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National and International Tourism Policy in the Face of 21st Century Challenges

Ekonomiczne Problemy Turystyki nr 4 (28), 85-101

2014

Artykuł został opracowany do udostępnienia w internecie przez Muzeum Historii Polski w ramach prac podejmowanych na rzecz zapewnienia otwartego, powszechnego i trwałego dostępu do polskiego dorobku naukowego i kulturalnego. Artykuł jest umieszczony w kolekcji cyfrowej bazhum.muzhp.pl, gromadzącej zawartość polskich czasopism humanistycznych i społecznych.

Tekst jest udostępniony do wykorzystania w ramach dozwolonego użytku.

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NATIONAL AND INTERNATIONAL TOURISM POLICY IN THE FACE OF 21ST CENTURY CHALLENGES

Abstract

The purpose of this paper is to introduce the reader to the most important dilemma of tourism and problems of tourism policy at the beginning of the 21st century. Practically all prognosis show that in the next twenty years tourism will be one of the fastest growing branch of the world economy. The dynamic growth of tourism is accompanied by deep changes in quality. They are seen as a matter of tourism demand as well as a matter of tourism supply. Fast changes in social, environmental and technological structure widely also affect the tourism policy, both on national and international level. The range of the transformation is so big that without any hesitation we can speak about a revolution which occurs in the whole world of travel and tourism in general. This places new challenges before the traditional conception of tourism policy. The basis for it is the analysis of the most important factors which are called “megatrends”. There is more particular information directly connected with problems of the tourism system and tourism policy on national and international level. In this article, author puts forward the thesis that the extraordinarily dynamic changes underway in the broadly-defined tourism “environment” (such as the globalization of the economy, and others that are transforming the whole modern world: “megatrends”) have such a major impact on the way the tourism market functions, and generate such problems for the industry that it is crucial to revise our views on the scope and forms of tourism policies. Many of the key issues for the further development of tourism are such that they require solving not only on a national scale, but on an international, or even a global one.

Keywords: tourism policy, megatrends, globalization, international cooperation, Multi-Level Governance

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Contemporary tourism is a very complex phenomenon, that affects millions of people around the world. Among them are consumers, deliverers of tourist products or simply residents of reception areas. All of these people interact with the tourist sector everyday. In particular the significance of tourism is emphasized in terms of importance to functioning of contemporary societies. Tourism is one of the largest sectors in global economy and in addition it is a specific designator of modern era and a measure of quality of life. It is characterized by numerous ties with many branches of social and economic life. Tourism has a major influence on the use of space and character of infrastructure, boosts employment and regional development, and depicts strong ties with education, culture and healthcare. At the same time it's heavily dependent on environment quality, transport, security, new technologies etc. All of the factors mentioned above suggest that tourism (in the last several decades) is recognized by the government and is considered one of the elements of policy carried out at various levels of management and administration. In the recent years scientists developed some generalization and theories, which facilitate the planning process and guidance of tourism development. Such achievements, in great summary may be referred to as tourism policy.

Tourism requires coordinated activity in different branches of economy as well as solving countless problems regarding social backgrounds. Having said that, the development of tourism must be planned. The best way to achieve this is goal is to initiate conscious tourism policy in individual countries. Regions and countries where tourism development is not controlled, experience many problems (social, economical, ecological, cultural and even political). On the other hand, carefully planned tourism development enables to eliminate such problems. It should be noted here, that most of these problems are an internal characteristic of most regions that undergo rapid development.¹ Conscious tourism policy, carried out by specialized governmental institutions in agreement with the private sector and territorial self-managements, successfully impedes any problems. Therefore, most countries nowadays realize their own tourism policy.²

¹ D.L. Edgell, M.D. Allen, G. Smith, J. Swanson, *Tourism Policy and Planning: Yesterday, Today and Tomorrow*, Elsevier, 2008.

² J. Elliot, *Tourism. Politics and Public Sector Management*, Routledge, London 1997.

