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CHARACTERISTICS OF THE STATE POLICY REGULATING THE DEVELOPMENT OF TOURISM IN THE CARPATHIAN REGION OF UKRAINE

The article focuses on issues of theoretical and methodological foundations of functioning and development of tourism in the region. The general problems of the functioning and development of tourism in the Carpathian region of Ukraine are defined. The purpose of the article is to characterize and identify problematic aspects of the state policy of regulating tourism development in the Carpathian region of Ukraine. It has been proven that the quality of the state policy regarding the formation and development of the tourist complex of the Carpathian region of Ukraine can be considered high and such that to a certain extent it contributed to the progress of this sector of the regional economy, the improvement of its institutional capacity, the development of infrastructure, etc. A separate strength of regional policy in this area should be considered the presence of specialized bodies at the level of regional state military administrations of all regions of the region, as well as the implementation of regional programs for the development of tourism and resorts. This is evidence of the institutionalization and practice of planning tourism development policy in the region. On the other hand, regional policy in the analyzed area is still characterized by such weaknesses as the limitation of statistical data, the absence of a system for monitoring quality parameters of the implementation and development of tourist activities in certain types of tourism; part of the measures envisaged by the regional tourism development programs are declarative, and their expected indicators are not scientifically based and are not forecast; a full-fledged institutional and organizational system for ensuring the development of tourism has not been built; the business environment is still not favorable for public investment in the tourism business; there is no system for monitoring the business environment, factors and obstacles to the functioning and development of elements of the tourist complex. The presence of these weak points activates the action of a number of challenges and threats, which can lead to the absence of data on the real state and trends of tourism development in the region, the shadowing of the activities of accommodation facilities, the strengthening of structural imbalances and the lack of systemic progress of the complex, the replacement of the initiating and coordinating functions of tourism administrations purely representative, chaotic development of individual segments of tourism as a whole.

Keywords: tourism, Carpathian region, development management, tourism policy, tourism infrastructure.

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ХАРАКТЕРИСТИКА ДЕРЖАВНОЇ ПОЛІТИКИ РЕГУЛЮВАННЯ РОЗВИТКУ ТУРИЗМУ В КАРПАТСЬКОМУ РЕГІОНІ УКРАЇНИ

У статті акцентовано увагу на питаннях теоретико-методичних засад функціонування та розвитку туризму в регіоні. Визначено загальну проблематику функціонування та розвитку туризму в Карпатському регіоні України. Метою статті визначено надання характеристики та ідентифікацію проблемних аспектів державної політики регулювання розвитку туризму в Карпатському регіоні України. Встановлено, що сильні сторони регіональної політики в цій сфері стосуються наявності профільних органів на рівні обласних державних військових адміністрації всіх областей регіону, а також реалізації обласних програм розвитку туризму й курортів. Натомість, регіональній політиці в аналізованій сфері все ще характерні такі слабкі сторони, як обмеженість статистичних даних, відсутність системи моніторингу якісних параметрів; частина заходів, передбачених регіональними програмами розвитку туризму, декларативні, а їх очікувані індикатори не є науково обґрунтованими і не прогножуються; не побудовано повноцінної інституційно-організаційної системи забезпечення розвитку туризму в Карпатському регіоні України.

Ключові слова: туризм, Карпатський регіон, управління розвитком, туристична політика, туристична інфраструктура.

Statement of the problem in a general form and its connection with important scientific or practical tasks

The formation and effective realization of the economic potential of territories do not occur stochastically, but are the result of a complex of events that are carefully planned and implemented in accordance with a clearly defined scenario. It is about the planning and implementation of state policy in accordance with national / regional strategies and programs, a set of measures both general (regarding the socio-economic development of the country and its territories) and specialized (regarding the progress of certain types of tourism).

