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Contemporary directions of Tourism Policy in Poland and Ukraine

Abstract: The objective of this research is to thoroughly investigate the regional relation policy between Ukraine and Poland and to improve the development process of tourism policy and of cross-border cooperation between these regions. The latest tourism aspects and basic legal documents of Poland and Ukraine regional policy have been analysed and investigated. The main regional differences for the last eight years in the accommodation of foreign tourists in Poland have been highlighted. A new form of rural tourism in Ukraine is gastro-tourism. In recent years, various forms of tourism have been rapidly developing in Poland, including culinary tourism. There are lots of culinary trails, “festivals of flavour” and blogs dealing with food. With its healthy and tasty food, Poland could pursue this kind of tourism as well. In fact, gastro-tourism is a young but promising direction of tourism, which is worth a separate discussion. Gastronomy tourism has slowly started to develop in Ukraine.

Keywords: regional policy, tourism policy, tourism, socio-economic development, Ukraine, Poland, culinary tourism.

1. Introduction

Regional policy comprises various activities of the state, such as educational, cultural and administrative ones, which aimed at ensuring both the multifaceted and proportional development of separate territories of a country, based on the rational use and provision of integrated features.

According to M. Pistun et al. (2004), the fundamental principles of regional policy consist in the rational combination of centralism and decentralism based on the harmonization of regional and national interests:

1. Priority of socio-ecological activities,
2. Complex and proportional development of a region;
3. Prospectivity;
4. Complementary activities of entities representing different forms of ownership.

Regional policy is an integral element of development policy, supporting the achievement of objectives on a national level, making best use of the development potential of regions and territories by providing external resources. It supports the creation and construction of regional identities in econo-

mic, social and cultural dimensions through the construction of a multi-level governance system (Bieńkowska, 2011).

First and foremost, the contemporary regional policy should focus not on the interregional distribution but on the mobilization of local capacity and resources (Mrinska, 2014).

However, the objective of the regional policy is not only to eliminate the differences in socio-economic development of regions, but also to prevent the creation of new development disparities (Sługocki, 2004).

Major regional policy instruments include: special economic zones, intervention and public work institutions, provincial contracts, regional development strategies, the growth and operation of Euroregions and the use of pre-accession structural support (Waldziński, 2005).

Tourism is also an instrument of regional policy that makes it possible to compensate for socioeconomic differences. The development of tourism in a given region leads to an increase in the demand for local products, an increase in the number of tourist facilities, as well as posi-

vely affects the regional infrastructure, employment and ecology (Sviridova, 2005).

The State Tourism policy is a combination of legal, economic and organizational measures, supported by relevant administrative institutions, whose activities affect all levels of management and are aimed at reconciling the state, business and local interests in the tourist market of different orders (Lyubitseva, 2005).

The State tourism policy should be seen as a system of social, economic, political, legal, environmental and cultural methods and measures, carried out by public authorities in the tourism sector in order to regulate, coordinate and create conditions for the development.

2. Comparison of tourism policies in Poland and Ukraine

According to the division of tasks of the public administration at the national and regional level, the primary institution responsible for tourism policy at the regional level in Poland are provincial authorities (the provincial board and assembly). The basic objectives of the tourism policy are as follows (Kurek, 2007):

- meeting the tourism needs in a society;
- reasonable use of tourist attractions, labour and capital resources in the sector of tourism economy;
- development of the optimal size and structure of tourism movement;
- coordination of tourism development which takes into account its various features and links with other areas of economy.

Regional policy in the tourism sector in Poland is a new and prospective direction of regional policy, that is why it is an actual subject of research. In recent years, tourism in Poland has become fairly extensive and profitable, which is attributed to its geographic location, the extensive spectrum of natural, historical and cultural resources, positive growing dynamics of living standards, low prices compared to developed countries, and membership in the European Community. Poland has an active and effective tourism policy.

Tourism is one of the priorities of the regional policy in Poland and includes the following objectives: to preserve and use the cultural and natural heritage, to advance the

Tourism policy is an activity which determines economic, political, social and cultural objectives related to tourism development, achieving comprehensive positive effects which result from the existence of demand and supply, striving to meet the social needs in terms of tourism and defining the key means to do that (Wodejko, 1998).