1. Definition of tourism policy including approaches used for analysis on national and international level

The interdisciplinary character of tourism as well as variable nature of tourist market creates a challenge for tourism development planning and successful accomplishment of tourism policy. Broad knowledge is obviously required in this matter.³ It should be emphasized that one of the most important conditions that allows achieving success in every domain and on various levels of tourist activity is the knowledge of mechanisms that pertain to tourist market operation. Making rational decisions and stimulating desired processes that enable development, requires the ability to forecast development processes. Without them it's hard to achieve successful tourism policy management. It should be stressed, that in case of tourism, the knowledge and skills that enable proper utilization within its boundaries, must pertain to a rather broad group of processes. This of course, is highly reflected in the research methods that are being applied. We can distinguish at least 10 basic approaches that deal with tourism studies: institutional, historical, organizational, economic, sociological, geographic, via products, interdisciplinary and systemic.⁴ As pointed out, tourism can be analyzed from different points of view. Subsequently this provides vast possibilities of usage and application of ideas by people engaged in tourism policy issues.

The term of *tourism policy* has two meanings. The first meaning pertains to the practical activity of decision-making centers (usually federal), which thanks to certain means strive to achieve established goals in the tourist sector. The second meaning is more often used when referring to an independent discipline of knowledge, which studies the interactions that take place between the state and functioning of tourism. This existing ambiguity of *tourism policy* hinders the presentation of various standpoints in this matter. It is difficult to define tourism policy because definition problems also relate to the term tourism itself. In scientific literature there are several interesting definitions of tourism, but we

³ L. Ambrosie, *Tourism policy research: avenues for the future*, in: "International Journal of Tourism Policy" 2010, Vol. 3(1), pp. 33–50.

⁴ Ch.R. Goeldner, B.J.R. Ritchie, *Tourism. Principles, Practices, Philosophies*, Tenth Edition, John Wiley & Sons, New Jersey 2006.

will not get involved in lengthy discussions concerning this matter.⁵ Therefore, we can assume that: “*tourism policy includes any activity of federal authorities at various levels (national, regional, local) that are aimed at satisfying tourist needs of the community, rational usage of tourist qualities as well as work, resources and capital within tourist economic branch. This activity also incorporates shaping the optimal size and structure of tourist movement, and coordinating tourism development that includes its numerous functions and ties with various spheres of social and economic life*”.⁶

The above-mentioned definition of tourism policy concentrates on the most common understanding of this term, namely that its accomplishment is the key domain of federal institutions. In fact, tourism policy is primarily carried out by governments of individual countries. They designate various types of institutions that function on different levels of federal and self-governmental administration.⁷ It should be added, however, that individual enterprises that operate in different branches of the tourist market are capable of managing their own tourism policy.⁸ This situation pertains mainly to large non-national companies (tour-operators, hotel chains, air lines).⁹ It is possible that effects of tourism policy carried out by such companies often have greater impact on the functioning of tourism in individual countries than federal policy of these nations. At present certain economic and regional societies aspire to conduct their own tourism policy (such as OECD, ASEAN).¹⁰ This also includes international tourist organizations – both those geared toward tourism (e.g. UNWTO, WT&TC, UFTAA) and para-tourism

⁵ The discussion concerning the evolution of the term tourism as well as various contemporary interpretations of tourism is presented among others in the book: W. Alejziak, *Turystyka w obliczu wyzwań XXI wieku [Tourism in the Face of 21st Century's Challenges]*, Albis, Kraków 1999, pp. 15–29.

⁶ W. Alejziak, *Polityka turystyczna [Tourism Policy]*, in: *Nauki o turystyce [Tourism Sciences]*, part II, R. Winiarski (ed.), *Studia i Monografie*, 7, AWF Kraków 2004, pp. 40–91 (in Polish).

⁷ Apart from tourism policy in macro-scale, own policy, although somewhat limited is carried out by regions, counties and specific tourist resorts.

⁸ M. Frenck, *Establishing a travel policy*, in: *Business Travel News* 4/21 (20), 2003, p. 9.

⁹ P. Jones, A. Pizam, (eds.), *The International Hospitality Industry. Organizational and Operational Issues*, John Wiley & Sons, Pitman Publishing, 1993; W.F. Theobald, *Global Tourism*, Butterworth-Heinemann, 2004.

¹⁰ S.J. Page, *Tourism Management. Managing for Change*, Butterworth/Heinemann, 2003, pp. 286–287.