Analysis of recent research and publications

In general, such scientists as S. Gutkevich [5, p. 15-25], N. Ivanchenko [7], O. Melnychenko [9, p. 69-78] and others investigate the problems and prospects of the development of tourism and the tourism industry. The current challenges of modernity, specifics and obstacles to the functioning and further restoration of the positions of tourist enterprises and the tourism sub-complex of the national economy in the environment of a full-scale war are sufficiently comprehensively disclosed in the publications of A. Arubina, Yu. Onoika, N. Shcherbatyuk [1], T. Vasylytsiva, R. Lupak, O. Rudkovsky, S. Belikova [4, p.17-25] and other researchers. Problems of activity and strengthening of competitive advantages of tourism business entities in its various spheres and segments became the subject of scientific discourse in the studies of L. Bezugloi, T. Kuvaeva, T. Gerasimenko [2], O. Morozova, O. Morozova [8, p. 42-48], T. Tkachenko, O. Gladko, V. Zhuchenko [11, p.81-90] and other domestic and foreign scientists. The works of T. Vasylytsiv, R. Lupak [3, p. 17-25], S. Dombrovska [6, p. 22-33] are devoted to various aspects of state regulation, as well as public-private policy of stimulating the development of tourist enterprises and the tourist complex of the national economy.], A. Okhrimenka [10] and others.

Highlighting previously unresolved parts of the general problem, to which the article is devoted

At the same time, in the conditions of the war, the development of tourism both in Ukraine and in the Carpathian region is not stable. The state should respond more effectively to the challenges of war. Therefore, the identification of problematic aspects of state regulation of tourism development in the Carpathian region of Ukraine is relevant, timely and important for the improvement of state policy in this area.

Formulation of the goals of the article

The purpose of the article is to provide a description and identification of problematic aspects of the state policy of regulating the development of tourism in the Carpathian region of Ukraine.

Presenting main material

Regarding the general nature of state policy, we should talk about the State Strategy of Regional Development for 2021-2027, which, in fact, defines and institutionally enshrines such a type of territory as the "mountain territories of the Ukrainian Carpathians", and, therefore, indicates the target orientations and strategic and tactical tasks of development. In particular, the strategy defines the following main tasks: achieving sustainable development of mountain areas, preservation and restoration of natural ecosystems, overcoming the consequences of emergency situations, development of transport, border and information and communication infrastructure, promotion of historical and cultural heritage, activation of interregional and cross-border cooperation.

It should be added to the positive that a separate vector of regional development provided for by the strategy concerns the realization of the potential of domestic tourism, for which a set of measures is provided for safety and the initiation of new types of tourism, attracting investments, including in the development of tourist infrastructure, marketing tourist destinations, arrangement of tourist routes and objects of tourist visits, integration of cultural heritage objects, promotion of tourism potential of regions, strengthening of competitiveness of regional tourist products, etc.

Thus, attention to the policy of tourism development in the Carpathian region of Ukraine on the part of the central authorities is chained. Among the positives is also the implementation in Ukraine of the target State program for the development of the Ukrainian Carpathian region for 2020-2022, the purpose of which is to establish the prerequisites necessary for the sustainable development of the mountainous areas of Zakarpattia, Ivano-Frankivsk, Lviv and Chernivtsi regions, strengthening their competitiveness and improving the quality of life of the local population.

The program also defined such tasks as land and water resources management, effective use of biological and landscape diversity, rational spatial planning and sustainable development, progress in the fields of agriculture and forestry, transport and infrastructure, industry and tourism, preservation of cultural heritage and traditional knowledge. Therefore, tourism in the Carpathian region is one of the leading types of economic activity, which causes sufficient attention from the authorities regarding the stimulation of its development.

The expected results, which were planned to be achieved as a result of the implementation of this program in the direction "Development of tourist potential and security of territories", were: establishment of a network of tourist information centers; implementation of educational campaigns among the population regarding the creation and development of various types of tourism; the formation of new capable tourism objects and its infrastructure with preference given to tourist destinations with unique health and natural landscape conditions, attractive original ethnic culture and traditions. The program also provided for the solution of a complex of tasks related to purely infrastructural projects, such as the restoration of the narrow-gauge railway, the development and popularization of the Ukrainian Carpathian brand, the implementation of thematic festivals, exhibitions of folk crafts, the restoration of cultural heritage monuments, and the improvement of the material and technical base of the centers security, etc.

In general, the defined range of expected results / objectives of tourism development policy in the Carpathian region of Ukraine should be considered sufficiently broad and balanced, in some cases - ambitious, however, the program did not foresee specific quantitative indicators of tourism development related to the leading

parameters of the progress of this type of economic activity, in particular, the total number of accommodation facilities for tourists and vacationers, the number of beds, including per vacationer; the average duration and cost of one package of services, as well as the level of occupancy of accommodation facilities and beds.

