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**EUROPEAN EXPERIENCE OF STATE REGULATION
OF TOURISM DEVELOPMENT AND MODELS
OF ITS IMPLEMENTATION**

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The article is concerned with peculiarities of state regulation of tourism industry in European Union countries on modernization of national system of tourism development. It was analyzed the authorities and formation peculiarities of state and local government in the context of tourism regulation and resorts activities by the example of European Union. Based on foreign models of state regulation of tourism development it has been suggested to implement approaches on improvement of tourism management in Ukraine and activation of inbound and outbound tourism development.

World experience that shows the role of the state in tourism activity organization could be divided into three models of state participation in the regulation of this crucial part of the national economy within the context of new approaches search to development of national policy in tourism and resort fields.

The first model assumes absence of the central governmental authority of tourism regulation, all issues are resolved at the local level by the principle of market self-regulation. This type of model is applied in the countries where tourism doesn't play an important role for national economy.

The second model is about existence of national central authority of tourism regulation. Such model type demands considerable financial investments into tourist infrastructure development, promotion of the national tourist product, etc. This model is used by the countries where tourism is a crucial field, that brings a significant return to the state budget.

The third one provides functioning of specialized structure of tourism regulation as a part of the multispectral ministry. This model is used by the majority of the European countries.

Majority of EU countries pay immense attention to cooperation between state tourist authorities orientation with public institutions in the implementation of supervisory and regulatory functions. Although the forms of cooperation are slightly

different and there is no unified model, but the main principles of such work consist in creation of separate organizations that unite efforts of state authorities and public organizations, associations and other unions in tourism sector.

Intensification of priority development for inbound and outbound tourism of Ukraine in its regions is possible in case of implementation of additional stimulate tools for national tourism development and substantive progress of state policy determination.

Key words: state regulation, tourism activity, state authorities, local government, models development, European experience

Volczetskij R.V. Europejskie doświadczenie regulacji stanu rozwoju turystyki oraz wprowadzenie jej modelu na Ukrainie

W artykule omówiono osobliwości regulacji stanu sektora turystycznego w Unii Europejskiej dla modernizacji krajowego systemu rozwoju turystyki. Analizowane uprawnienia i funkcje władz państwowych i lokalnych w regulacji sektora turystyki oraz działalności kurortów na przykładzie krajów Wspólnoty Europejskiej.

Na podstawie europejskich modeli regulacji rozwoju turystyki zaproponowano podejścia do poprawy zarządzania turystyką na Ukrainie oraz rozwoju turystyki krajowej.

Słowa kluczowe: regulacja państwowa, działalność turystyczna, doświadczenie międzynarodowe.

Волчецький Р.В. Європейський досвід державного регулювання розвитку сфери туризму та моделі його впровадження в Україні

У статті розглядаються особливості державного регулювання туристичної сфери в країнах Європейського Союзу щодо модернізації національної системи розвитку туризму. Проаналізовано повноваження та особливості формування органів державної та місцевої влади в регулюванні туристичної сфери та діяльності курортів на прикладі країн Європейського співтовариства. На основі зарубіжних моделей державного регулювання розвитку туризму запропоновано впровадження підходів з удосконалення управління туризмом в Україні та активізації розвитку внутрішнього та в'їзного туризму.

Ключові слова: державне регулювання, туристична діяльність, державні органи, місцева влада, моделі розвитку, Європейський досвід.

Волчецкий Р.В. Европейский опыт государственного регулирования развития сферы туризма и модели его внедрения в Украине

В статье рассматриваются особенности государственного регулирования туристической сферы в странах Европейского Союза для модернизации национальной системы развития туризма. Проанализирова-

seeva, N. Antonyuk, M. Boruschak, O. Guslyakova, A. Zakharova, I. Kravchuk, O. Kraevska, V. Kravtsiv, V. Matsola, O. Muzychenko-Kozlovska, S. Tsokhla.

Statement of research objectives

The aim of the article is to determine the specifics of state regulation of tourism in the European Union, study of foreign models of development management of tourism and development of appropriate methodological approaches for improving of state regulation of tourism and resorts in Ukraine.

Results

State regulation system of the tourism sector has significant differences depending on political and economic stability of the countries, the role of tourism in its economy, the level of tourism attraction, presence of unique natural and cultural resources, potential of domestic tourism market, availability of tourist resources for its own and foreign tourists investment, scales into tourism sector.

We suggest to consider some examples of EU implementation peculiarities of diverse state regulation options of tourism industry.