(IATA, IFN).¹¹ For many years, mutual tourism policy is carried out in certain fields by nations that belong to the European Union.¹² It should be mentioned, that in such cases appropriate organs are appointed in these nations, which are responsible for tourism policy. Nevertheless, most decisions have been passed within EU institutions, particularly in the European Committee. Under these circumstances we are able to point out certain elements of mutual international tourism policy,¹³ and maybe global tourism policy.¹⁴ Given that the tourism research community acknowledges the lack of a definition that renders the essence of the conditions, phenomena, and processes in the international tourism market and the contemporary tourism policy presented here, we have provisionally accepted that: “*an international (global?) tourism policy is, in general terms, an activity accepted by the international society, undertaken by various decision-making centers on the basis of contemporary international relations, which aims to rein in negative phenomena accompanying contemporary tourism, and to create the optimal conditions for its further development on a global scale*”.

2. The prognosis of tourism development in the beginning of the 21st century

The prognosis of tourism's development are very optimistic. All prognostic reports says about its quick development and claim that during the next twenty years tourism industry will be one of the fastest developing departments of the world's economy. But in this reports experts pointed also main dangers to

¹¹ W. Alejsiak, T. Marciniec, *Międzynarodowe organizacje turystyczne [International tourist organizations]*, Albis, Kraków 2003 (in Polish).

¹² G. Akehurst, *European Community tourism policy*, in: *Perspectives on Tourism Policy*, P. Johnson, B. Thomas (eds.), Mansell, London, 1992, pp. 215–231; H. Zawistowska, *Polityka Unii Europejskiej wobec sektora turystycznego [European Union policy in relation to tourist branch]*, in: *Unia Europejska a przyszłość polskiej turystyki [European Union and the future of Polish tourism]*, Katedra Turystyki, SGH, Warszawa 2003, pp. 9–24 (in Polish).

¹³ D.L. Edgell, *International Tourism Policy*, Van Nostrand Reinhold, New York 1990.

¹⁴ The range and forms of such policy have not been fully outlined so far, however, global issues (degradation of environment for example) create a situation where international cooperation will have a greater impact in the future. The principal role in shaping global tourism policy is attributed to World Tourism Organization (UNWTO). Its mission is to “serve as a global forum in establishing tourism policy and at the same time being a practical source of tourist know how”. Online: <http://www.world-tourism.org>.

tourism development, including problems with political situation in the world, especially: ethnic conflicts, unstable situation in the Arab World, disorganisation of the authorities and conflicts in the former territory of the Soviet's empire (especially the recent problem "Russia-Ukraine"). Less important are economic factors like: economic recession, increase of gas prices etc. Nevertheless all forecasts are optimistic about tourism development in the 21st century. The quantitative tourism development is accompanied by multiaspect qualitative and structural transformations of contemporary tourist market. They are connected with demand and tourist supply. The transformations in a sphere of needs, motivations, and tourist's demands create a new directions of working in a tourist firms. A quick tempo of bringing a modern technologies into tourism is a herald of a real revolution in organisation of the tourism system.

A phenomenon that poses a number challenges for tourism is globalization.¹⁵ Tourism is an inherently international phenomenon, and thus substantially globalized from its inception. Globalization demands that tourism creates the ability to balance global standards with local demands and needs, and can meet the material needs of a global community without increasing inequalities or destroying the environment. In opinion of C. Cooper, these are the real challenges of the global/local nexus.¹⁶

These selected examples show that tourism – like all civilisation undergoes changes. What kind of tasks will tourism have in the beginning of the new century? It seems that an attempt at answering these questions should be started from the analysis of these trends. There are a lot of factors which decide about the future shape of the tourist market, moreover many of them are out of the tourism control.¹⁷ The more important conditions of the tourism development and their influence on components of the tourism system are presented below.

¹⁵ S. Cornelissen, *The global tourism system: governance, development, and lessons from South Africa*, Ashgate Publishing, 2005; H.L. Theuns, *Globalization and Tourism: Pros and cons*, "Tourism Recreation Research" 2008, Vol. 33(1), pp. 99–105; S. Wahab, C. Cooper (eds.), *Tourism in the Age of Globalisation*, Routledge, London-New York 2001.

¹⁶ C. Cooper, *Globalization is More than Economic Phenomenon*, "Tourism Recreation Research" 2008, Vol. 33(1), pp. 109–111.

