

Applying the Cipp Model in Evaluating Policies Supporting Private Enterprise Development in Vietnam

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ABSTRACT: In the context of a socialist-oriented market economy and increasingly deep international integration, the private enterprise sector is increasingly asserting its important role in economic growth, job creation, and innovation promotion in Vietnam. To support the development of this sector, the State has issued many policies on credit, taxation, land, technological innovation, and improving the investment and business environment (Central Committee of the Communist Party of Vietnam, 2017). However, the evaluation of the effectiveness of policies supporting private enterprises remains limited, lacks a systematic approach, and does not fully reflect the practical impact of these policies. This article focuses on analyzing the applicability of the CIPP (Context – Input – Process – Product) model in evaluating policies supporting the development of private enterprises in Vietnam. Based on a theoretical analysis of the CIPP model and the practical application of policies supporting private enterprises, this article points out the advantages of this model in comprehensively evaluating the policy context, input resources, implementation process, and output results of public policies (Stufflebeam, 2003). At the same time, the article proposes several solutions to improve the effectiveness of applying the CIPP model in evaluating policies supporting the development of private enterprises in Vietnam today. The findings indicate that the CIPP model enables a comprehensive evaluation of policy design, implementation capacity, governance effectiveness, and policy outcomes in supporting private enterprise development in Vietnam. The study also contributes to improving evidence-based policy evaluation and enhancing public governance in the context of administrative reform and digital transformation.

KEYWORDS: CIPP model, policy evaluation, private enterprises, public administration, policy support.

1. INTRODUCTION

The private sector is currently one of the important driving forces of the Vietnamese economy. Resolution No. 10-NQ/TW of 2017 by the Central Committee of the Communist Party of Vietnam identifies the development of the private sector as an important driving force of the socialist-oriented market economy (Central Committee of the Communist Party of Vietnam, 2017). In recent years, the State has implemented many policies to support private enterprises such as tax incentives, credit support, administrative procedure reform, support for innovation and digital transformation (Government, 2020).

However, the effectiveness of implementing policies to support private enterprises still has many limitations such as uneven access to policies, complex support procedures, limited coordination among management agencies, and a lack of a comprehensive policy evaluation mechanism (Nguyen Thi Hong Hai, 2021). In this context, the need for innovation in public policy evaluation methods becomes essential to improve the quality of policy planning and implementation.

The CIPP model, proposed by Daniel L. Stufflebeam, is considered one of the modern and comprehensive evaluation tools capable of supporting state management agencies in fully assessing the policy context, implementation resources, implementation process, and achieved results (Stufflebeam, 2003). Applying the CIPP model to evaluating policies supporting private enterprise development is of significant importance in improving the effectiveness of state management and perfecting public policy in Vietnam.

This article argues that the CIPP model is particularly suitable for the current public administration context in Vietnam because it not only focuses on evaluating the final results of a policy but also allows for the evaluation of the entire policy cycle, from design and resource allocation to implementation and the practical impact of the policy. In the context of Vietnam's ongoing administrative reform, digital transformation, and the development of a modern national governance system, applying the CIPP model can contribute to improving the quality of evidence-based policy evaluation, enhancing transparency, and increasing accountability of state management agencies.

Although numerous studies have been conducted on policies supporting private enterprises and public policy evaluation, current research primarily focuses on analyzing policy content or evaluating implementation effectiveness in individual sectors. The application of the CIPP model in comprehensively evaluating policies supporting private enterprise development in Vietnam has

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not yet been fully studied. Therefore, this paper focuses on developing a framework for applying the CIPP model to contribute to the improvement of policy evaluation activities.

2. RESEARCH METHODOLOGY

This article uses qualitative research methods based on legal text analysis, secondary document synthesis, and public policy analysis. The documents used include Party resolutions, legal documents, reports of state management agencies, research works related to public policy evaluation, and the CIPP model.

In addition, the article applies Stufflebeam's CIPP model to build a framework for evaluating policies supporting the development of private enterprises in Vietnam through four groups of criteria: policy context (Context), input resources (Input), implementation process (Process), and output results (Product). The analytical, comparative, and contrasting methods are used to clarify the appropriateness and effectiveness of policies supporting private enterprises in the current period.