The purpose of this research is to investigate the basic normative legal documents in the field of regional policy and to highlight the latest tourist aspects of the regional policy of the Republic of Poland and Ukraine and to analyse the dynamics of tourism policy in the field of foreign tourists.

tourism development, to support the development of cultural and tourism functions at the sites of national and global importance, to support the creation and development of regional tourism products, to strengthen the metropolitan functions in terms of tourism and tourism infrastructure (Tourism at the turn of the millennium, 2000).

The state is a primary entity implementing the tourism policy in any country. It is generally accepted that there are 7 governmental functions in relation to tourism (Borzyszkowski, 2011). They include: coordination, planning, legislation, economic activity, stimulation, socialization of tourism, and protection of public interest. The responsibilities of the ministries in the field of tourism management include, in particular, tasks associated with the development and promotion of tourism, implementation and monitoring of programs and decisions related to the tourism sector.

Since tourism is an intersectoral and diverse enterprise, implementation of various tasks which affect the development of tourism industry in Poland is the responsibility of different ministries and departments. Tasks of the Ministry of Economy (Poland) regarding the tourism industry and its jurisdiction management of the sector are included in the "Tourism development strategy in 2007–2013". In addition, it is worth noting that many tasks that have a direct influence on the tourism industry are

the competence of local authorities at various levels: provinces, counties and communes (Pyszkowski, 2005).

Recently, the Ministry of Sport and Tourism of the Republic of Poland has been involved in the tourism development policy.

“Tourism Development Program until 2020” (TDP – 2020) is developed in the second phase of the construction of the new strategic documents system in Poland, including the transformation of selected documents from the previous system of strategic development programs (Uchwała nr/Resolution no. 143/, 2015). TDP – 2020 was prepared in accordance with the Polish legislation, including in particular the regulation from December 6, 2006 on the development policy principles and incorporating the existing strategic documents at the national level under the new governance system in the country. The program will constitute an executive document for the Innovation Strategy and Economic Efficiency “Dynamic Poland 2020” (SIEG) and will include the following four basic objectives:

1. to adjust the regulatory environment and financial needs of innovative and efficient management;
2. to stimulate the innovation by advancing the knowledge and enhancing the work efficiency;
3. to increase the efficient use of natural resources and raw materials;
4. to increase the internationalization of the Polish economy (Strategia Innowacyjności...).

All measures implemented under the program were aimed at highlighting the tourism as:

- modern and open tourist economy based on the intellectual tourism specializations in the Polish regions;
- one of the key sectors of the Polish regions;
- strengthening the country’s competitiveness in the EU.

Comprehensive measures focus on the following priority directions:

- competitive and innovative tourism;
- modern tourism management system;
- competent tourism specialists;
- tourism as a factor of regional and local development, which increases the social and economic potential of regions.

The main objective of the program is to strengthen the development of competitive and innovative tourism by supporting enterprises, organizations and institutions, as well as tourism sector initiatives.

The implementation of TDP – 2020 includes the following four main operational objectives:

1. Development of innovativeness, attractiveness, quality of tourism products and services as a competitive factor in tourism policy.
2. Strengthening the social and entrepreneurial activity in the tourism sector, enhancing the staff competence in the tourism enterprise management.
3. Advertising a branded tourism product of the country and regions, economic specialization based on tourism.
4. Progress and modernization of space for the development of tourism and tourism infrastructure while preserving the environment and using the ecologically innovative technologies.

The Program Management System based on the coordination of national, regional and local institutions. The key factor is the partnership and networking between institutions and economic units at the national and regional level. This will allow the participation of many central and regional government institutions, tourism enterprises and organizations in the implementation of TDP – 2020.

The development of the cluster tourism sector will play a special role in the implementation of the program, which will strengthen the competitive advantages of tourism and support tourism projects in the formula “PPP” (public-private partnership).

The key importance is attributed to the coordination system of tourist services certification that will improve their quality.

Due to the fact that tourism was not included in the 11 thematic objectives set by the European Commission, the beneficiaries of the tourism sector will be able to apply for the resources from the EU funds relating to new technologies, cultural heritage, environment, transport, human resources, etc. (Program Rozwoju Turystyki do 2020 roku).

