

REALIZATION OF THE STATE POLICY IN THE FIELD OF TOURISM IN UKRAINE РЕАЛІЗАЦІЯ ДЕРЖАВНОЇ ПОЛІТИКИ У СФЕРІ ТУРИЗМУ В УКРАЇНІ

The article researches the implementation of the state policy in the field of tourism, in particular, the problems of the development of tourist services in Ukraine are described. The main emphasis is on determining the criteria for the effectiveness of the implementation of the state tourism policy: the level of profitability of the tourism sector, its contribution to the development of the national economy, the place of the domestic tourism market in the global tourism process. The authors analyze the factors of increasing the efficiency of state policy. Certain stages of development of the state policy and their characteristics are revealed. The main directions of realization of the state policy in the development of tourist Ukrainian services are proposed – the stabilization of the socio-economic and political situation, including the settlement of the military conflict in the east.

Key words: tourism, tourism industry, tourist potential, state tourism policy.

У статті досліджується реалізація державної політики у сфері туризму, зокрема, охарактеризовані проблеми розвитку туристичних послуг в Україні. Основний акцент зроблено на визначенні критеріїв ефективності впровадження державної туристичної політики: рівень прибутковості туристичної сфери, її вклад у розвиток національної економіки, місце вітчизняного туристичного ринку в загальному світовому туристичному процесі. Авторами проаналізовано чинники підвищення ефективності державної політики. Визначено й охарактеризовано етапи розвитку державної соціальної

політики. Запропоновано основні напрями реалізації державної політики в розвитку туристичних українських послуг, а саме стабілізація соціально-економічної і політичної ситуації, зокрема врегулювання військового конфлікту на сході країни.

Ключові слова: туризм, туристична індустрія, туристичний потенціал, державна туристична політика.

В статье исследуется реализация государственной политики в сфере туризма, в частности, охарактеризованы проблемы развития туристических услуг в Украине. Основной акцент сделан на определении критериев эффективности внедрения государственной туристической политики: уровень доходности туристической сферы, ее вклад в развитие национальной экономики, место отечественного туристического рынка в общем мировом туристическом процессе. Авторами проанализированы факторы повышения эффективности государственной политики. Определены и охарактеризованы этапы развития государственной политики. Предложены основные направления реализации государственной политики в развитии туристических украинских услуг, а именно стабилизация социально-экономической и политической ситуации, в том числе урегулирование военного конфликта на востоке страны.

Ключевые слова: туризм, туристическая индустрия, туристический потенциал, государственная туристическая политика.

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Stoyka A.V.

Doctor of Science in Public Administration, Professor of Public Administration, Head of Tourism and Logistic Department Donetsk State University of Management

Nykolaieva D.S.

M. A. in Tourism Management Donetsk State University of Management

Problem statement and its connections with important scientific or practical tasks.

In the context of globalization and the dynamic development of the world market of services, the tourism industry becomes a priority and profitable area. Tourism in many countries of the world is a strategic economic sector, which makes an important contribution to the formation of GDP and exports of the country, occupies a special place in the system of international economic relations, contributes to the strengthening of positive trends in the economic-political and socio-cultural life of society [1].

In recent years, the global tourist services market has shown the highest growth among all other sectors of the intangible sphere. For many countries, international tourism has become the most profitable sector of the economy, and its revenues are an important component of national budgets. According to various estimates, the tourism industry accounts for one third of world trade in services, about 7% of global investment, 5% of all tax revenues, and 11% of world consumer spending [2, p. 11].

In Ukraine, where tourism activity has been developing intensively only in the last ten or fifteen

years, a constructive implementation of these and other key tasks in the current conditions of a turbulent external environment, a competitive struggle that intensifies both on the domestic and international tourism markets, will be complicated without the formation of a national tourism system. It should be noted that in the legislative field certain regulations were adopted regulating the development of tourism, but the process of the national tourism system formation is slow. This is explained by reorganization of the agencies of public administration, a latent change of priorities and the lack of public funding [3].

Analysis of recent research and publications. The following Ukrainian scientists engaged in the study of problem issues in the development of tourism and on optimization of tourism activity in the regions of Ukraine: V. Bogolyubov, M. Vachevsky, N. Hosteva, P. Hudz, N. Huk, T. Dyorova, L. Dyadechko, M. Zhukov, I. Zazgarska, A. Ilyashenko, V. Kifiak, F. Mazur, M. Malska, P. Maslyak, O. Melnychenko, O. Milashovska, O. Penderetsky, P. Puctenteylo, A. Samoilenko, T. Sokol, V. Stafiychuk, M. Rutinsky, A. Chudnovsky, V. Shvedun, L. Shevchuk and others.

The purposeful development of tourism in Ukraine is ensured through the implementation of the state policy, which is a targeted activity of state, public and private structures, focused on the formation and implementation of methods, mechanisms and tools of legal, economic, social and other nature in order to promote the effective development of the tourism industry, satisfaction of internal and external demand for goods and services of tourist destination due to the rational use of existing tourist about the potential.