On the other hand, although the program provided for such a quantitative indicator as the number of tourists who visited the region, most of the other parameters - the characteristics of the achievement of the goal and strategic goals of the state policy along the vector of tourism development in the region were to a greater extent related not so much to the implementation of priorities as to the setting of tasks, when it is about the number of tourist information services, the number of tourists who have been provided with tourist information services, the number of newly equipped locations, the number of conducted information campaigns to popularize the tourist opportunities of the Ukrainian Carpathian region, the number of newly created and restored objects, as well as new elements included in the National Register of Objects of the Intangible Cultural Heritage of Ukraine, the number of purchased rescue kits.

Thus, we state that, in our opinion, the orientation of the program tasks of the state policy of tourism development in the Carpathian region of Ukraine is not so much on the result as on the development process for the sake of development itself. In other words, in the system of criteria - indicators of the state policy of tourism development in the region, more effective indicators and their values should be provided. At the same time, the determination of certain target values of indicators should be carried out taking into account the interests of business, and not only on the basis of subjective expert opinions of experts - representatives of power structures.

Another systemic flaw of the system of national strategic planning for the development of tourism in the Carpathian region of Ukraine should be considered an overly generalized approach to planning. For example, how can you set the target orientations of state policy in general for all four regions at once? From a business perspective, such things are planned much more carefully. This is a project approach, according to which the calculation of planned indicators is carried out according to the "bottom-up" principle, or from the micro level (production link) to complete projects, to the enterprise and to the corporate structure in general. The approach to planning parameters for the development of the tourist complex of the region should be similar. In general, such planned indicators should be determined at least for each of the tourist destinations. Therefore, these should be data, firstly, for mountainous regions and each of the regions of the Carpathian region of Ukraine; secondly, by different types of tourism; thirdly, taking into account seasonal fluctuations; fourthly, taking into account not just the evolutionary type (path) of tourism development, but on the basis of new large-scale investment mega-projects, such as Bukovel, etc.; fifth, in accordance with the strategic master plan for the development of tourism in the region.

In addition, it should be a balanced planning principle, according to which each of the planned indicators is justified by changes (improvements) in resource potential, the development of private entrepreneurial initiative in tourism, improvement of tourist infrastructure, etc.

Moreover, taking into account the really huge potential for the growth of tourism in the Carpathian region of Ukraine, talk about the acceptability of such planned indicators of the development of this type of economic activity (for the year 2022), as, for example, the number of newly equipped rural and ecological tourism locations at the level of five units per year, or the number of conducted information campaigns, promotion tours for the promotion of the Ukrainian Carpathians at the level of four each year, or the number of newly created objects of historical and cultural heritage at the level of two units per year, or 18 purchased rescue kits for eliminating the consequences of emergency situations and dangerous events in the territory of mountain settlements, or 20 restored objects of historical and cultural heritage annually.

In our opinion, the determined scope of activity in the field of tourism development in the Carpathian region of Ukraine is nothing more than declarative and in its totality may be inferior to the implementation of one truly significant investment project. Let's pay attention to the fact that the contribution of tourism to the world gross domestic product, taking into account the indirect effect, is about 10%, which is clearly not achieved in the Carpathian region. Therefore, the planned orientations of state policy in the analyzed area could not correspond to the real state of affairs and were leveled by the negative consequences of an unexpected full-scale war that began at the beginning of 2022 and crossed out all the defined plans.

It should also be mentioned that the State Strategy for the Development of Tourism and Resorts for the period until 2026 remains valid in Ukraine. The purpose of this strategic planning document was to create favorable conditions in Ukraine for the progress of the industry and related types of economic activity in accordance with international standards in this area, strengthening its competitiveness, increasing efficiency and strengthening the contribution to the socio-economic growth of the territories, improving the quality of life of the population. It is undeniable that the defined goal is logical and does not raise doubts about its correctness, but, at the same time, it is too general and not specific. Moreover, the strategy lacks spatial-territorial specialization of strategic tasks and guidelines for the progress of tourism in the country, while, for example, the goal of tourism development in the Carpathian region of Ukraine could be the realization of the region's sanatorium-resort, medical, treatment and wellness potential, while in central Ukraine – cultural and educational and event tourism, in southern Ukraine – sea, cruise and yacht tourism, etc.