Based on the CIPP model, the research builds an analytical framework consisting of four main groups of variables: (1) the appropriateness of policies supporting private enterprises; (2) resources ensuring policy implementation; (3) effectiveness of policy implementation; and (4) impact of the policy on private enterprise development. This analytical framework is used as the basis for evaluating the effectiveness of policies supporting private enterprises in Vietnam today.

3. OVERVIEW OF THE CIPP MODEL AND POLICIES SUPPORTING PRIVATE ENTERPRISE DEVELOPMENT

3.1. Overview of the CIPP Model

The CIPP model was developed by Daniel L. Stufflebeam in the late 1960s to serve the evaluation of educational programs and was later expanded to be applied in the evaluation of public policy, public administration, and development management (Stufflebeam, 2003). Unlike traditional evaluation models that only focus on the final outcome, the CIPP model approaches evaluation in a comprehensive and continuous manner, including evaluation of context, input, process, and output. A key advantage of the CIPP model is that it not only assesses the ultimate effectiveness of a policy but also provides a basis for identifying the causes of limitations at each stage of policy implementation. This is particularly relevant to public policy evaluation in the context of modern governance, where the requirement is not only to measure results but also to ensure transparency, effectiveness, and the ability to adjust policies during implementation.

For policies supporting the development of private enterprises, the CIPP model allows for a comprehensive assessment, from the support needs of businesses, the resources available for policy implementation, the effectiveness of the implementation mechanism, to the actual impact of the policy on the development of the private sector. This is an important basis for state management agencies to improve policies and enhance the quality of public governance in the context of Vietnam's socialist-oriented market economy.

3.2. Policies Supporting the Development of Private Enterprises in Vietnam

In recent years, the Vietnamese government has issued many policies to promote the development of private enterprises. The Law on Supporting Small and Medium-Sized Enterprises in 2017 stipulates policies supporting access to credit, tax support, production facilities, technology, human resources, and market information (National Assembly, 2017).

Government Resolution No. 68/NQ-CP of 2020 on reducing and simplifying regulations related to business activities has contributed to improving the investment and business environment and reducing compliance costs for businesses (Government, 2020).

In addition, many programs supporting digital transformation, innovation, and creative entrepreneurship have been implemented to enhance the competitiveness of private enterprises in the context of international integration (Tran Anh Tuan, 2023).

3.3. Framework for Applying the CIPP Model in Evaluating Policies Supporting Private Enterprises

Based on Stufflebeam's (2003) CIPP model, the evaluation of policies supporting the development of private enterprises can be implemented through four basic content groups: policy context, policy inputs, policy implementation process, and policy outputs. For context evaluation, the focus is on examining the policy's suitability to the private economic development strategy, its ability to meet the practical needs of businesses, and its adaptability to the context of international economic integration, digital transformation, and state administrative reform. For input evaluation, it is necessary to analyze the resources serving policy implementation such as budget support, the quality of implementing staff, technological infrastructure, and coordination mechanisms between state management agencies. In evaluating the implementation process, key criteria include the openness and transparency of administrative procedures, the accessibility of policies for businesses, the effectiveness of inter-sectoral coordination, and the level of business satisfaction with government support activities. Finally, evaluating the outputs focuses on examining the actual impact of the policy through indicators such as the number of newly established businesses, revenue growth rate, job creation capacity, innovation capacity, and the contribution of the private sector to GDP growth and the state budget. Applying this system of criteria promotes a more comprehensive, systematic, and appropriate evaluation of policies supporting private businesses, aligning with the requirements of modern public administration.

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4. APPLYING THE CIPP MODEL IN EVALUATING POLICIES SUPPORTING PRIVATE ENTERPRISE DEVELOPMENT

4.1. Context Assessment

Context assessment helps determine the appropriateness of policies supporting private enterprises to the socio-economic conditions and practical needs of businesses.

In the context of Vietnam's economy being affected by digital transformation, international economic integration, and global competition, private enterprises face many difficulties such as limitations in capital, technology, management capacity, and the quality of human resources (National Academy of Public Administration, 2021). Context assessment helps management agencies correctly identify the support needs of businesses to develop appropriate policies.

