

ЕКОНОМІКА ТА УПРАВЛІННЯ НАЦІОНАЛЬНИМ ГОСПОДАРСТВОМ

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O. I. Uhodnikova, Candidate of Economic Sciences,
K. I. Viatkin, Candidate of Technical Sciences,
T. N. Kolesnyk, Candidate of Economic Sciences, Associate Professor

O. I. Угоднікова, к. е. н.,
К. І. Вяткін, к. т. н.,
доцент,
Т. М. Колесник, к. е. н.,
доцент

PUBLIC ADMINISTRATION'S MECHANISMS OF THE SECURITY MANAGEMENT IN TOURISM INDUSTRY

ДЕРЖАВНІ МЕХАНІЗМИ УПРАВЛІННЯ БЕЗПЕКОЮ ТУРИСТІВ

Urgency of the research. One of the most urgent topics for the development of a modern economy is the provision of security at various levels. In the conditions of instability of socio-economic development, political system, military conflicts and activation of the terrorism threat the issue of the formation of effective mechanisms of state regulation of the security of economic systems are of particular relevance.

Target setting. The instability of the environment, the problems of financial and economic security, the social unrest, the problems of terrorist threat, hybrid and local military conflicts significantly reduce the potential for tourism development. Consequently, it is advisable to determine the possibilities of ensuring the safety of tourists with the mechanisms of state regulation in order to ensure the preconditions for the development of the world tourism industry.

Actual scientific researches and issues analysis. The main source of static information for analyzing problems and prospects for tourism development is the World Tourism Organization [1]. The main legal document which regulates tourism activity in Ukraine is the Law of Ukraine "About Tourism" [2]. The analysis of literature is presented in works [3-10].

Uninvestigated parts of general matters defining. The issue of building an effective state policy at the global and national levels, aimed at the safety of tourists and the development of the tourist industry in an unstable and constantly changing environment hasn't been decided.

The research objective. The purpose of the research is to form the effective mechanisms of security system for tourists, which will contribute to the development of the tourism industry on the global level.

The statement of basic materials. The problem of analyzing the impact of the safety factor on the development of tourism is researched. Possible ways of providing an effective system of tourism security of the tourism industry through the implementation of global mechanisms of the state policy of tourism development are analyzed.

Conclusions. As a result of the research, the relevance of the topic of tourist safety is identified as one of the main elements for increasing the level of development and realization of tourism potential.

Keywords: mechanisms of public administration; global development, tourism; safety of tourists.

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Актуальність теми дослідження. Однією із актуальних тем розвитку сучасної економіки є забезпечення безпеки на різних рівнях. В умовах нестабільності соціально-економічного розвитку, політичної системи, військових конфліктів та активізації терористичної загрози особливою актуальністю набувають питання формування ефективних механізмів державного регулювання безпеки економічних систем.

Постановка проблеми. Нестабільність зовнішнього середовища, проблеми фінансово-економічної безпеки, соціальні негаразди, проблематика терористичної загрози, гібридні та локальні воєнні конфлікти суттєво скорочують потенціал для розвитку туризму. Отже, доцільно визначити можливості забезпечення безпеки туристів через механізми державного регулювання з метою забезпечення передумов для розвитку світової туристської галузі.

Аналіз останніх досліджень і публікацій. Основним джерелом статичної інформації для аналізу проблем та перспектив розвитку туризму є Всесвітня туристська організація [1]. Основним нормативно-правовим документом, що регламентує туристську діяльність в Україні є Закон України «Про туризм» [2]. Аналіз літературних джерел представлений роботами [3-10].

Виділення раніше недослідженої частини загальної проблематики. Залишається невирішеним питання побудови ефективної державної політики на глобальному та національному рівнях, спрямованої на безпеку туристів та розвиток туристської галузі в умовах нестабільного та постійно змінюваного оточуючого середовища.

Постановка задач. Метою дослідження є розробка пропозицій щодо формування ефективних механізмів побудови системи безпеки для туристів, що сприятиме розвитку туристичної галузі на глобальному рівні.

Виклад основного матеріалу. Досліджено проблему аналізу впливу фактора безпеки на розвиток туризму. Проаналізовано можливі шляхи забезпечення ефективної системи безпеки туристської галузі через реалізацію глобальних механізмів державної політики розвитку туризму.

Висновки відповідно до статті. У результаті проведеного дослідження було визначено актуальність теми безпеки туристів як одного із основних елементів підвищення рівня розвитку та реалізації туристичного потенціалу.

Ключові слова: механізми державного управління; глобальний розвиток; туризм; безпека туристів.

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Urgency of the research. According to the World Tourism Organization, volumes of tourist flows increase in average of 4% annually. This indicator can be significantly higher, taking into account the potential of the tourism market in the world, reformatting the development of society from industrial to post-industrial and informational, which structure of the economy is dominated by revenues from the service sector. The great potential of tourism development is ensured by the development of civil society and the social development of different countries and territories. However, a number of environmental factors that were listed above inhibit the strong development of the tourism industry.

Target setting. In the conditions of instability of socio-economic development, political system, military conflicts and activization of the terrorist threat the issue of the formation of effective mechanisms of state regulation of security of economic systems becomes of particular relevance. It is advisable to determine the possibilities of ensuring the safety of tourists through the mechanisms of state regulation in order to ensure the prerequisites for the development of the world tourism industry.