In Bulgaria, the issue of tourism and resorts refers to the authority of the Ministry of Tourism of Bulgaria. According to this point, all the acts of tourism and resorts have necessarily been agreed with tourist associations of the country. The main principles of laws and regulations basis development of tourism activities in Bulgaria are: compliance with the European Union standards; active dialogue between specialized central authorities – the Ministry of Tourism and leading tourism associations; public discussion of draft regulations [5].

In Great Britain, British Tourist Authority (BTA) is an authority that performs functions in creation of national tourist image. According to the law “On tourism development”, this authority has a status of non-departmental public body, that reports to Department for Culture, Media and Sport. Besides, British Tourist Authority has to encourage tourism economics development of the country.

Supervisory and regulatory functions on British Tourist Authority activities provide the Ministry of culture, mass media and sport within the limits of the competence and the Ministry of business, innovations and skills in economics within tourism industry.

Public institutions cooperate with British Tourist Authority on consultative and advisory basis. Supervising functions of these organizations are not effected this authority.

The main state institution in tourism regulation of in the country is Greek National Tourism Organization (EOT), which is under the charge of the Ministry of Culture and Tourism and has 27 offices in 21 countries. Mentioned institution performs in regulatory and supervisory functions by adopting regulations on

licensing tourist or hotel activities, sanitary requirements, employment, etc. [4].

Furthermore, Representative office of tourist labor unions (SETE) operates in Greece as well, is a national industry association of travel agencies. The main aim of this organization is quality and competitiveness improvement of tourism services, balanced development of tourism within preservation of cultural sights and environment, promotion of Greek culture.

SETE functions include presentation of economic, social and ecological interests of tourism industry in central and local government, public and private organizations; providing information to government, state authorities and business communities about international tourism market development; promotion of cooperation between public and private sectors and enforcement of business principles within national and international organizations; establishment of partnerships between different fields of tourism and between tourism and other sectors of the economy; creation and promotion of information about tourism development in Greece; cooperation with Greek and international research centers on tourism and the economy [3].

The tourist activity on the national level in Spain is regulated by the Law "On competitiveness in the tourism sector" and Decree «On the activities of private tourism enterprises» of January 14, 1965. Besides national law each of 17 autonomous regions has its own legislation in tourism industry, principal provisions of which correspond to the mentioned law.

Issues of tourism industry are regulated by State Secretariat for Tourism in Spain that is under the charge of the Ministry of Industry, Energy and Tourism. Except State Secretariat for Tourism, the other organizations are governed by the Ministry of Industry, Energy and Tourism, such as: Central Directorate of Tourism, deals with administrative issues and formulates general directions of state policy in tourism business; network of "Paradores" hotels, which consists of 83 hotels that represent historical heritage; two exhibition and congress centers that are located in Madrid and Malaga, and Spanish Institute of Tourism "Turespana", which is responsible for promotion of Spanish tourism product abroad.

Powers and authority of the Ministry are limited. Such important issues as services certification, licensing, strategy development of tourism industry are under the charge of local authorities, in order to coordinate the activities of these organizations, Council for Tourism Development was established in Spain in 2005, which consists of representatives from all levels of government and private business. In most cases the decisions of the Council are advisory rather than mandatory.

Department for the development and competitiveness of tourism in Italy (Dipartimento per lo Sviluppo e la Competitivita del Turismo) is a state author-

ity, that is responsible for tourism issues, part of Prime Minister's Office and report to the Italian Ministry of Tourism.

The Department performs the following functions:

- developing and approving of national tourism policy in coordination with administrations of regions and autonomous provinces;
- conducting activities for tourism development, including planning performance and structural funds management;
- controlling of ENIT (Italian National Agency for Tourism), ACI (Italian Automobile Club) and CAI (Italian alpine club);
- assistance providing and taking the steps to stimulate various national tourism directions; investments promotion in Italian tourist projects as in Italy as abroad;
- issuing of certificates and permits for foreign enterprises and entrepreneurs that work in the field of tourism;
- ensuring of international relations in tourism field with international organizations and take part in development and adoption of adequate EU legislation [7].

ENIT (Ente Nazionale Italiano per il Turismo) works under above mentioned Department. Representatives of the regional authorities, including specialized agencies and associations are the members of the executive council of the Agency.

ENIT in coordination with regional agencies and specialized associations promote Italy as a tourist destination with its rich natural and cultural heritage, providing researches and publications, developing marketing and promotion strategy aimed to support Italian tourism industry.

Beyond that, interests of provinces and municipalities tourism industry are represented in ENIT by units of industrialists and entrepreneurs national unions – UPI (Unione delle Province Italiane) and ANCI (Associazione Nazionale dei Comuni Italiani), that involve in development of measures designing in quality of tourism services improvement and stimulating of tourists quantity growth to Italian regions.