On the basis of recommendations of the research “Analysis of competitive advantages in regional tourism markets of Poland” clear

images of Polish tourist regions should be created, referring to the combination of high-standard tourist services with features of each region, including multidimensional cultural and historical heritage attractive to international tourism in most Polish provinces (Barteczko, 2003).

Poland is among ten most visited countries by foreign tourists (World Tourism Organization, 2015). Polish resorts have unique conditions for treatments and rest. In addition to the unique mineral springs, specialized medical care is offered there. Resort areas that have natural therapeutic agents and the necessary conditions to be used for curative purposes are located in scenic areas of the country, mostly near national parks or reserves.

Poland has an effective tourism policy and effective mechanisms for its implementation, which are based on legislative and institutional support. Such an active policy of Poland is justified, and according to the World Tourism Organization (World Tourism Organization, 2015) promotes positive dynamics of tourist arrivals and visits, so this is a positive example for the relevant Ukrainian authorities.

Tourism is an effective tool for the development of market mechanisms, creation of additional revenues for regional and local budgets, and new jobs (Likhomanova, 2004).

Culinary tourism is becoming increasingly popular and appreciated as a field of cultural tourism. Its significance and positive effects that have been carried for several years are being increasingly acknowledged and appreciated as well. The number of people interested in travelling for gastronomic motivations has been gradually increasing (Bessiere, 1998). That is why culinary tourism was chosen as an example in the analysis.

Various forms of tourism in Poland have been growing rapidly in recent years, including culinary tourism. Culinary tourism has long been popular in Europe and many other places around the world. There are lots of culinary trails, "festivals of flavour" and blogs dealing with food. With its healthy and tasty food, Poland could pursue this kind of tourism as well.

Compared with the rest of Poland, the regional cuisine of the south-eastern Podkarpacie province is remarkably diversified and

tops the statistics in terms of certified, traditional foods. This province has been mentioned as one of the perspective directions in the socio-economic development of the Podkarpacie province in the regional development strategy – Podkarpacie 2020 in the tourism sector (Region Development Strategy – Podkarpacie 2020). The traditional cuisine of Polish gentry from eastern parts of the country blended in Podkarpacie with dishes eaten by peasants and Vlach shepherds as well as with Armenian, Jewish, German, Hungarian and Austrian cuisines. All of these culinary cultures co-existed and influenced one another, producing the current highly diversified regional cuisine of Podkarpacie (Food Tourism in Poland, 2013).

The culinary tourism in the Kujawy-Pomerania province plays very important social and economic roles (Gonia, 2013; Charzyński, 2015). The culinary festivals gather a great number of tourists. There are about ten cyclic culinary events in the region. A festival in Gruczno is one of the most known in the Kujawy-Pomerania province. It takes place every year in the last weekend of August. The aim of the festival is to promote regional richness of different tastes and dishes from different parts of the province (Festiwal smaku w Grucznie). Every year in March, during the tourism fair called "Wypoczynek", the "Festival of Taste" takes place in Toruń. Along with the culinary shows, there are also Toruń's cooks competitions.

A culinary tourism offer can consist of things associated with regional cuisine. A tool that makes use of the culinary advantages are undoubtedly themed culinary trails (Tomczak, 2013). The province has a unique trail, with goose products as the main theme. The originator of the "Goose Culinary Trail" is the Kuyavian-Pomeranian Tourist Organization and the local authorities. At present, there are seventeen restaurants on the trail, which serve dishes made of goose meat. Apart from the year-round open restaurants, there are culinary festivals featuring goose dishes. The most important one takes place every year around the 11th November (the Independence Day) in Przysiek, near Toruń. The Cuiavian-Pomeranian Goose Festival is probably the biggest market of goose

products (Charzyński, 2015). The trail's project is implemented by the Kuyavian-Pomeranian Tourist Organization within the project "Kujawy-Pomerania – I like to eat here", co-financed by the Ministry of Sport and Tourism. The Goose Culinary Trail was created under the patronage of the Kuyavian-Pomeranian Marshal's Office (Gęsinowy szlak kulinarny, 2016). The creation of a gingerbread museum is mentioned in the provincial "Strategy of Development until 2020" to promote the culinary icon of Toruń.