In addition, context assessment also helps analyze the impact of the legal environment, administrative reforms, and the stability of policies on the operation of private enterprises (Vo Kim Son, 2020).

4.2. Input Assessment

Input assessment focuses on analyzing the resources and conditions ensuring the implementation of policies supporting private enterprises.

Assessment contents include financial resources, budget allocation mechanisms, the quality of policy-implementing staff, information technology infrastructure, and coordination mechanisms between state management agencies (Nguyen Minh Phuong, 2022).

In practice, many policies supporting enterprises have not been effective due to dispersed resources, lack of coordination, or failure to meet the actual needs of enterprises (Pham Thi Giang Thu, 2021). Therefore, applying the CIPP model helps assess the feasibility and appropriateness of input resources before policy implementation.

4.3. Evaluation of Implementation Process

Process evaluation aims to monitor and analyze the implementation of policies in practice.

For policies supporting private enterprises, process evaluation should focus on aspects such as the level of transparency of administrative procedures; the accessibility of policies for businesses; the effectiveness of coordination between management agencies; and the level of satisfaction of businesses (Nguyen Thi Hong Hai, 2021).

Currently, many small and medium-sized enterprises still face difficulties in accessing support policies due to complex procedures, lack of information, or lengthy processing times (Tran Thi Hanh, 2022). This shows the need to strengthen monitoring and evaluation of policy implementation to promptly address emerging shortcomings.

4.4. Evaluation of Results

Evaluating results is an important aspect in determining the extent to which the objectives of policies supporting private enterprises have been achieved.

Evaluation criteria may include the number of newly established businesses, access to capital, level of technological innovation, competitiveness, and the contribution of the private sector to GDP growth and job creation (Central Committee of the Communist Party of Vietnam, 2017).

Through evaluating results, state management agencies can determine the actual effectiveness of policies, and at the same time, provide a basis for revising and improving policies in the next phase (Nguyen Dang Thanh, 2020).

In recent years, the private sector has played an increasingly important role in the Vietnamese economy. According to the General Statistics Office, in 2023, there were approximately 921,000 active businesses nationwide, of which non-state enterprises accounted for over 96% of the total number of active businesses in the economy. The private sector currently contributes about 42% of GDP and creates jobs for about 85% of the workforce outside the state sector. Notably, small and medium-sized enterprises (SMEs) account for approximately 97% of the total number of businesses, reflecting the main characteristics of the private sector in Vietnam today: small scale, limited financial capacity, and low resilience to market fluctuations (Ministry of Planning and Investment, 2023). Besides their significant contributions to economic growth, the private sector still faces many difficulties in accessing credit, land, digital transformation, and technological innovation. The 2023 Provincial Competitiveness Index (PCI) report by the Vietnam Chamber of Commerce and Industry (VCCI) shows that over 58% of surveyed businesses believe administrative procedures are still complicated, while about 37% of businesses have difficulty accessing information on support policies. This practice shows that although the system of policies supporting private enterprises has been gradually improved, the effectiveness of policy implementation in practice still lags significantly behind the set goals. This is also an important basis for demonstrating the necessity of applying modern policy evaluation models such as CIPP to improve the effectiveness of state management of the private enterprise sector in the current context.

Practice in some localities shows that the effectiveness of policies supporting private enterprises varies significantly depending on the governance capacity and the level of administrative reform of the local government. According to the PCI Report 2023, localities with high administrative reform and digital transformation indices such as Quang Ninh, Hai Phong, and Dong Thap often have

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higher levels of business satisfaction with business support activities and the investment and business environment (VCCI & USAID, 2023). The research findings reflect that the effectiveness of policies supporting private enterprises depends not only on the quality of policy design at the central level but also on the capacity for policy implementation and coordination at the local level. From the perspective of the CIPP model, this is an important basis for affirming the need to strengthen the evaluation of policy implementation processes and public governance capacity in supporting private enterprises in Vietnam today.

4.5. Practical Assessment of Policies Supporting Private Enterprises According to the CIPP Model

The application of the CIPP model shows that policies supporting the development of private enterprises in Vietnam have achieved many positive results, but still have many limitations in both policy design and implementation.