Range of federations and associations also work within structure of tourism authorities on the national level, such as Federturismo (Confindustria), Confturismo (Confcommercio) and Assoturismo (Confesercenti). Main functions of these unions are: representing the interests of enterprises and entrepreneurs of the tourism industry, information promotion and communication of relevant issues, training and educational programs, promotion of cultural and business connections in the field of tourism, initiatives support to ensure sustainable development in tourism area.

There aren't any supervisory and regulatory authorities in the field of tourism and resorts common with public institutions in Denmark. Functions of state regulation of the sphere assigned to the Ministry of business and growth of Denmark. Instead, public supervision of government agencies, including the tourism sector, based on the principle of «open government», the foundations of which were laid in April 2009 with the adoption of a political agreement between the government and key countries with the political forces of the Parliament of Denmark.

In particular, the provisions of this agreement defines the obligations of heads of central executive bodies to publish information on a monthly basis (no later than 8 numbers) about the done work and financing expenses, the received gifts, held public events. In addition, 1 January 2014 the Danish act No. 606 «About open government» was adopted, it is designed to strengthen public awareness of the peculiarities of the state apparatus, as well as to ensure control over the legality and liability of such activity from the media and the public.

The law provides access to information on the characteristics of the document flow, archiving and review of specific Central Executive bodies of citizens and the press. In addition, the Law also specifies the kind of information that a specific authority is required to post on their web site [8].

The organization, which is responsible for the implementation of the national policy of Estonia in the field of tourism is the Center of tourism development (CTD).

It is a part of the network of the Foundation for Enterprise Development (FED), which develops business and regional policy in Estonia. It is one of the largest institutions of the state support. The main activities of the CTD are : the marketing of Estonia as a place for tourism; coordination of tourism development programs; coordination of studies and research on tourism; business consultation in the areas of research, marketing, development of products and services, staff training in the field of tourism; development and coordination of the system in the field of tourism information of Estonia; development of international cooperation.

CTD collaborates with businesses and NGOs, as well as a number of administrative agencies, funds and inspections to ensure an enabling environment for tourism development in Estonia. Tourism development at non-governmental organizations is engaged in Estonian Union of travel companies, Estonian Hotel and Restaurant Association Estonian Spa Association and Tourism Association. There is the Estonian Union of travel companies (EUTC) - a voluntary association of travel agencies, transport companies operating in tourism, hotels, insurance companies and foreign travel companies in the country.

EUTC is created for the purpose of improving the services of the tourist nature and increase the profits of all entrepreneurs operating in the tourist market of Estonia. The EUTC includes 72 members, of which 51 are full-fledged and 21 are associate members.

The main objectives and activities of EUTC is holding tourist exhibitions and fairs; developing a common position on tourism development; proposals for the development of public policy in this area; presenting and promoting the interests of their activities; protect the interests of member firms EUTC; facilitating new business contacts with Estonian and foreign partners; collecting and normalization of information in the field of tourism; assistance in shaping the reputation of the member firms EUTC. The highest body of EUTC is the Council. Each member of EUTC delegates to the Council one representative. The representatives elect a President and members of the Board of Directors every two years. Regular Council meetings are held twice a year.

Between the meetings of the Council the working of EUTC is governed by a board of directors which appoints the Secretary General. The Board of Directors decides EUTC current issues and problems that require a meeting of the Council. Secretary General organizes ongoing work of EUTC, represents EUTC relations with national and international organizations and companies [5].

After reformatted government approval on December 2014 in Romania, National Administration of Tourism became a part of the Ministry of Economy, which coordinates the full range of activities in the field of tourism, including promotion of tourism in Romania. For this purpose, at the cost of EU funds attraction it was launched operational regional program «Promotion of tourism potential and creation of the necessary infrastructure in order to increase the attractiveness of Romania», within this program having a EU membership (since 2007) was received 120 mln. Euro.

Law No.58 of August 21, 1998 “On organization and implementation of tourism in Romania” is a Framework Legislative Act in the field of tourism services (with further changes and additions).

It is permitted to found non-profit organizations and professional, scientific, cultural, religious or social associations. Mentioned associations and organizations can provide travel services to its members for their exclusive account [6].

Conclusions

World experience that shows the role of the state in tourism activity organization could be divided into three models of state participation in the regulation of this crucial part of the national economy within the context of new approaches search to development of national policy in tourism and resort fields.

The first model assumes absence of the central governmental authority of tourism regulation, all issues are resolved at the local level by the principle of market self-regulation. This type of model is applied in the countries where tourism doesn't play an important role for national economy or vice versa - tourism reached the highest level of development, that doesn't demand the governmental interference.