The Polish regions are aware of the potential presented by food. Poland's culinary tourist attractions include "festivals of flavour" such as the Honey Festival in Podkarpacie, the Pierogi Festival in Pilzno, and the Powidlaki Plum Stew Festival in Krzeszow, along with cooking workshops, tastings of local specialties and museums focusing on traditional dishes and beverages. Examples include the Museum of the Distilling Industry in Łañcut and the breweries in Żywiec and Tychy, which are open to the public (Food Tourism in Poland, 2013).

The Law of Ukraine "About tourism" (Zakon Ukrainy, 2004) is a basic document that defines the general legal, organizational and socio-economic principles of the state policy of Ukraine in the field of tourism.

The State Tourism policy is implemented throughout Ukraine. On this basis, local authorities resolve socio-economic contradictions between the development of regional economy and tourism regional objectives that are implemented within their designated areas.

The main objectives of the state regulation of tourism in Ukraine are:

1. to ensure the right of citizens to rest, freedom of movement, restoration and promotion of health, safe and healthy environment, spiritual needs and other rights provided by the Constitution of Ukraine (254k/96-BP).
2. to ensure safety of tourism, protection of rights and legitimate interests of tourists and other subjects of tourism activities and associations, rights and interests of owners or users of land and buildings.
3. to maintain the integrity of Ukrainian tourism resources, their sustainable use, protection of cultural heritage and the environment, taking into account national and

public interests in the land development plans.

4. to create favourable conditions for the development of the tourism industry, and to support the priorities of tourism activities.

The main priorities of state policy in the tourism industry are:

- to improve the regulatory legal framework governing the tourism relations;
- to ensure the establishment of tourism as a highly profitable sector of the Ukrainian economy, to encourage domestic and foreign investment in the development of the tourism industry, to create new jobs;
- to develop inbound and domestic tourism, agriculture, environmental (green) tourism;
- to expand international cooperation, to consolidate Ukraine in the global tourism market;
- to create favourable conditions for tourism development by simplifying and harmonizing tax, currency, customs, borders and other regulations;
- to ensure the availability of tourism and sightseeing visits for children, youth, the elderly, disabled and low-income citizens by introducing incentives in respect of these groups of people.

Regulation of tourism is governed by the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, the central executive authority in the tourism sector, local state administrations, local authorities and other bodies within their jurisdiction (Zakon Ukrainy, 2004).

«State targeted social development program in Ukrainian sports and tourism infrastructure in 2011 – 2022». The purpose of the Program is to promote sports and tourism infrastructure, creating suitable conditions for the Winter Olympic and Paralympic Games in 2022 in Ukraine (state institutions of different levels). It includes the following main objectives for the State regulation of the tourism industry:

- to develop an integrated concept of tourism, international tourism industry in Ukraine based on financial needs, as well as real and consistent actions;
- to establish a regulatory support for international tourism business, and Ukraine's membership in international specialized organizations, associations and structures,

signing and implementing bilateral inter-governmental agreements with respect to tourism;

- to accelerate the transition to a higher level of tourism management and service, to improve the quality of tourist services;
- to ensure a gradual increase in the number of tourists entering the country and the growth in domestic tourist traffic;
- to encourage investments in the tourism industry (State targeted social development program, 2011-2020).

The mechanism of the formation and implementation of the state tourism policy has several key components that represent separate mechanisms incorporated into the system of legal, institutional, organizational, financial and economic tools that should be used together to ensure the objectives of regional policy and to increase its effectiveness (Myrna, 2010).

Therefore, the following basic problems of the tourism development in Ukraine can be pointed out:

- inadequacy of the regulatory framework, which should be based on the accumulated international experience, but allowing for the national specifics of the tourism industry;
- lack of transport and services;
- the need to improve the human resources in the sector, to increase professionalism of the services;
- instability of the taxation system, especially with regard to investment in the tourism industry;
- lack of consistency in managing the development and operation of the tourism industry and separate tourism organizations in their interaction with other entities (transportation companies, hotels etc.);
- no clear mechanisms for attracting investments into the industry and almost no regulation of this process etc. (Zakon Ukrainy, 2004).