On the other hand, we consider the application of the integration method of planning and implementation of state policy in the field of tourism to be a sufficiently significant advantage of the analyzed strategic planning

document, which involves differentiation and simultaneous combination and coordination, firstly, of the sectoral; secondly, territorial and, thirdly, sectoral components. Such a method, in our opinion, fully corresponds to the systemic approach and is oriented towards the development and maximum realization of the potential of not just tourism, but the tourist complex. This is particularly evident in the first component, which deals with the combination and balanced development of tour operators and travel agents; subjects from excursion services (directly tourist enterprises), accommodation facilities, transport enterprises, tourist information centers, museums, theaters, arenas and clubs, public catering establishments, sports arenas, objects of trade and provision of consumer services, insurance and media companies.

Let's pay attention to the fact that the Strategy for the Development of Tourism and Resorts for the period until 2026 foresees the following areas of formation and implementation of state policy in this area: (1) tourist safety; (2) regulatory framework of tourism and resorts; (3) development of tourist infrastructure; (4) development of human resources; (5) marketing policy for the development of tourism and resorts of the country. In general, everything is logical, however, we cannot agree that there is a lack of specificity in the realization of the tourist potential of various regions of such a diverse country as Ukraine. Therefore, policy directions should take into account specific features, special priorities and differentiated tools and means of stimulating and ensuring the development of tourism in fundamentally different territories of the country. The same principles and methods cannot be equally acceptable, for example, for the territories of the Ukrainian Carpathians and the coastal regions of our country, etc.

The positives of this strategic planning document include the definition of three basic mechanisms of state regulation in the field of domestic tourism development, namely organizational (cooperation of representatives of the government, business, science, the public and the population in terms of the organization and implementation of activities in the field of tourism development), economic (creating systems of incentives to strengthen the competitiveness of tourism entities) and financial (attraction and rational use of budget funds, investment resources, grants of international organizations, loans from banks and non-bank institutions, funds of non-state special funds, leasing companies). At the same time, we believe that there is a gap in such aspects as state regulation mechanisms in the field of tourism development, such as institutional, professional-psychological, innovative-technological, etc.

In addition, let's pay attention to the composition of control and planning indicators of the development of tourism in Ukraine. Yes, this is the number of foreign and domestic tourists and excursionists, the number of subjects of tourism activity and newly created jobs, revenues to the budgets from economic subjects of the industry. Once again, we criticize this method due to its too high level of generality and lack of specificity, the unreasonableness of the planned values of the indicators and the lack of target quality characteristics of the functioning and development of the field of tourism and resorts of the country, in particular, specific tourist attractive regions.

It should be recognized that the high tourism potential of the regions of the Carpathian region of Ukraine did not go unnoticed by regional and local authorities. So, for example, in Lviv Oblast, the Tourism and Resorts Development Program of Lviv Oblast for 2021-2025 is being implemented (since 2018), in Zakarpattia Oblast - Tourism and Resorts Development Program in Zakarpattia Oblast for 2021-2023, in Ivano-Frankivsk Oblast - Regional target program for the development of tourism in Ivano-Frankivsk region for 2022-2027, in Chernivtsi region - Comprehensive program for the development of tourism in Chernivtsi region for 2021-2023.

The current version of the program in the Lviv region is valid until 2025 with appropriate clarifications made to its provisions (in particular, achieved results, current tasks and targets, measures for the current calendar year, sources of formation and directions of use of financial, resource and investment support) every year, including in conditions of full-scale war.

In general, we should point out the sufficiently high professional level of the analyzed planning document, which is focused on the regional policy of tourism development in the region. First of all, we are talking about clearly defined specific and applied problem aspects, the solution of which, in fact, is directed to the tools and means of the program. In contrast to blurred landmarks, it is characterized by high clarity and professionalism. Yes, we are talking about the "damages" of tourism as a result of the COVID-19 pandemic and full-scale war, the concentration of tourist flows in the regional center and only a few of the most popular tourist destinations, and, therefore, the underutilization of the powerful tourist potential of other places and territories of the region, the still weak development and incomplete development of a full-fledged tourist and resort infrastructure, the unsatisfactory state of monuments of historical and architectural heritage, road and transport infrastructure, the low quality of staffing of subjects of historical of cultural heritage, neglect and low efficiency of use of facilities of the sanatorium-resort complex of the region, insufficient volumes (given the possibilities and potential) of investments in tourism and recreation, etc.

