cause-oriented. Tourism industry is a comprehensive industry that depends on other industries and co-exists with other industries. Meanwhile, the development of tourism industry is also a highly comprehensive, complex and rigorous systematic project. Therefore, to deal with the problem of the tourism market, we should start from the demand of the tourism market and the real causes of the problem, and formulate feasible implementation plans. Only in this way can long-term management be realized. However, the current thinking of tourism management in China still remains in the era of planned

economy, which is characterized by "first, second, and third". For example, when it comes to the regulation of the tourism market, the first thing that comes to the mind of the tourism department is to strengthen personnel and focus on rectification, which may be effective in the short term. However, the problem will not disappear, because in the increasingly perfect market economy environment, any kind of tourism activity is the result of market behavior selection, It's the result of market demand, If tourists continue to be unable to get legitimate and guaranteed travel services, the problems exposed by the tourism market such as black cars and black guides will have reasons to continue to exist.

Fourth, the existing tourism management goals are purely economic goals, rather than sustainable development goals integrating economic prosperity, social equity and environmental friendliness. At present, the assessment of leading cadres by governments at all levels cannot be separated from economic growth. In order to realize their bright future, leading cadres invariably choose to do the work "as long as the economy can grow rapidly". Therefore, the tourism sector is no exception. The main objective of the tourism sector at all levels is to pursue the growth of tourist Numbers and tourism revenue. As for the overall increase in environmental damage and social costs resulting from this, which is not a major objective for tourism authorities at all levels, In fact, the final damage is the tourism industry's long-term growth target, from the long-term view, this tourism development model is not sustainable.

Fifthly, the present tourism management performance centers on the satisfaction of leaders, rather than on the satisfaction of tourists, which is the object served by the tourism administration agencies. The system lacks effective performance evaluation, and it is difficult to guarantee the benefit of tourism sector's input and output and enforcement. The government investment in the current tourism management system is a part of the public finance. In addition, there is a lack of effective supervision on government affairs, especially finance, and tourism bureaus at all levels are dependent on governments at all levels. Therefore, it is inevitable that a lot of current tourism management work in China will be carried out based on the will of the superior leaders, and the evaluation standard of each work will be based on whether the leaders are satisfied or not. Tourism departments of governments at all levels can hardly carry out their work in accordance with the reasonable needs of the development of the tourism industry, and it is difficult to judge each work by the criteria of whether tourists are satisfied or not. Therefore, some low-level and repeatedly constructed tourism projects will emerge as The Times require. It is difficult to achieve the optimal allocation of various resources required by the development of the tourism industry, and ultimately impossible to achieve the pareto optimal "lowest social cost and maximum social benefit".

4. Institutional Innovation of Government In Tourism Management

4.1 Incorporate the Basic Concepts of "New Public Management" and "Sustainable Development"

Since the two theories of sustainable development and new public management were put forward, they have been endowed with more and more ideological connotations. In view of the problems existing in the traditional urban management mode, there are four basic concepts. That is, the thought of multi-objective integrated development, the thought of participatory governance, the thought of enterprise-oriented government, and the thought of public strategic management^[6].

4.2 Construct A New Mode of Tourism Management

With the rapid development of China's economy, the disposable income of Chinese residents keeps increasing, and the focus of residents' consumption structure gradually shifts from material consumption to spiritual consumption. Tourism is increasingly shifting from luxury goods enjoyed by a few to mass goods consumed by a majority of the population. Tourism consumption is increasingly becoming a more important part of residents' lives. Tourism industry continues to grow and contribute to the national economy. However, with the change of internal and external environment facing the development of the tourism industry, the existing tourism management

mode can no longer effectively promote the further development of the tourism industry, so it is urgent to establish a new tourism management mode to adapt to it. Tourism management is an inseparable part of urban management. Based on the theory of new public management and sustainable development, we try to construct a new model of tourism management from four aspects: tourism management subject, tourism management object, tourism management process and tourism management goal^[7].