¹⁷ R.Ch. Mill, A.M. Morrison, *The Tourism System*, Third Edition, Kendaal/Hunt Publishing Company, Prentice-Hall, 1998; A. Sessa, *The Science of Systems for Tourism Development*, "Annals of Tourism Research" 1988, Vol. 15, pp. 19–235.

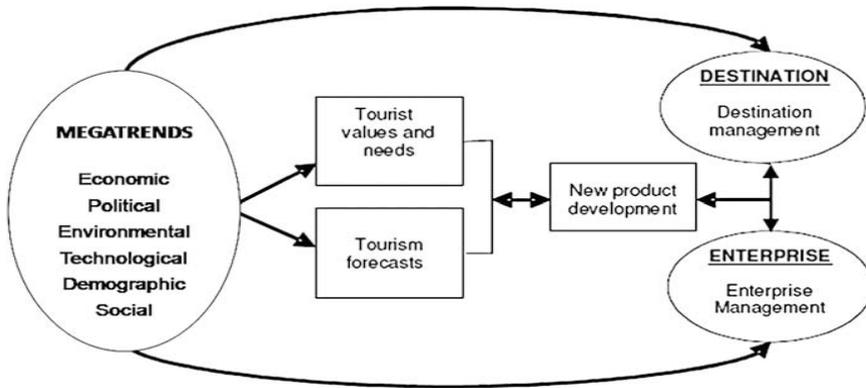


Fig. 1. Forces of changes in the tourist system – influence of megatrends on tourism

Source: L. Dwyer, D. Edwards, N. Mistilis, C. Roman, *Destination and enterprise management for a tourism future*, „Tourism Management” 2009 Vol. 30, p. 64.

The graph shows multitude and diverse character of factors decisive in tourism development. Consequently these factors constitute the principles of formulating tourism policy. The diagram stressed significance of the main groups of factors which decide about tourism in the 21st century. Because of limited frames of this publication the megatrends influencing to tourism are presented in Table I.

Table 1

The main six group of megatrends affecting tourism

<p>Demographic Factors:</p> <p>The age of societies; The tendency to set up home late; Smaller number of family/households; Increase in the number of childless families; Increasing number of lonely persons; Increasing number of working women. Increase in economic migration from “South” to “North” and from “East” to “West”.</p>	<p>Political Factors:</p> <p>Changes in the Central/Western Europe; Integration of the European Union; Liberalisation of international migration; The convenience of passports, visas, currency; Unstable political situations in many regions of the world; Radical demands and an increase in the importance of ethnic, fundamentalist movements etc. International terrorism.</p>
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<p>Social & Cultural Factors: Shortened work day, more free time and longer vacations; Earlier retirements; Increase of time for additional work; Increased number of “two-income” households; Turn toward healthy lifestyles; Family crisis; Crisis of faith and religion as important elements and factors shaping social relations; Conflicts between identity and modernisation, especially in developing countries and among immigrants.</p>	<p>Economic Factors: Globalization; Diversity and regional changes in economic development on a world scale (increase in the significance of the “BRIC countries” – Brazil, Russia, India, and China); Greater disproportion between rich and poor countries; Economic and financial crisis in many countries and regions of the world; Increasing price of petroleum and natural gas and hopes linked to the use of shale gas; Liberalisation and development of international trade; Concentration of capital in the world’s economy; Introduction of a single European currency (the euro) and the growth of its significance in international economic circulation.</p>
<p>Technological Factors: Automation and computerisation (development of computing systems); Development of telecommunication Development of transport and infrastructure (airports, highways); Use of modern technologies in everyday life (household articles, satellite television, Internet, sports equipment); Development of soft technologies (e.g. franchising, outsourcing);</p>	<p>Environmental & Ecological Factors: Smaller environmental resources; Climate change and natural disasters; Increased ecological awareness of society – development of the ecological movement; Conflicts caused by the development of large agglomerations (in developing and developed countries); Government care for the environment and international collaboration in the fields of natural and cultural environment protection.</p>

Source: author’s materials.

In the all of these groups, there are positive factors that will be stimulating or braking tourism development. Each of them has a different strength of effect. They are difficult to verify, they decide about dynamism and directions of tourism development. The most of them (especially demographic, social-cultural, ecological and technological trends) have such strong character and influence on tourism development, that even economical recession and political crisis in some regions, is not able to stop its development.¹⁸ The main, but only chosen changes (trends) in contemporary tourist market are presented in Table 2.