As stated above, the Republic of Poland has a legal and normative framework and an effective mechanism for implementing the state tourism policy. Ukraine does not have a clear mechanism of regulation and implementation of the state tourism policy.

A new form of rural tourism in Ukraine is gastro-tourism. In fact, gastro-tourism is a young but promising form of tourism, which is worth a separate conversation. Gastronomy tourism has slowly started to develop in Ukraine. Ukrainian cuisine is diverse and delicious. Some dishes are widespread among people of other countries, especially Slavs. Be-In-Trend provided a list of gastronomic tours in Ukraine for those who want to try Ukrainian dishes and learn the secrets of cooking (Ukraine tours, 2015).

Gastronomic tourism in Ukraine is gaining more and more enthusiastic tourists (Gastronomic tourism, 2016) as it is a new way of traveling for foreign tourists to explore the true flavours and traditions. This kind of tourism not only allows you to enjoy a variety of Ukrainian delicacies, but also to learn about the spirit of the Ukrainian land, culture and experience the values associated with the land and roots. We suggest to find out for yourself what Ukraine tastes like and get to know where to go. Wine tourism in Ukraine is one of the most memorable parts of the gastronomic tourism, which perfectly presents itself as in the Carpathians and Crimea. It is time to discover for all the wine connoisseurs the season of «wine» pleasure. You have the opportunity to visit the Crimean wine cellars “Massandra”, “Koktebel”, “Livadia”, “Novyi Svit”, to visit a winery called “Inkerman” with a guided tour to the wine cellars, to get acquainted with the characteristics of the classical wine making and the history of wine making in Crimea. You will enjoy tasting of the best examples of vintage wines such as dry, strong and sweet. You can visit the wine museum and the wine tasting centre. You can see there the unique varieties of grapes grown on the fields for about 2,500 years. There is also a cave, which is known for its museum of grapes and wine. The Carpathians can also enchant you with its intoxicating aroma. There are no big factories and enterprises, but unique to Carpathians festivals of young wine held every autumn. Therefore, you have time to organise your trip there until November.

Lviv can be called another gastronomic destination, where you can visit the most famous and delicious places. You can easily visit the most popular places: “Gasova Liampa”, “Mazokh Café” and “Kryivka” where the Ukrainian spirit

and plum brandy truly impress you. A visit to the brewing museum of Lviv (Museum of Brewing, 2005) allows you to taste the variety of beer flavours and learn how to prepare it. Take the opportunity if you want to taste different kinds of vodka at the plant of world-famous brand Nemiroff (Gastronomic tourism, 2016).

Over the past five years, the number of Ukrainian tourists in Poland has significantly increased and continues to grow. This is due to the simplification of the visa regime for the Ukrainian vision of tourism attractiveness and tourism policy (Fig. 1)