4.2.1 Tourism Management Subject "Tourism Management Organization Unit" with the Participation of Government, Enterprises and Society

From the perspective of tourism management, tourism management subjects need to be jointly participated by economic, social and environmental management departments. The existing tourism management bodies are only tourism administrative agencies at various levels, which are divided into four levels: national tourism administration, provincial tourism administration, municipal tourism administration, and county-level tourism administration. The tourism industry is a comprehensive industry involving "food, housing, travel, tourism, shopping, entertainment" and other industries. It is a driving force for the development of related industries. It is a cross-industry industry involving many aspects such as economy, society and environment. Therefore, the tourism management body is bound to include the economic, social and environmental management departments involved in various aspects of tourism elements, forming a comprehensive organizational unit. Similar to the tourism management organizations formed by multi-industry sectors in some developed countries, or similar in form to the tourism management committees adopted by some domestic cities. For ease of narration, let's call it "tourism management organization unit". According to the development needs of the tourism industry, the "tourism management organization unit" can give play to the advantages of multi-industry sectors and formulate multi-win public policies. To realize the maximization and optimization of the allocation of tourism factor resources and to avoid the public policy of unilateral profit made by a single department limited to its own interests^[8].

4.2.2 Cause-Oriented Precautionary Governance In The Tourism Management Process

The management process of the existing tourism management mode tends to focus on short-term effects, often paying too much attention to superficial articles, and failing to analyze the real causes of the problems calmly. often according to the results of the problem surface, to take a short time to suppress or temporarily eliminate the problem means and methods, Problems can still occur once the measures and methods adopted are removed, Sometimes even worse than before, and the management process of the new model of tourism management carefully analyzes the causes of the problem, According to the root causes of these problems, the idea of source prevention should be emphasized, the causes of the problems should be thoroughly understood, and measures should be taken to prevent the recurrence of the problems.

4.2.3 Three-Dimensional Integration of Economic, Social and Environmental Objectives of Tourism Management

The management goal of the current tourism management mode is mainly to pursue high economic indicators and high growth rate. Superficial prosperity, temporary image or political projects, that is, more from an economic perspective. Sometimes even from the perspective of personal gain and loss, it analyzes and solves the problems in the development of tourism industry. Furthermore, the pursuit of the economic interests of the current generation, or of the current government, this government or the tourism administration has little regard for whether it affects or even sacrifices the interests of future generations. Therefore, the management objectives of existing management models are often single, partial, one-sided, unsustainable and irrelevant to other objectives. The end result of development is often at the expense of the great interests of later generations or others in the present. For example, the ancient city tourism and the development of ancient town tourism, which started a few years ago, were vigorous and inspiring at that time. Part of the region's tourism economy achieved a brief glory, but after a few years, people look back and

find that more has been lost. Tourism development to the ancient buildings, local culture, ecological environment and other unrecoverable damage, compared with the original tourism development brought the small profits which is more important, do not talk to yourself^[9].

The management goal of the new mode of tourism management pursues the harmonious development of economy, society and environment, not the development of a single economic or social or environmental goal, but the long-term interests. Pareto optimality is a systematic, comprehensive, and sustainable approach that does not affect the interests of future generations or others. The ultimate goal is economic prosperity, social equity, and ecological friendliness.

4.2.4 Tourism Management Performance "Public Tourist Satisfaction" and "Lowest Social Cost And Maximum Social Benefit"

The current tourism management performance is leader-centered, and carries out various tasks around the tasks assigned by the leaders, regardless of social and economic costs. The starting point and direction of the work is whether the leaders are satisfied or not. Efficiency and effectiveness will take a back seat, Therefore, it is inevitable that there will be many political projects and image projects in cities. No matter whether the market demand, no matter whether the tourists accept, no matter whether the financial resources allow, as long as the leadership attention or have instructions, no matter how big the difficulties, each department also want to go all out, finally let the leadership satisfaction.

Tourism management performance is centered on public tourists. According to the requirements of government functions, it actively provides public services and public products that satisfy the public. But the main provider of public services or public goods is not necessarily the government. The new public management theory tells us that on the basis of competition, the government can follow the principle of maximizing corporate profits. Contracts are made with game players in the economy to buy public services and products from those who provide the best quality and lowest prices^[10].

Conclusion

Under the strong leadership of governments at all levels, the scale of the tourism industry continues to grow. The comprehensive reception level of urban tourism has been constantly improved, and people's consumption demand for tourism is booming. Tourism has increasingly become a part of Chinese residents' life. The contribution of the tourism industry to the national economy and social development is gradually emerging. The tourism industry has gradually evolved from the "department industry" of foreign affairs reception at the beginning of the reform and opening up to the "big industry" in the true sense. The development of the tourism industry is facing the internal and external environment is changing, the further development of the tourism industry urgently needs the corresponding new tourism management model.

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