¹⁸ L. Dwyer (ed.), *Megatrends underpinning Tourism to 2020. Analysis of key drivers for change*, Sustainable Tourism Cooperative Research, Australia, 2008, <http://www.sustainabletourisonline.com/5/understanding-visitors/megatrends-underpinning-tourism-to-2020-analysis-of-key-drivers-for-change>.

Table 2

Changes in the tourism system – the conception “Old & New Tourism”

The characteristic features of the modern tourism	The characteristic features of the traditional tourism
A buyer's market dominates, and travel agencies work in a permanent international competition system, which causes a narrow margin of profit.	In recent years – there was a balance, and a producer's market dominated in some countries and all geographical regions (e.g. socialistic countries).
Trans-border character of the tourism industry. The larger number of big corporations. Uniting and buying companies out.	In recent years – at a national markets dominated local travel agencies, airlines, and hotels
Extension of spheres of activity in the tourist market, among so called “great players” (airlines, hotel chains).	In recent years – domination of a clear specialization, extension of activity field with the help of other firms.
Decrease of agent's meaning, especially travel agencies. Delivers try to reach a client individually (Internet, telemarketing)	In recent years – at the detail sale markets dominated some great agencies, connected with a main tour-operators and wholesalers.
Conscious tourist policy of countries and international organisations (UNWTO, IATA etc.).	In recent years – spontaneous development of tourism.
Analysis of tourism development. Taking into consideration all factors (economical social, cultural, ecological etc.).	In recent years – analyses of tourism development considered mainly economical factors – the economical development, profits.
Liberalisation in the field of international travelling.	In recent years – a lot of difficulties with international travelling.
Standardisation of products and the tourist law (e.g. The Tourist Card in the UE countries).	In recent years – there wasn't any popular system of client protection (e.g. categorisation of hotels).
Strong stress at a quality side of tourism.	In recent years – only a quantitative aspect (growth)
Diversity of tourist products. Their adaptation to different preferences of clients (special offers).	In recent years – domination of standard package tours, without any tourist motivations, needs and preferences.
Orientation at a new values, as a factor which decides about purchasing of tourist services. Additional free services or a small fee.	In recent years – orientation at prices, as a factor which decides about purchasing. Disorganisation of the tourist market, some spectacular bankruptcies.
Increase of marketing activity. Popularity of a violent promotion, directed to a concrete, selected segments of the market.	In recent years – a fixed catalogue prices. Promotion of companies, not concrete products. Promotion directed to all potential clients.
Flexibility of tourist firms' activity. Spontaneous decisions made at the last minute.	In recent years – reservations made in tourist firms, many months before a trip.

The characteristic features of the modern tourism	The characteristic features of the traditional tourism
Using of modern mass-media, and promotion technologies (CD-Room, a Gable TV).	In recent years – a traditional brochure was a basic source of tourism information.
Care of the environment protection, culture and local people business. Sustainable tourism development.	In recent years – lack of the environment care and bad influence of tourism on the environment and local people business.
Demand for a high qualified tourist staff. Natural flow of workers. A high education development.	In recent years – staff were from different trades, consider that the work in tourism requires more predisposition than knowledge.

Source: author's materials.

An analysis of megatrends and changes in tourist market presented earlier poses many questions concerning the development of tourism and the role of tourism policy. How will these changes affect tourism itself, and nations' attitudes toward tourist companies, states, and destinations? Is it possible to solve problems caused by the expected increase in tourism development by implementing the present canons of tourism policy?