From a policy context perspective, the issuance of Resolution No. 10-NQ/TW in 2017 created a significant shift in the understanding of the role of the private economy in the socialist-oriented market economy. However, the institutional environment for private enterprises still suffers from instability and low predictability in some areas such as land, taxation, and access to credit. This significantly affects the proactiveness of enterprises in investment and expansion of production and business activities.

Regarding policy input, although the State has issued many programs to support small and medium-sized enterprises, the support resources are still scattered and lack focus. Current support policies mainly focus on administrative procedures, while policies supporting technological innovation, improving governance capacity, and digital transformation have not yet met the practical needs of businesses. Furthermore, disparities in development conditions between localities reduce the effectiveness of policy resource allocation.

From a process perspective, administrative reform and digital transformation have facilitated businesses' access to public services. However, policy implementation in many localities remains largely superficial, lacking independent monitoring mechanisms and effective coordination among state management agencies. Some business support policies have low disbursement rates or are difficult to access due to complex procedures.

Regarding outputs, the private sector has experienced strong growth in both the number of businesses and its contribution to GDP. However, the quality of private enterprise development is not yet truly sustainable. The majority of private enterprises in Vietnam remain small and medium-sized, with limited innovation capacity and low ability to participate in global value chains. This indicates that while policies supporting private enterprises have created momentum for development, they have not yet brought about a significant transformation in the long-term competitiveness of the private sector.

One of the important reasons for the limitations in the effectiveness of policies supporting private enterprises is the lack of synchronization between policy design and policy implementation capacity. In many cases, policies are designed to be comprehensive but lack specific implementation mechanisms, leading to a situation where policies exist legally but are difficult to implement effectively in practice. Furthermore, the coordination mechanism between state management agencies in supporting enterprises is still administrative in nature, lacks data interconnection, and has not yet formed an evidence-based policy evaluation system.

Another notable issue is that the current policy evaluation of private enterprise support in Vietnam remains heavily bureaucratic and focuses more on summarizing implementation results than on assessing policy impacts. In many cases, the evaluation primarily serves management reporting requirements and has not truly become a tool for evidence-based policy adjustments. This reduces the ability to promptly identify shortcomings in policy implementation and affects the effectiveness of public governance for the private sector.

4.6. Discussion

The research results show that the CIPP model has the potential to be effectively applied in evaluating policies supporting the development of private enterprises in Vietnam. Compared to the traditional evaluation approach, which mainly focuses on the policy outputs, the CIPP model allows for the evaluation of the entire policy cycle, from needs assessment, resource mobilization, implementation, to policy impact assessment. This helps public policy evaluation not only determine the success of the policy but also clarify the causes of limitations in each implementation stage.

The analysis results also reveal a noteworthy issue: the gap between policy objectives and policy implementation effectiveness for private enterprises in Vietnam remains quite large. While a relatively comprehensive system of policies supporting enterprises has been issued, the effectiveness of policy access for small and medium-sized enterprises (SMEs) remains limited. This reflects a common reality in public administration in Vietnam today, where the quality of policy design is not closely linked to the capacity for policy implementation at the local level.

Furthermore, the study shows that the CIPP model is particularly suitable for the context of transitioning from a traditional administrative management model to modern public administration in Vietnam. Through the simultaneous assessment of the context, inputs, processes, and outcomes of policies, this model contributes to enhancing accountability, transparency, and the ability to adjust policies during implementation. This is a crucial requirement in the context of Vietnam promoting digital transformation, administrative reform, and building a modern national governance system.

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However, the application of the CIPP model in the practice of state management in Vietnam still faces many difficulties, such as a lack of synchronized policy data, limitations in inter-sectoral coordination mechanisms, and a lack of an independent policy evaluation system. This shows that to improve the effectiveness of public policy evaluation, it is necessary to simultaneously innovate both public governance methods and the policy analysis capacity of state management officials.