The second model is about existence of national central authority of tourism regulation. For instance, the ministry for controlling the activities of the tourism entities of the country. Such model type demands considerable financial investments into tourist infrastructure development, promotion of the national tourist product, etc. This model is used by the countries where tourism is a crucial field, that brings a significant return to the state budget.

The third one provides functioning of specialized structure of tourism regulation as a part of the multispectral ministry. This model is used by the majority of the European countries [2].

Analyzing the above mentioned information concerning relevant European experience, we can put in a nutshell that the majority of EU countries pay immense attention to cooperation between state tourist authorities orientation with public institutions in the implementation of supervisory and regulatory functions. Although the forms of cooperation are slightly different and there is no unified model, but the main principles of such work consist in creation of separate organizations that unite efforts of state authorities and public organizations, associations and other unions in tourism sector.

By the example of world leading tourist countries, it is reasonable to consider the establishment of National Tourism Organization of Ukraine (hereinafter – NTO) as an organization that unites legal entities of public and private law, and will be functioning on the private-public partnership basis, as in Ukraine as abroad. Transport operators, exhibition and PR companies will be able to take part in NTO.

NTO provides the following tasks in Ukraine:

- formation and promotion of competitive national tourist product in target markets;
- creating a positive tourist image of Ukraine in the international tourism market as an attractive tourist destination;
- development and implementation of marketing policies of promoting national tourism product;
- creating an interactive database that includes information on tourist resources of the country (tourist facilities, historical and cultural heritage and natural areas, national network of hiking trails, etc.);

- organizing, conducting and participating in travel fairs and exhibitions, including abroad;
- organization and proper functioning of the national network of tourist information centers;
- providing opportunities to promote tourism in Ukraine Internet (travel portal);
- production and distribution in Ukraine and abroad informational materials about tourist opportunities of Ukraine (printing products, souvenirs, etc.).

It should be noted that currently under the Ministry of culture of Ukraine there are dozens of organizations working in the field of tourism:

- State Joint Stock Company “Ukraine travel”;
- State Enterprise “National Tourist Office”;
- State Enterprise “National Cultural Tourist Office”;
- State Enterprise “Training and Consulting Center of Tourism”;
- State Enterprise “Scientific and commercial center for tourism” “Ranis”;
- State Enterprise “Ukrainian tourist infrastructure”;
- State enterprise “Kherson tourism center”;
- State Enterprise “Cherkasky tourism center”;
- State Enterprise “Agency” “Intourist-Chernihiv”;
- State Enterprise “Intourist-Kirovohrad” [6].

Given the above, it is appropriate to consider deriving from the subordination of Ministry of culture of Ukraine of the mentioned state enterprises, the possibility of their merging or combining with self-regulatory organizations, which include subjects of various types of tourism business (hotel operation, resort activities, tour operator activities, and the like). The participants of transport, exhibition and advertising companies will also be able to join the NTOs.

Thus, separate parts of state regulation mechanisms for tourism world leading countries, their effectiveness has been tested and confirmed by results-based achievements in tourism development, that are necessary to use for tourism development in Ukraine because of its historical, judicial and cultural backgrounds.

Today, to reach European levels of development of the national tourism should:

- create a National Council for Tourism under the Cabinet of Ministers of Ukraine;
- develop a new version of the Ukrainian Law «About tourism»;
- to develop and approve the state program of tourism development until 2025 and provide for implementation mechanisms with appropriate financing;

- to develop and implement a mechanism for collecting and summarizing statistical reports of the tourism industry through the adoption of relevant normative-legal acts;
- develop and prepare the necessary technical regulations and national standards in accordance with European Union directives and the recommendations of the world tourism organization;
- to make an inventory and certification of monuments of cultural heritage;
- to determine the mechanism of cooperation and institutional architectural services for the conservation, restoration and exploitation of monuments of architecture;
- to simplify the issue of visas to citizens of countries not members of the European Union, with a high level of income per capita and to increase the maximum term of stay in Ukraine of citizens of other States from 90 to 360 days;
- implement changes to the tax code regarding preferential tax treatment of different types of tourist activity;
- approve and ensure the introduction of the National Standard GOST Ukraine «Tourism. Signs tourism active tourism. Classification, description and application of the rules»;
- promote the establishment of regional centers and tourist development aimed at developing tourist routes and provide them with qualified personnel support [8].

However, intensification of priority development for inbound and outbound tourism of Ukraine in its regions is possible in case of implementation of additional stimulate tools for national tourism development and substantive progress of state policy determination.

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Section 2.
INTERNAL POLITICS