3. Perspectives and new concepts of national and international tourism policy

The development of tourism, however – particularly given how dramatic it has been over the past few years – yields many problems. These problems are generated both within the tourism system and outside of it. The first few years of the 21st century have indicated that they are not going to go away, and that tourism will continue to confront new challenges. This also affects tourism policies, which – much like tourism itself – will need to undergo changes.¹⁹ There is a common belief that people engaged in the practical side of tourism policy should concentrate on making tourism a modern economic sector and a source of economic prosperity for the organizers, service personnel and residents of highly tourist regions. At the same time, negative processes that accompany tourism development need to be eliminated. These include: environment degradation, unequal distribution of benefits created by this development, the reduction

¹⁹ C. Cooper, C.M. Hall, *Contemporary tourism: an international approach*, Butterworth-Heinemann 2007.

of local influence on decision-making processes, the dominance of corporations, social pathologies etc.²⁰

The above-mentioned problems form the main study area on tourism policy. Unfortunately, the majority only contribute to the dilemma, and such studies pertain only to selected aspects of how tourism functions [predominately marketing and management]. There is an insufficient number of studies that treat tourism policy as a complex phenomenon linked with processes that change the image of contemporary world.²¹ These processes include: globalization, accumulation of capital, the decreasing role of nations and the growing significance of international organizations, changes in social structure, new models for organizing public life etc. There is a clear lack of publications that would signal a breakthrough or determine a new quality in a national approach to tourism. On the other hand, unusually rapid change occurring in tourist branch and other affiliated areas make previously developed models unverifiable and prevent us from solving various problems in tourism policy.²²

An analysis of megatrends and changes in tourist market presented earlier poses many questions concerning the development of tourism and the role of tourism policy. How will these changes affect tourism itself, and nations' attitudes toward tourist companies, states, destinations and the main international tourist organizations? Is it possible to solve problems caused by the expected increase in tourism development by implementing the present canons of tourism policy? It would seem that we should find new forms, new instruments and new platforms of tourism policy developing, including international cooperation. One of the most interesting and the most applicable conception here is the Multi-Level Governance (MLG) Theory.²³ The basic value of this concept comes not only

²⁰ W. Alejziak, *Política turística en el siglo XXI*, in: *Cambio Climático y Turismo: Realidad y Ficción*, E. Fayos-Sola, J. Jafari (eds.), Universitat de Valencia, World Tourism Organization, 2009, pp. 187–210 (in Spanish).

²¹ L. Ambrosie, *Tourism policy research: avenues for the future...*, op. cit.; P.M. Burns, *Tourism Planning. A Third way?* "Annals of Tourism Research" 2003, Vol. 31, pp. 24–43; Leslie D. (1993), *Review of Perspectives on Tourism Policy*, in: *The Service Industry Journal*, Vol. 13 (4), pp. 338–340.

²² M. Kozak, *Turystyka i polityka turystyczna a rozwój: między starym a nowym paradygmatem [Tourism, tourism policy and development: between old and new paradigm]*, EUROREG, Wydawnictwo Naukowe SCHOOLAR, Warszawa 2009 (in Polish).

²³ G. Marks, L. Hooghe, K. Blank, *European Integration from the 1980s: State-Centric v. Multi-Level Governance*, "Journal of Common Market Studies" 1996, Vol. 34 (3), pp. 343–378.

from the content of the hypotheses presented, but also from the fact that – unlike many other theories – it is based on fairly solid methodological foundations, but it is also good for international cooperation in tourism policy.²⁴ This concept not only takes a modern approach to the issues, but also has a wide-angle research problem, whose basic aim is to illuminate both the conditions and the course of the cooperation and integration process itself, as well as its “product,” such as the European Union – as the most complex and effectively realized example of international cooperation and integration, also in the field of tourism policy.

It would seem that, for the time being, the development of tourism policy (both: national, and regional and local, and also international) Multi-Level Governance will probably occur along the paths described in this approach. The concept of Multi Level Governance, similarly as the “Theory of Third Way in Tourism Planning” developed by P.M. Burns,²⁵ is currently regarded as one of the more interesting attempts (approach) to use in tourism policy. MLG theory is based on the fundamental premise that there is a variety of planes for executing political interests and integration processes (local, regional, national, European, and in some cases, even global), which are linked, creating a network of sorts. Instead of a hierarchy of planes, we are dealing with numerous communication channels, which often bypass intermediate planes. National subjects (parties, relevant organizations, corporations etc.) and various sub-national actors (regional and local) try to communicate directly with institutions that make decisions on the supranational level. In relation to system of tourism policy, the MLG theory states that development of tourism and cooperation in this field cannot be based on an unbending hierarchy or the domination of a single center of power, but be based on multiplicity and diversity of actors in the contemporary tourist market and institutions creating of tourism policy. The stratus, levels and the ties between them are illustrated in the ideogram presented below.