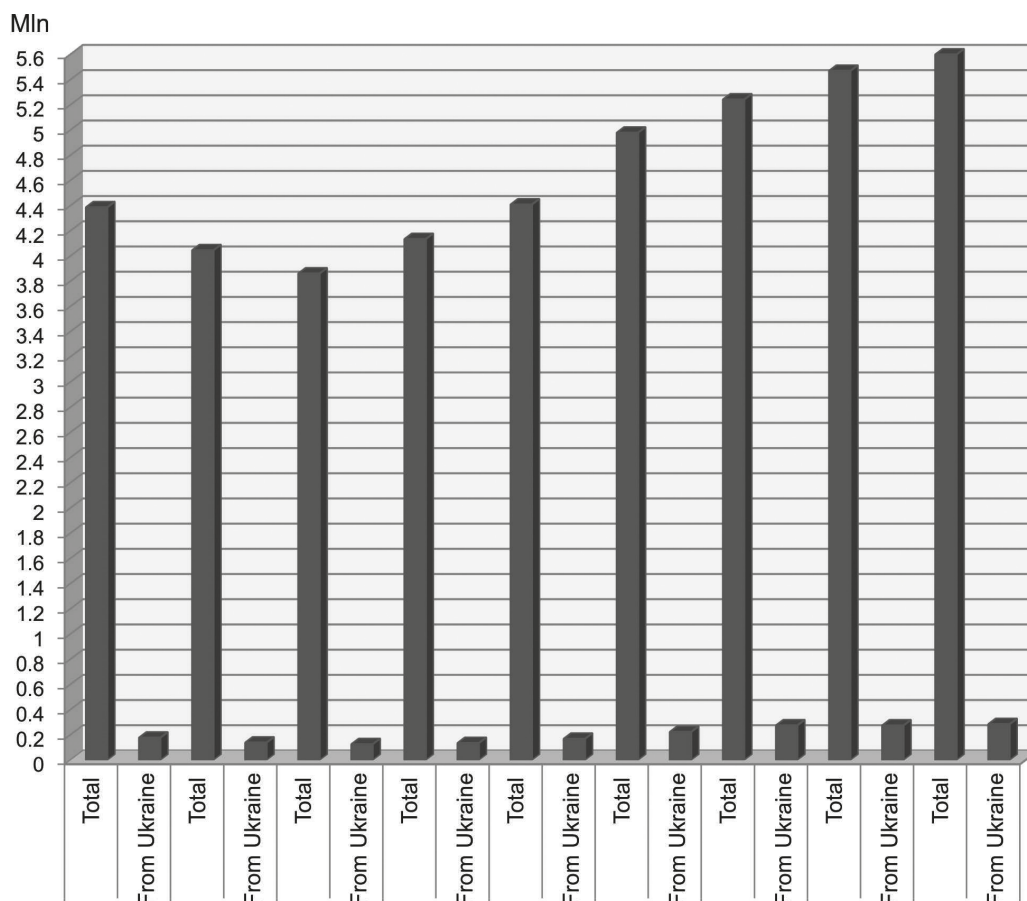


Figure 1. Dynamics of the accommodation of foreign tourists in Poland (number of tourists)

(source: prepared based on GUS data - Rocznik Statystyczny Województw, 2006-2015)

It clearly appears from the chart that the largest number of Ukrainian tourists was recorded in 2015 and amounted to 285,046 people. In 2013, it was 275,191 people and in 2014, the number of tourists decreased significantly (by 715 people) and amounted to 274,476 people. The sharp decline in 2008 was associated with the global economic crisis. The minimum number of tourists was in 2009 – 12,707 people. In the following years there has been a positive dynamics in the number of Ukrainian tourists visiting Poland (Rocznik Statystyczny Województw 2006-2015), which continues to this day.

Within the framework of the Ukrainian-Polish cooperation in tourism, special attention is paid to the strengthening of agricul-

ture and ecotourism. The main problems of the development of tourism in Ukraine (Lviv and Volyn), which borders Poland, is underdeveloped tourism infrastructure and lack of funds for entrepreneurial initiatives (Dubovich, 2005).

Perspectives on the Polish and Ukrainian tourist markets include such tourism products as fitness, skiing, recreation, rural and ecotourism and culinary tourism. Each of these types of tourism involves the development of appropriate infrastructure. This cooperation is provided through thematic, cultural, ethnic and cultural tours (Euroregion Bug w liczbach, 2000).

3. Conclusions

One of the prospective regional policy areas is the development of tourism and implementation of the state tourism policy.

Poland has an effective tourism policy and effective mechanisms for its implementation based on legislative and institutional support. The Ministry of Sport and Tourism of the Republic of Poland is involved in the tourism development policy. The main objective of the Tourism Development Program until 2020 is to strengthen the development of competitive and innovative tourism by supporting enterprises, organizations and institutions as well as tourism sector initiatives.

The Law of Ukraine "About Tourism" is a basic document that defines the general

legal, organizational and socio-economic principles of the implementation of Ukraine's state policy in the tourism sector. The State Tourism policy is being implemented throughout Ukraine. However, there are no clearly defined priorities and normatively legal implementation.

For the last five years, the tourist traffic of Ukrainian tourists to the Republic of Poland has a positive dynamics (from 13,493 to 285,046 people in 2009-2015, respectively), which continues till today.

Poland has become an example for Ukraine in terms of the state tourism policy implementation.

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