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Zajadacz A., Kosinska A.

Problems of Tourism Development on a Regional Scale

In the first part of the study the types of barriers to tourism development that may occur during the planning phase of this development, and in the phase of implementation of these plans, including the endogenous and exogenous barriers, were presented. The second part presents the results of research on the factors hindering the development of tourism identified in the selected region of Wielkopolska Province (Poland).

The article presents detailed description of tourism barriers categories, which include: political and legal, economic, infrastructure, social, geographical and organizational problems. In the final part article presents a difference in the understanding of problems depending on the stakeholder groups, which leads to the conclusion that in order to be able to specifically identify problematic issues opinion of different stakeholders categories should be recognized. Only such action can lead to the construction of the development strategy, which will not have any areas of uncertainty (i.e. «gaps» in the identifying problem areas).

Key words: obstacles to tourism development, tourism development barriers, strategic planning, implementation of development plans, Wielkopolska Province.

Заядач А., Косинска А.

Аймақтық деңгейдегі туризм дамуының мәселелері

Зерттеудің бірінші бөлімінде туризм дамуын жоспарлау кезеңінде де, осы жоспарларды іске асыру кезінде де пайда болуы мүмкін кедергілердің, оның ішінде эндогендік және экзогендік тосқауылдардың түрлері қарастырылған. Екінші бөлімде таңдалып алынған Великопольск провинциясында (Польша) туризм дамуын тежейтін факторларды зерттеу нәтижелері келтірілген.

Мақалада туристік кедергілер категориялары егжейлі-тегжейлі суреттелген, олардың құрамына саяси және құқықтық, экономикалық, инфрақұрылымдық, әлеуметтік, географиялық және ұйымдастырушылық мәселелер кіреді. Мақаланың қорытынды бөлімінде мәселелерге мүдделі тараптар топтарына байланысты көзқарастар келтірілген, осыған орай, мәселелерді нақты анықтау үшін мүдделі тараптардың әртүрлі категорияларының пікірлері мақұлданыуы қажет екені жөнінде қорытынды жасауға болады. Тек осындай ғана әрекеттер мәселелер шеңберін анықтаудағы белгісіздік пен олқылықтарынсыз даму стратегиясын қалыптастыруға мүмкіндік береді.

Түйін сөздер: туризмнің даму жолындағы кедергілер, туризм дамуының тосқауылдары, стратегиялық жоспарлау, даму жоспарларын іске асыру, Великопольск провинциясы.

Заядач А., Косинска А.

Проблемы развития туризма на региональном уровне

В первой части исследования представлены типы барьеров, в том числе эндогенных и экзогенных, для развития туризма, которые могут возникнуть как на этапе планирования этого развития, так и в фазе реализации этих планов. Во второй части представлены результаты исследования о факторах, определенных в выбранном регионе Великопольской провинции (Польша), которые препятствуют развитию туризма. В статье представлено подробное описание категорий туристских барьеров, которые включают в себя: политические и правовые, экономические, инфраструктурные, социальные, географические и организационные проблемы. В заключительной части статьи дается разное понимание проблем, в зависимости от групп заинтересованных сторон, что приводит к выводу, что для того, чтобы иметь возможность конкретно определить проблемные вопросы, должны быть признаны мнения различных категорий заинтересованных сторон. Только такие действия могут привести к построению стратегии развития, которая не будет иметь каких-либо областей неопределенности или «пробелов» в выявлении проблемных областей.

Ключевые слова: препятствия на пути развития туризма, барьеры развития туризма, стратегическое планирование, реализация планов развития, Великопольская провинция.

**PROBLEMS OF TOURISM
DEVELOPMENT ON
A REGIONAL SCALE****Introduction**

Problems related to the planning of tourism development result mainly from its complex conditions (external, internal, stimulating, hampering factors). They are usually analyzed with regards to defined scope, depending on: the scale of study (global, national, regional, local); stage of tourism development (phase of creating plans, phase of their implementation) or prospects of selected groups of stakeholders (including entrepreneurs, representatives of local authorities, institutions, organizations connected with the tourist industry, tourists, residents of tourist destinations). Knowledge of current issues of development of tourism is the primary database for the diagnosis of tourism potential, the starting point in the search of the ways to solve them.

The aim of this study was to identify the problems of tourism development occurring on a regional scale, the sample area was the province of Wielkopolska (Poland). Studies have been conducted in the phase of creating a tourism development plan (in the perspective of 2020.) and were a part of the study titled Diagnosis of tourism in the province of Wielkopolska (2014). This article presents a synthesis of the main results of the research, which were discussed in more detail in the studies of the authors [6,4].