²⁴ W. Alejziak, *A Global Tourism Policy – Utopia, Alternative or Necessity?*, “Folia Turistica”, Special Edition: “The Master Classes” 2011, No. 25(1), pp. 313–356.

²⁵ P.M. Burns, *Tourism Planning. A Third way?*, “Annals of Tourism Research” 2003, Vol. 31, pp. 24–43.

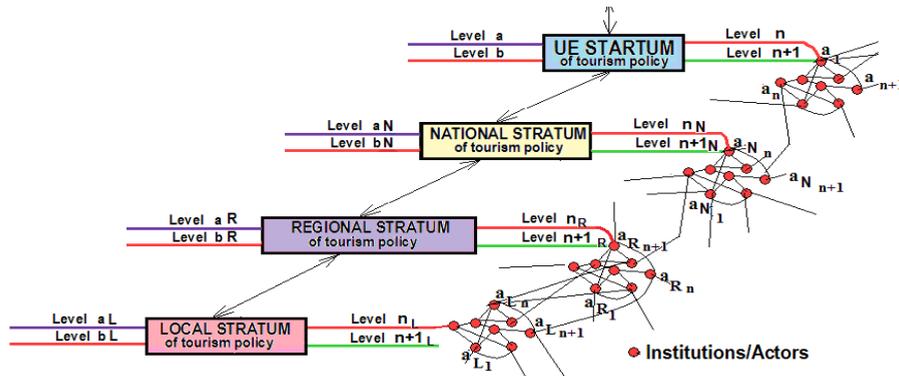


Fig. 2. Stratus, levels and networks MLG in the system of tourism policy

Source: author's diagram, based on: S. Kojło, K. Leszczyńska, S. Lipski, E. Wiszczun, *Nowe koncepcje koordynacji w systemie Multilevel Governance polityki spójności* [New Conceptions on Coordination In system of Multilevel Governance of Cohesion Policy], Warszawa 2009, p. 12.

Online: http://www.mir.gov.pl/aktualnosci/ministerstwo/Documents/Nowe_koncepcje_koordynacji_w_systemie_multi_level_governance_polityki_spojnosci.pdf.

The great corporations, the professional associations, lobbying organizations, and many other actors on the tourism market enter into set interaction with each other, above state boundaries, as it were, thus themselves becoming participants in international relations. In tourism integration processes (whether perceived in their entirety, or only in sectors – e.g. hotels, tourist transport, tour operators, tourist agencies etc.), many different subjects are engaged, and the borders between public and private actors begin to blur. Each is after his own interests, interacting with others, building various coalitions etc. There is also a certain sphere of activity in which all the actors work for the “common good” (e.g. protection of the natural environment or the cultural heritage). Considering that these interests may be local, regional, national, European, or global, and that they can be executed on various scales, it should be clear that the interactions characteristic of the MLG concept are multileveled. Tourism is a fine example of the phenomena and processes described here, which is also why this theory is adequate for analyzing the perspectives and directions of tourism policy in general and possibility and applicability of creating an international tourism policy.

Possibility of using and eventual utility of the MLG theory for the creating of tourism policy at all its level (but especially sub-national) confirm the findings of research and study of World Tourism Organization presented in the work “*Governance for the Tourism Sector and Measurements*”²⁶ – see below. The tourism governance and measurements of theirs influence on components of the tourism system are presented in the ideogram below.