The research results also show that applying the CIPP model is not only significant in evaluating policies supporting private enterprises but also reflects the trend of shifting from traditional administrative management to modern public governance in Vietnam. In the new governance model, policy effectiveness is not only evaluated through economic results but also must consider the extent to which it meets social needs, transparency, accountability, and the ability to adjust policies during implementation. This shows that public policy evaluation should be considered a central component of modern national governance, not just an activity supporting administrative management.

A noteworthy point is that the CIPP model differs significantly from traditional policy evaluation methods, which often focus on measuring the output or economic effectiveness of policies. Meanwhile, the CIPP model approaches evaluation activities from a modern public governance perspective, emphasizing the linkage between policy design, implementation capacity, and governance effectiveness. This is particularly suitable for the current context of Vietnam, where many public policies do not encounter limitations at the issuance stage but mainly arise from shortcomings in the implementation and coordination of policies among state management agencies.

Despite its many advantages in evaluating public policies, the CIPP model also has certain limitations. Implementing this model requires a comprehensive data system, an effective inter-sectoral coordination mechanism, and relatively high policy analysis capacity from state management officials. Given the limited data resources and policy evaluation capacity in many localities in Vietnam, the full application of the CIPP model in practice may face difficulties. However, considering the current demands for improving public governance quality and building evidence-based policies, the CIPP model remains one of the most suitable and feasible approaches for evaluating public policies in Vietnam.

From a public governance theory perspective, applying the CIPP model to evaluate policies supporting private enterprises reflects a shift from traditional public management models to results- and evidence-based public governance. In this approach, evaluation not only aims to check the extent to which policy objectives are achieved but also serves as a policy learning mechanism, supporting policy adjustments and enhancing the adaptability of the state management apparatus to changes in the socio-economic environment. This is also one of the core requirements of modern national governance in the context of digital transformation and international integration today.

5. SOME SOLUTIONS TO IMPROVE THE EFFECTIVENESS OF APPLYING THE CIPP MODEL IN EVALUATING POLICIES SUPPORTING PRIVATE ENTERPRISES

First, it is necessary to institutionalize public policy evaluation activities in the process of developing and implementing policies supporting private enterprises. Currently, policy evaluation activities in Vietnam mainly focus on administrative summaries and have not yet formed an independent, regular, and evidence-based evaluation mechanism. Therefore, it is necessary to build a legal framework that specifically regulates evaluation criteria, evaluation responsibilities, and mechanisms for publicly disclosing policy evaluation results to enhance transparency and the effectiveness of state management.

Second, it is necessary to build a unified digital data system to serve the evaluation of policies supporting private enterprises. Currently, data related to businesses is scattered among many different management agencies such as tax authorities, business registration agencies, social insurance agencies, and statistical agencies. This reduces the ability to monitor and evaluate policy effectiveness in real time. Building an integrated database not only contributes to improving the quality of policy evaluation but also supports evidence-based decision-making in modern public administration.

Third, strengthening the capacity of policy evaluation staff, especially in data analysis skills, impact assessment, and modern public administration (Vo Kim Son, 2020).

Fourth, promoting the participation of businesses and social organizations in policy evaluation activities to ensure objectivity and accurately reflect practical needs (National Academy of Public Administration, 2021).

Fifth, applying digital technology and artificial intelligence in data collection, processing, and analysis to support policy evaluation activities for private enterprises (Tran Anh Tuan, 2023).

Sixth, establishing an independent policy evaluation mechanism for programs supporting private enterprises. Currently, policy evaluations are primarily conducted by the policy-making or policy-implementing agencies, making objectivity difficult to guarantee. Therefore, it is necessary to strengthen the role of research organizations, business associations, and training institutions in policy evaluation to enhance transparency and the quality of public policy critique.

Seventh, it is necessary to gradually build a culture of policy evaluation in state management activities. Currently, policy evaluation in Vietnam is mainly carried out after policies have been issued and is often administrative in nature. Meanwhile, modern public administration requires evaluation to be conducted regularly throughout the entire policy cycle to promptly identify shortcomings

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and adjust policies based on practical evidence. The formation of a culture of policy evaluation will not only contribute to improving the quality of public administration but also promote transparency and accountability of state management agencies.