Problems and barriers to the development of tourism on a regional scale -literature review. Identification of existing and potential factors limiting tourist activity is a core responsibility of strategic planning. Problems of tourism development on a regional scale may arise at different stages of development. They are the result of errors occurring both during the phase of the creation of plans and their implementation [1,6].

Mistakes made during the phase of tourism development plans involve incomplete range of activities, mainly focused on the development of proposals for the introduction of new infrastructure. The stages of this type of activity are conducted according to «a basic schedule» which includes [1]:

Research of sources and existing tourist infrastructure and analysis of the tourism market and trends in tourism on a global scale.

The program of additional tourist development.

The plan of spatial development including the already existing and planned facilities.

The evaluation of costs and benefits.

Such a structure of plan provides a general framework for regional and local investments and will be helpful as a «guide» to the development of initiatives of private investors. However, the process of creating this type of plans ignores important issues including the impact of the planned investment on the natural and social environment, as the main objective for the taken measures is to achieve the financial profits of a particular investment. As far as the preparation of tourism development plans is concerned, in order to obtain external financing for the given investment, there is a risk of shortsightedness of financial profit and loss accounts, planners omitting the variables that determine the development of tourism and its consequences. This may cause the plans for the expected profits turn out to be unreliable, as the structure of the planning process was incomplete.

The problems associated with the implementation of tourism development plans relate primarily to land ownership and management. These difficulties may result from the following situations [1,6]:

Investors who are engaged in the implementation of tourism development plans, in some cases, are more interested in real estate speculation than in measures aimed at the development and modernization of tourism infrastructure. The motives for the development of investment are rather more related to a focus on achieving the highest possible capital gains than the desire to promote a specific tourism product.

The authors of tourism development plans often underestimate the difficulties that may arise if you try to control the land use. The only secure way to control such use is to own the land.

When specific sites intended for tourist investments, in accordance with established plans for the development of tourism, «leak» early (i.e. are bought by potential investors), it can accelerate speculation of land sales and price inflation. Such situations can lead to failure of the whole plan.

Other problems that occur include a lack of internal coordination between service providers in the tourism market (private and public sectors). The most important factors in the process of creating a tourist offer are tour operators. If the tourism market is dominated by a few large tour operators and this market is structured as an oligopoly, then it can cause strong pressure in the distribution of profits from tourism services. Small, local businesses, in this situation, have little chance of effective business activity. This direction of change reduces the diversity of tourism supply, which may

negatively affect the level of satisfaction of tourist visitors. The consequence is the loss of target segments of the tourism market, including those that would be nominated as leading ones in the adopted plan. Another difficulty in the implementation of tourism development plans can result from poor communication infrastructure associated with both external and internal communication of tourist destination. This factor is crucial, especially in the case of tourism development plans focused on foreign markets or segments of business tourism. Disputable situations, hindering the implementation of plans, can also result from a lack of acceptance of these plans by various groups of stakeholders, including residents of the region. Lack of developed mechanisms for public consultation and solving conflict situations can slow down the process of implementing the plan for tourism development and as a result lead to the failure of its implementation [1,6].

From the perspective of different groups of subjects involved in the development of tourism, problems concern particular business activity, dependent on the interrelated factors as follow [2]:

exogenous (external, of supra-regional importance, eg. global trends in the development of tourism, pollution of the natural environment within a cross-border range, legal regulations of the EU, the economic crisis in the regions generating tourist traffic, unstable political situation);

endogenous (internal, occurring in the particular region, related to the socio-economic situation and the resources and condition of the natural environment).

Many groups of problems can be identified in the business of tourism development at the regional level: political and legal, economic, infrastructural, social (including demographic), geographic (location, tourism resources, the natural environment), organizational and information. Review of the literature indicates a number of difficulties which may arise in the development of tourism in the region at the stage of creating and implementing plans for this development. They are connected both with the specificity of the concept of tourism and conditions of the region (a tourist destination). In the next part of the article the results of research on the major problems of tourism development in the selected region of Wielkopolska were presented.

Materials and methods

Presented study is based on research on the problems of tourism development at a regional level (more precisely: Wielkopolska Province - Poland). It

should be noted that traveling tourist does not notice internal administrative borders of the state (for example, between the municipalities, districts or provinces), hence it is more than possible, despite the regional nature of the research, to make some generalizations regarding the tourism development barriers. The study was conducted between June and September 2014. The study included two stages, namely:

Survey research, conducted among representatives of the local government at the district level. The questionnaire was sent by email to all local authorities at the county level - district offices (35 in total). For questions concerning the problems and barriers to the development of tourism that occur in the area administered 29 entities have answered, of which 4 were essential representatives of cities important for Wielkopolska development on different levels (Poznań, Kalisz, Konin, Leszno).