Accordingly, the content of the state policy in the field of tourism is to stimulate consumer needs in the goods and services of tourism destination, to create regulatory and financial bases and financial and economic mechanism favorable for the development of the tourism industry, as well as to train skilled personnel, which will accordingly stimulate development of domestic tourism business.

The purpose of the article – analysis of the implementation of the state policy in the field of tourism in Ukraine and ways to increase its efficiency.

Presentation of the main material. Today, Ukraine has all the prerequisites for intensive development of domestic and foreign tourism: features of geographical location and relief, favorable climate, rich natural, historical and cultural, tourist and recreational potential. However, the development of this important area of the national economy is still insufficient, as a large part of the natural and cultural heritage objects is not suitable for tourist visits, the tourist infrastructure in general does not meet the qualitative parameters, and tourist services in most sectors of the tourism industry does not meet the requirements for quality of service. In addition, the long-standing military conflict in the east of the country greatly complicates the full development of the domestic sphere of tourism.

It should be noted that Ukraine experts from the World Economic Forum have identified 78-th place of attractiveness of countries for tourists (3,89 points out of 6 possible) [4].

Tourism activity substantially affects the formation of the state budget, and therefore support for the functioning of the tourism industry in difficult economic conditions is an important task, both at the national and regional levels.

The low level of use of tourist potential of Ukraine is confirmed by the insignificant volumes of export of tourist services. In Ukraine, the share of exports of tourist services of structures and exports of goods and services is only 0,7%, and in European countries is about 30%. In most developing countries, foreign tourism accounts for 10–15% of income from exports of goods and services.

According to experts from the World Tourism Organization, the world tourism market has been growing and continues to show sustainability for many years, despite the difficulties that are primarily related to security. Instead, with all the prerequisites for proper economic development at the expense of tourism, Ukraine continues to yield to many countries of the world. Thus, according to the competitiveness index in the field of travel and tourism in 2017, Ukraine scored 3,5 points out of seven possible, and ranked 88th among 136 countries, losing 12 points compared to 2013 [5].

The general economic downturn, political instability, the loss of significant tourist and recreational and recreational potential through the occupation of the Crimea, and military actions in the east of the country have a significant negative impact on the development of the tourism industry in Ukraine. However, in addition to global factors, the development of tourism is hampered by the low level of hotel services, the lack of comfortable hotel accommodation, the shortage of skilled personnel, the low level of tourism marketing, etc.

Proceeding from this, P. Puctentelio defines the state tourism policy as a complex of legal, economic and organizational measures, provided by appropriate management institutes, which activities relate to all management levels and is oriented to harmonize the interests of the state, local government and business structures in tourist markets of various sizes.

In this case, as channels of influence is proposed to consider legislative, normative, tax, monetary-financial, information, management. As a criterion for the effectiveness of the state policy in the field of tourism, it is recommended to use the level of profitability of the tourism sector and its contribution to the development of the national economy. Another criterion for the effectiveness of the state policy in the field of tourism, the author links with the place of the domestic tourist market in the global tourism process [6]. Undoubtedly, the priority directions of realization of the state policy in the field of tourism should be:

- improvement of the legal norms of the state administration of the tourism industry;
- promotion of tourism development as a highly profitable part of the sphere of services of the national economy of Ukraine;
- attraction of domestic and foreign investors in order to stimulate the development of tourism industry, creation of new jobs;
- stimulation of development of rural and green tourism, inbound and domestic tourism;
- deployment of international cooperation, integration of Ukraine into the world tourism market;

– ensuring the availability of tourist and recreational services for children, youth, the elderly, the disabled and the low-income population due to the introduction of a preferential system for these categories of persons;

– formation of favorable conditions for the development of the tourism industry by simplifying and harmonizing the following areas of its state regulation, such as: tax, currency, customs, border [7].

On the basis of the national policy in the field of tourism, local governments of tourism determine the relevant objectives of the regional direction, which can be achieved, based on the local potential of tourism.

In order to improve the complex situation in the field of tourism, it is necessary to implement the functions of state policy, which Y. Alekseyeva identified at the beginning of the 21-st century. Some of them still have not lost their relevance, among them:

– rationalization of the use of tourism resources and promotion of their protection;

– protection of national rights and interests in the tourism sector at the international level;

– formation and systematic improvement of regulatory and legal support in the field of tourism based on domestic legislation, as well as on established international norms and rules;

– providing favorable conditions for control over currency, tax, customs, and border relations;

– stimulation of domestic tourism development on the basis of provision of appropriate optimal economic conditions;

– consolidation of the procedure for standardization, certification and licensing in the field of tourism;

– protection of the rights and interests of tourists, as well as their property, guaranteeing tourists safety of their movement and residence;

– provision of state support to the regional development of the tourism industry, consolidation of the status of separate tourist centers in this territory. [8].