At the same time, the goal of the program should be recognized as quite valid: as the formation and implementation of measures for the sustainable development of tourism and resorts in the territory of the region, the improvement of the tourist attraction of the region through the popularization of the historical-cultural and natural-recreational heritage, the creation and offer of competitive services in the field of recreation and tourism and etc.

In accordance with the problems, as well as the achievement of the goal of the regional policy, the program defines the following leading directions for the implementation of regulation in the analyzed area: private-public

partnership regarding the progress of tourism and resorts, the formation and development of tourist clusters, other forms of cooperation, stimulating the development of tourism at the level of local communities, popularization of the tourist brand of the region, implementation of large-scale promotional campaigns for such purposes, use of the potential of natural and healing resources available in the region, improvement of the intellectual and human resources support of subjects in the field of tourism and recreation, development of tourism and related infrastructure, increase in the amount of investment in the industry and modernization of its infrastructure, activation of inter-municipal, inter-regional and inter-state cooperation in the field of development and popularization of tourism, improvement of the system of accounting and control of efficiency in part of the progress of tourism and realization of the potential of the tourist complex of the Lviv region.

At the same time, we do not fully agree with the tasks (target orientations) of the regional tourism development programs indicated above, which are mostly determined by: creating a positive image of the region as a tourist destination; modernization of tourist infrastructure, full use of the tourist potential of local communities and territories, scaling up of projects to popularize tourism and recreation facilities both on the territory of the region and in specific areas of the Carpathian region of Ukraine. Indeed, building a good image is the best thing that can happen to a tourist destination, but this position is more tourist than economic. Therefore, in our opinion, the target orientations of the tourism development program should be: quantitative parameters of increasing the potential of the tourist infrastructure, the capacity of the system of the tourist complex of the region, the volume and dynamics of tourists served, indicators of the progress of related types of economic activity, etc. Or to a different extent - more applied quantitative parameters of the functioning and development of the tourism industry in the region.

It would be logical if the program included a wide range of activities, some of which were somewhat generalized, and some of which were very specific. To, in our opinion, applied and those that should be considered, in fact, directly oriented to the development of tourism in the region, should include: the implementation of a set of educational and training activities both for already existing subjects of the tourism business and the hospitality industry, and potentially new subjects of rural and green tourism, tour guides, guides-translators, mountain guides, informants, etc., regarding the general strategy and tactics of tourism development in the region, hence, promising areas and means of advancement of their business activity, business, etc. The opening and implementation of successful tourist facilities from the point of view of domestic and foreign practice of tourism business development is undoubtedly a good prospect, however, it is very difficult for an average citizen who previously had no experience in entrepreneurial activity, taking on relevant business risks, etc.

Conclusions from this study and prospects for further research in this direction

The quality of the state policy regarding the formation and development of the tourist complex of the Carpathian region of Ukraine can be considered high and such that to a certain extent it contributed to the progress of this sector of the regional economy, the improvement of its institutional capacity, the development of infrastructure, etc. A separate strength of regional policy in this area should be considered the presence of specialized bodies at the level of regional state military administrations of all regions of the region, as well as the implementation of regional programs for the development of tourism and resorts. This is evidence of the institutionalization and practice of planning tourism development policy in the region. On the other hand, regional policy in the analyzed area is still characterized by such weaknesses as the limitation of statistical data, the absence of a monitoring system of quality parameters of the implementation and development of tourist activities in certain types of tourism; part of the measures envisaged by the regional tourism development programs are declarative, and their expected indicators are not scientifically based and are not forecast; a full-fledged institutional and organizational system for ensuring the development of tourism has not been built; the business environment is still not favorable for public investment in the tourism business; there is no system for monitoring the business environment, factors and obstacles to the functioning and development of elements of the tourist complex.

The presence of these weak points activates the action of a number of challenges and threats, which can lead to the absence of data on the real state and trends of tourism development in the region, the shadowing of the activities of accommodation facilities, the strengthening of structural imbalances and the lack of systemic progress of the complex, the replacement of the initiating and coordinating functions of tourism administrations purely representative, chaotic development of certain segments of tourism (especially small businesses), which artificially deforms the competitive environment and reduces the efficiency of industry entities, the regulation of the system of permits and approvals during the construction and opening of hotel and restaurant facilities, which reduces the investment attractiveness of both tourism and the regional economy as a whole.

Further scientific research in this direction concerns the improvement of the methodology of analyzing the development of tourism in the region.

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