Documents and reports analysis, which were indicated by the Wielkopolska Province Marshal, as significant during the works on diagnosis of tourism in Wielkopolska. It should be noted that the documents and reports applied for the research,

have become the primary source of information for creating an official strategic document on district level, it is the «Diagnosis of tourism in the Wielkopolska Province» (2014). In total, the analysis covered 21 documents and reports.

Synthesis of the research stages mentioned above provided an opportunity to identify the major problem areas, also allowed for comparison of their significance, which was mainly due to analyzing the two types of source data.

Study results: major tourism development problems (barriers). Literature analysis and precise diagnosis of problems notified during the first and second stage of work carried out allowed for identification of *six basic categories of problems*, including:

- political and legal barriers,
- economic barriers,
- infrastructural barriers,
- social barriers,
- geographical barriers,
- organizational (informational) barriers (see:

Table 1).

Table 1 – Tourism development problems in Wielkopolska Province (Poland) [6].

BARRIERS CATEGORY	BARRIERS (Synthesis)
Political and legal	(1) law consistency and redundancy («regulations inflation»); (2) unfavorable legal system in the field of business; (3) poor knowledge on the tourism law regulations; (4) the problem of financial security of travel agencies.
Economic	(1) increasing problem of public finances; (2) rapidly changing regulations in the sphere of public finance; (3) underinvestment; (4) issues in terms of access to external financing; (5) changing in the EU rules on obtaining grants.
Infrastructural	(1) insufficient development of inexpensive accommodation facilities; (2) poor state of maintenance and the quality of social and health infrastructure; (3) poor state of the natural environment protection facilities; (4) poor use of inland waterways; (5) poor state of transport and communication infrastructure; (6) disparities in the distribution of transport and communications infrastructure of good quality; (7) poor development of the expressway network; (8) large spatial differentiation.
Social (including demographic)	(1) diversified economic development; (2) deteriorating financial situation of the consumer; (3) low awareness of the public and local authorities about the positive role of tourism in the development of the region; (4) aging population; (5) increase in the number of people with disabilities.
Geographical	(1) location barriers; (2) seasonality; (3) underestimation of tourism resources, including cultural and historical heritage; (4) transit nature of tourism in many districts; (5) natural environment deterioration; (6) low forest cover; (7) high economy emission of pollutants.
Organizational (informational)	(1) lack of a consistent development and promotion of tourist brand products; (2) short-term policy of socio-economic development; (3) fragmentation of the tourism industry; (4) lack of cooperation culture in the private sector and between the public and private sectors; (5) dispersion of organizational structures involved in the promotion and development of tourism; (6) lack of coherent tourist information system; (7) lack of distinctive visual identity of the region; (8) lack of developed tourist packages.

Firstly, the *political and legal issues* will be discussed. Political and legal barriers have a very wide range of influence, because the law - as a set of standards established by the competent authorities of the country - exerts affect on the functioning and development of all sectors of the economy (Wronkowska 2005). The main problem areas are shown in the Table 1. First of all, the issue of instability, inconsistency and complexity of the law, both at the national and European Union level, should be considered as the most important of all. It is mainly about restrictions caused in the sphere of investment, agricultural activity and business. Difficulties associated with running all kinds of tourism businesses are created due to: (1) high taxes and social security contributions, (2) inflexible labor law, (3) difficulties in obtaining European Union funds (time consuming procedure) and (4) the excessive length of judicial proceedings (concerns the recovery of money from unreliable contractors). It should also be clearly noted on problematic issues concerning the law loopholes, which include inaccuracies regarding bank guarantees, cooperation networks (tourism clusters), or management of tourist routes of long distance range.

The ability to correct interpretation of the law, and moreover the ability to finding of suitable law regulation is another very important issue. Lack of this knowledge results in errors in law application, which leads to problems in the development of specific activities in the field of tourism services. It may be noted that the elimination of the problem of ignorance of the law could result in the elimination of other political and legal problems. Therefore, it can be concluded that this is a fundamental issue, entailing others.

In terms on *economic barriers*, issues concerning tourism businesses should be mentioned. Thus, the most important would be obtaining funding from both national, European (in particular, the change in European Union regulations on subsidies should be noticed) or international sources. Macroeconomic problems also appear. That includes instability of public finances; inter alia the high level of their deficits (budget gap). The problem of the global economic crisis was also clearly highlighted.

Underinvestment is closely linked with the development of *infrastructure barriers*. In this category, by far the most common problems of transport infrastructure have been indicated - both in the responses to the questionnaires, as well as documents content. The difficulties of infrastructure development to secure the good of the natural environment were also indicated. Moreover, issues

concerning the development of social infrastructure and tourist infrastructure were empathized.