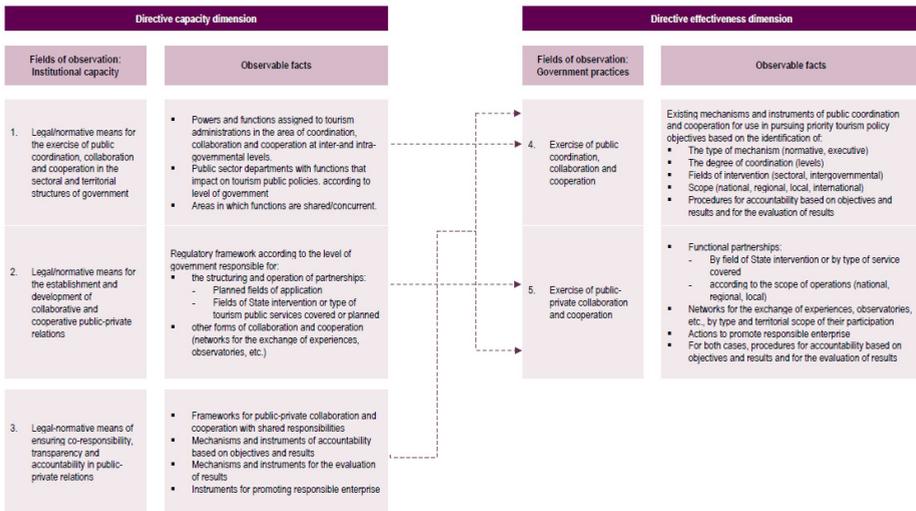


Fig. 3. Basic approach to observation for the measurement of governance in the tourism sector

Source: C.D. Fuentes, *Governance for the Tourism Sector and Measurements*, Statistics and TSA Issue Paper Series, UNWTO, Madrid 2013, p. 20.

Conclusion

The 20th century was marked by an unprecedented dynamism and scale of transformations, which took place in practically all spheres of human life. Tourism is one of the effects, and simultaneously an important indicator of these

²⁶ C.D. Fuentes, *Governance for the Tourism Sector and Measurements*, Statistics and TSA Issue Paper Series, UNWTO, Madrid 2013, p. 1.

transformations. Today, in the second decade of the 21st century, tourism is perceived as an important element of politics, both in the developed and developing countries of the world. In the former it is regarded not only as an important branch of the economy, but also as one of the most effective factors in social and cultural progress. However, changes in the world's economy and our life in general create new situation and cause that development of tourism needs changes in sphere of tourism policy. Author in this article tried to show the challenges of national and international tourism policy, which - in opinion of many researchers - correspond with more widespread discussions on the future of humanity.

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KRAJOWA I MIĘDZYNARODOWA POLITYKA TURYSTYCZNA W OBLICZU WYZWAŃ XXI WIEKU

Streszczenie

Artykuł ma na celu wprowadzenie czytelnika w problematykę podstawowych dylematów rozwoju turystyki oraz problemów polityki turystycznej w początkach XXI wieku. Praktycznie wszystkie prognozy wskazują na to, że w najbliższych dwudziestu latach turystyka będzie jedną z najszybciej rozwijających się gałęzi światowej gospodarki. Temu dynamicznemu rozwojowi towarzyszyć będą jednak głębokie zmiany jakościowe, które uwidocznia się zarówno w sferze popytu, jak i podaży turystycznej. Szybko zmieniające się uwarunkowania gospodarcze, społeczne, środowiskowe i technologiczne, mają też istotny wpływ na politykę państw w dziedzinie turystyki, zarówno na poziomie narodowym, jak i międzynarodowym. Zakres i dynamika tych zmian mogą doprowadzić do prawdziwej rewolucji w całym systemie organizacji i funkcjonowania rynku podróży i turystyki. Stawia to przed tradycyjnie pojmowaną polityką turystyczną nowe wyzwania. Punktem wyjścia do analiz na ten temat jest identyfikacja czynników nazywanych megatrendami rozwojowymi cywilizacji. Dopiero na tym tle dokonano szczegółowych analiz dotyczących uwarunkowań i problemów tkwiących wewnątrz systemu turystycznego oraz polityki turystycznej w wymiarze narodowym i międzynarodowym. W pracy autor stawia bowiem tezę, że niezwykle dynamiczne zmiany zachodzące w szeroko pojętym "otoczeniu" turystyki (takie jak globalizacja gospodarki oraz inne - zmieniające cały współczesny świat - tzw. megatrendy cywilizacyjne) mają na tyle duży wpływ na funkcjonowanie rynku turystycznego oraz generują takie problemy dla branży, iż konieczna staje się rewizja poglądów na temat zakresu oraz form prowadzenia polityki turystycznej. Wiele z kluczowych dla dalszego rozwoju turystyki problemów ma bowiem taki charakter, że wymaga ich rozwiązywania już nie tylko w skali krajowej, ale także międzynarodowej, a nawet globalnej.

Słowa kluczowe: polityka turystyczna, megatrendy, współpraca międzynarodowa, Multi-Level Governance