Over the past decades, state policy in the field of tourism in Ukraine has evolved in the form of certain stages (Table 1).

It should be noted that under the vertical and horizontal coordination of measures to stimulate the development of the tourism industry means

the provision of its improvement, with the help of management links of different levels, and at the same level, but subject to membership in different departments.

Under the policy of ensuring equal opportunities for the comprehensive development of tourism, should be understood the creation of favorable conditions for the comprehensive improvement of the components of the tourism industry, instead of equalizing the disproportions of socio-economic nature. That is, the identification and effective use of resource and institutional capacity of the country and regions, taking into account the medium and long-term perspective, instead of the temporary balancing of the current state of the tourism industry [8].

Within the policy of complex and regulatory influence, tools and mechanisms that allow comprehensive regulation of the tourism industry by the state, taking into account the peculiarities of all its components, are applied. In general, it should be noted that in recent years there has been a transformation of the state policy in the field of tourism, which is accompanied by the active introduction of the latest principles based on the implementation of state policy in the field of tourism not only central government within the traditional approach, but at different levels public administration and self-government [9].

Accordingly, it is possible to formulate components of the state policy in the field of tourism: an effective mechanism of state regulation of the tourism industry development; distribution of responsibilities among public authorities that create and use legal instruments practically; a stable and effective legal and regulatory framework for public administration in this area. Note that the effectiveness of state policy in the field of tourism depends on a few factors (Table 2).

We consider it expedient to disclose in more detail each of the factors. Underlying factors should be understood as the general purpose of the state regarding the implementation of state policy in the field of tourism, which, in its turn, is the basis of the relevant national interests and political strategy. That is, the underlying factors are targeted. This category also includes instrumental factors, which are traditionally considered

Table 1

Development of State Policy

| The name of the stage | The essence of state policy |
|---|--|
| The policy of “one center”. | Oriented to vertical and horizontal coordination of measures to stimulate the development of tourism industry. |
| The policy of resource redistribution and minimization of socio-economic disparities. | Provision of equal opportunities for the integrated development of the tourism industry. |
| The policy of direct stimulating tools. | Target for complex regulatory influence. |

Characteristics of the Factors on Which the Effectiveness of State Policy Depends

| Factors | Characteristics of factors |
|--------------------------|--|
| Fundamental | Main values, state strategy, strategic priorities, mechanisms of state management of the development of tourism industry. |
| Organizational and legal | State and structure of the state apparatus regulating relations in the field of tourism; style and methods of regulating activity; the degree of participation of public organizations in the implementation of state policy in the field of tourism, the development of the regulatory framework. |
| Socio-economic | The level of socio-economic development and stability in the country, the level and quality of life of the population. |

as means of achieving the goal, which have been approved by the public. At the same time, if the public accepts the proposed methods in a positive way, this is a sufficient condition for the effective functioning of the authorities and the regulatory framework for public administration in the field of tourism.

Organizational and legal factors are decisive in relation to public administration in the field of tourism because the effectiveness of state policy in this context is determined by the integrity and consistency of the apparatus governing the relations in the tourist market, as well as the level of development of the regulatory framework, as the tourism industry covers the activities of enterprises of diverse orientation.

In the end, the socio-economic factors that are meant to be based on organizational ones are based on the fact that the effective functioning of the state apparatus and the regulatory framework ensure the proper social and economic development of the state and its regions.

It can also be assumed that the state policy in the field of tourism is the result of a combination of several varieties of state policy, based on the fact that the tourism industry is an economic complex of intersectoral nature. Thus, the sphere of tourism is closely connected with financial and economic, personnel, scientific structures, etc. [10]. Accordingly, state policy in the field of tourism is a set of interrelated policies in various spheres of society, in particular: policy in the field of entrepreneurship; environmental policy; employment policy; infrastructure policy; innovation policy; scientific and educational policy; investment policy; territorial development policy; the policy of European integration of tourism; licensing and standardization policy; the policy of control and safety in tourism.

Most of the above-mentioned components of the state policy in the field of tourism and resorts are based on the list of areas specified in the general part of the State Strategy for Regional Development for the period up to

2020, approved by the Cabinet of Ministers of Ukraine from August 6, 2014 № 385: Transport and Infrastructure; economic development and investment; entrepreneurship and regulatory environment; competition policy; labor market; education and science; innovative activity [11].

Conclusion. The development of international tourism in Ukraine, turning it into a source of significant and stable revenues to the budget, requires from our country an active state policy and coordinated actions of all state and local government bodies in terms of tourism development, the creation of a competitive tourist product, and a significant improvement of the tourism infrastructure. Prospects for the restoration of the inbound tourism flow are also largely related to the stabilization of the situation in eastern Ukraine, the effective development of European integration processes, which will significantly improve the external image and strengthen the authority of the Ukrainian state in the international tourist services market.

Consequently, the formation and implementation of state policy in the field of tourism can ensure the creation of favorable conditions for the further development of the domestic tourism industry.

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