Social problems (including demographic) are connected to the process of population aging and the increase in the number of disabled people in Poland, as well as in other European Union countries. These changes should lead to the action in the field of social tourism, whose beneficiaries are mostly groups such as: elderly people, people with disabilities, children and teenagers and families with children. Unequal income, and therefore the occurrence of wealthier regions also occur as a problem. Unbalanced appearance of demographic issues affects large extent with differences in social and economic development, which results in unequal living standards.

Among the barriers concerning *geographical difficulties* seasonal tourist traffic, the lack of significant tourist assets, minor variation among tourist assets and peripheral position in relation to the important areas that generate tourist traffic (e.g. large cities) were highlighted. In Poland, the problem of seasonality should be considered as particularly important. Especially how to attract tourists out of season and then how to maintain the tourism infrastructure (financial problem). Attention is drawn to the dominance of religious monuments, compared with a small number of secular monuments. This causes difficulties in the creation of a diversified tourist offer, including segments such as active tourism, and family tourism, which main objectives are safe relaxation and entertainment.

Organizational and information barriers represent another kind of tourism development problems. The main aspects include: cooperation between stakeholders influencing the shape of the Polish tourism economy, both the level of public-private sector, as well as between those of the same kind (units of local government, businesses, organizations, institutions). Specific difficulties in this area concern the «fragmentation» of the tourism industry, which makes it difficult to create and develop products based on networking. Organizational problems also include difficulties

in creating a coherent tourist information system (updated, accessible using a variety of mobile devices), taking into account the needs of different target groups (including the elderly, families with children, people with disabilities).

Tourism development barriers - the comparative study. After a two-stage process, the research clearly shows that the hierarchy of identified barriers to the development of tourism differs - depending on the material being tested (documents or questionnaires).

This situation is caused by a different approach and understandings of what are the barriers that affect the evolution of the sector of tourism services.

Therefore, local government units (districts) clearly focused on the specific problems. Units look at the category of development problems very narrowly, with no forward-looking assessment of the situation. While the authors of the documents, more generally indicate the categories of barriers. The hierarchy of problems reported by *the local government units (districts)* is as follow:

- economic;
- infrastructure;
- organizational and information;
- geographical;
- political and legal;
- social (including demographic).

The authors of *the documents indicate*, however, that for the most important barriers should be considered:

- organizational (informational);
- political and legal;
- economic / infrastructure / social, including demographics (same rank);
- geographical.

Despite the generalization in description in tourism development barriers it should be noted that different stakeholders groups present significantly diverse understanding of major problems categories. Documents pointed to aspects mentioned above in the more general way than statements of representatives of counties in the questionnaires.

Specificity of tourism services, which are provided mainly at the local level, causes that tourism development problems should be dealt through induction, leading from the detailed analysis (local issues) for synthesis (at regional level). The hierarchy of the synthesis of the problems identified locally should therefore be reflected in the documents of the regional. The local government units noticed a real need for specific changes, where reduction of economical (financial) barriers is the most important. The authors of the documents emphasize the fundamental role of the development planning activities. The significance of better use of the potential of tourism resources, through a structured and consistent planning process, including promotion of tourism was emphasized. The implementation of these

plans requires a multi-step sequence of actions carried out by all stakeholders (both private and public) involved in the development of tourist services.

Conclusions

The study results confirmed problems with the planning of tourism development and implementation of these plans presented in the literature. Knowledge of the current limitations of tourism development is essential for accurate formulating the strategy of development. In the course of the creating tourism development plans, the priority tasks include:

- prioritization of problems in the region - including the synthesis of data collected at the local level;

- defining the sequence of relations between the identified problems - an indication of elementary problems, the solution of which involves the elimination of more groups of restrictions.

Comparing the degree of importance of the identified problems based on two types of sources (surveys in the districts, document analysis) showed their different hierarchy. These conclusions contain important implications for the process of planning of tourism development on a regional scale, which should take into account both the synthesis of data on existing problems at the local level, and a continuous flow of information on the barriers, objectives and priorities of regional development to lower administrative units level. Improving the system of cooperation between all the subjects involved in the development of tourism in the region is of key importance for releasing the process.

The study results apply to the regional scale problems perceived from the point of view of a selected group (representatives of district local government), as well as problems written in documents that were essential for work on the diagnosis of tourism in Wielkopolska. As a consequence, they do not reflect the full range of problems of development of tourism in the region. Completing and verification of them requires further research on opinions of the major stakeholder groups (e.g. entrepreneurs, institutions, organizations connected with the tourist industry, tourists, residents of tourist destinations), who will directly decide on the implementation of tasks adopted in the created plans.

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