Eighth, policy evaluation activities supporting private enterprises need to be linked to the process of building a modern national governance system. In the context of current digital transformation and administrative reform, policy evaluation should not only function to check implementation effectiveness but should also become a tool to support strategic policy planning, coordinate inter-sectoral governance, and enhance the adaptability of the state apparatus to socio-economic changes. This is also an important condition for promoting data-driven and evidence-based public governance in the process of developing a socialist-oriented market economy in Vietnam.

Ninth, there needs to be a shift from a policy evaluation mindset focused on administrative inspection to an approach that serves modern public governance. In many cases, policy evaluation activities in Vietnam currently still mainly serve reporting and internal audit requirements rather than supporting real-time policy adjustments. Meanwhile, modern public administration requires that evaluation activities become tools to support strategic planning, policy risk management, and enhance the adaptability of the state apparatus to the rapid changes in the socio-economic environment.

Tenth, it is necessary to strengthen the linkages between state management agencies, training institutions, and research organizations in public policy evaluation activities. Building a network for research and sharing policy evaluation data not only contributes to improving the quality of policy analysis but also promotes policy learning and the dissemination of modern public administration knowledge within the state administrative system. This is an important condition for the formation of a knowledge- and evidence-based public administration system in Vietnam today.

5.1. Limitations of the Study

The study primarily uses qualitative analysis based on secondary documents, thus failing to fully reflect the differences in policy implementation effectiveness among different localities and business groups. Furthermore, the study did not conduct empirical surveys of private enterprises and state management agencies. This is a gap that needs further research in the future to improve the empirical basis and applicability of the CIPP model in evaluating public policies in Vietnam.

5.2. Policy Implications

The research results show a need for a strong shift from an administrative approach to supporting businesses to a modern public governance approach based on policy effectiveness and the practical needs of businesses. Applying the CIPP model not only contributes to improving the quality of policy evaluation but also helps to form an evidence-based policy governance mechanism, enhancing transparency and accountability in state management of the private business sector.

6. CONCLUSION

The CIPP model is a systematic and highly applicable policy evaluation tool in modern public administration. Applying this model to evaluate policies supporting private enterprise development not only contributes to assessing policy effectiveness at the final stage but also allows for the identification of limitations in the policy formulation and implementation process.

The research results show that the CIPP model can support state management agencies in building a comprehensive policy evaluation mechanism based on four groups of factors: context, resources, implementation process, and outputs. This is an important basis for improving the quality of policy planning, enhancing the effectiveness of state management, and promoting the development of the private enterprise sector in the context of digital transformation and international integration today.

In the future, it is necessary to continue improving the data system serving policy evaluation, enhancing the capacity of the evaluation staff, and strengthening the independent monitoring mechanism to ensure that public policy evaluation truly becomes an effective tool supporting the process of modern national governance.

The research makes three main contributions to the field of state management and public policy evaluation in Vietnam. Firstly, the research contributes to systematizing the theoretical basis for applying the CIPP model in public policy evaluation according to a modern public governance approach. Secondly, the research proposes a framework of criteria for evaluating policies supporting the development of private enterprises based on the four components of the CIPP model, thereby contributing to improving the systematic nature and applicability of public policy evaluation activities. Thirdly, the study clarifies the relationship between the effectiveness of policies supporting private enterprises and public governance capacity, accountability, and evidence-based policy adjustment capabilities in the context of administrative reform and digital transformation in Vietnam today.

In the context of the increasingly urgent need for national governance innovation and improved quality of public policies, reforming policy evaluation methods is no longer a technical requirement but has become an institutional and national governance requirement. Applying the CIPP model in evaluating policies supporting private enterprises not only contributes to improving the effectiveness of public policies but also promotes the transition from a traditional administrative management model to modern public governance in Vietnam today.

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In the long term, perfecting the policy evaluation mechanism based on the CIPP model is not only significant for policies supporting private enterprises but can also be extended to many other areas of state management such as education, health, digital transformation, and administrative reform. This contributes to the formation of a modern public governance system based on data, evidence, and policy effectiveness in the national development process in Vietnam.

This also provides an important foundation for further research on building a public policy evaluation system based on data and evidence in the modernization of national governance in Vietnam.

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