Actual scientific researches and issues analysis. World experience in the development of international security policy for tourists, in addition to international non-governmental organizations, is presented in scientific periodicals, in particular I. Kovari considered the issue of global tourism security [3]. The formation of the insurance system in tourism as an element of risk management and protection of tourists has been analyzed by O. O. Okhrimenko [4]. In continuation of the economic aspect of ensuring the safety of tourists, it is advisable to mention the work of N. V. Korzh [5]. V. M. Kozynets summed up the issue of the safety of tourists living in foreign countries and during relocations [6]. T. V. Sak considers economic security as a basis for the strategic vector of the country development, including taking into account the specifics of the tourism industry [7]. The ecological aspect of tourism security was studied in the work by A. P. Holod [8]. The main directions and principles for ensuring the economic safety of a tourism enterprise are considered by A. N. Halla [9]. H. M. Kolomiets considered the safety of tourists in terms of building an effective risk management system [10].

Uninvestigated parts of general matters defining. Despite the authors' attention to this issue due to its relevance and significance for the development of tourism, the issue of building an effective state policy at the global and national levels aimed at the safety of tourists and the development of the tourism industry in an unstable and constantly changing environment remains unresolved.

The research objective. The aim of the study is to develop proposals for the development of effective mechanisms for the construction of a security system for tourists, which will contribute to the development of the tourism industry at the global level. A number of tasks have been identified to achieve this goal:

- to outline theoretically the issues of security in the field of tourism, to determine the specific characteristics of the concept;
- to analyze the main trends and tendencies of tourism development in countries with different levels of security for the local population and travelers;
- to analyze the regulatory and legal basis for the formation of safe conditions for the activation of tourist trips;
- to identify the problem aspects of introducing mechanisms for ensuring the safety of tourists in an unstable environment and to assess the effectiveness of their implementation at the global level.

The statement of basic materials. According to statistics from the World Tourism Organization and the United Nations, tourist flows in 2016 amounted to 1326 million people at the international level. There is indicators growth dynamics of tourist flows volume. In particular, compared to 2015, the number of tourists increased by 86 million. The growth trend has been observed over the past 8 years, and in 2017 growth has been a record with an increase in the flow of tourists by 9% [1].

Tourism is a multiplier industry with a high level of profitability. Record figures of volumes of international tourist streams also reflected on indicators of economic efficiency of the field of tourism at the international level. So, in 2017, revenues from international tourism increased by 5%, and amounted to 1.3 trillion USD without taking into account 240 billion USD due to international passenger transportation of non-residents. At the moment, the tourism industry accounts for 7% of the world's export share, every day the tourism industry earns 4 billion USD, that makes 1.6 trillion USD income per year [1].

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The rapid development of the tourism industry indicates the existence of favorable socio-economic preconditions for the realization of tourist potential in the world, including the promotion of economic growth in the developing countries and the poorest ones. Including, tourism is developing in countries facing security challenges, political, military, civil conflicts and the problems of terrorism. Nevertheless, it can be stated that these factors negatively affect the development of the tourism industry, therefore, the tourist-recreational potential at the global level is not used to the maximum and has prospects for further development.

Trends in 2018 on the growth of the main financial and economic indicators and volumes of tourist flows are maintained, and they are already observed to increase by 6%, but the record figures in 2017 may not be reached, primarily for the following reasons:

- activation of local conflicts in places with recreational potential, cultural, architectural, historical value,
- destruction of tourist objects due to the actions of terrorists or military actions in places of their location,
- destruction of tourist infrastructure in places of war, civil conflicts, terrorist acts,
- economic instability, currency fluctuations,
- problems of migration, the migratory policies of the developed countries regarding the reception of refugees from the conflict zone and underdeveloped countries, which threatens the social degradation of tourist destinations,
- problems of global terrorism, including those aimed at intimidating tourists, or blackmailing the state power due to threats to tourists in tourist areas, which bring significant profits to the economy of the state, etc.

Security is an important element of the country's tourism policy. More than any other economic activity, the tourism industry depends on the ability to provide safe accommodation for tourists and to visit tourist attractions, travel safety and tolerant attitudes.

Hence, the security of tourists needs to be formed at the global, national and local levels.

The basic postulates of the security system at the global level are defined in the principles of the Hague Declaration adopted in 1989. These principles determine the priority of tourists safety, the tolerant attitude of the local population to the culture of tourists, their mentality and the reciprocal attitude of tourists to the customs and way of life of local residents. The mechanisms of state regulation of tourism on creating a favorable investment climate and conditions for the development of the industry are also determined by the priority of building an effective system for managing development of tourism at the global and national levels.

In 2018, under the auspices of the World Tourism Organization, the Global INSTO Meeting 2018 was held to systematically monitor the development of the tourism industry at the international level in order to identify and minimize the problems that hinder the increase in the efficiency of tourism in the world. Priority was given to the role of the national policy of states in ensuring the sustainable development of tourism in the world [1].

Taking into account the growing role of the national vector of development of security policy defined by the World Tourism Organization, it is expedient to consider the regulatory framework of Ukraine on tourism development.

The Law of Ukraine "On Tourism", which defines the main specifics and sets the norms and standards for tourism activity in Ukraine, is based on the legislative framework for regulating the tourist industry in Ukraine. In accordance with the Law of Ukraine "On Tourism" the regulatory framework for the regulation of tourism activity consists of [2]:

- The Constitution of Ukraine,
- The Law of Ukraine "On Tourism",
- The Civil Code of Ukraine,
- The Commercial Code of Ukraine

The Law of Ukraine "On Tourism" defines the concept of "tourism" as "a temporary departure of a person from the place of residence for health, cognitive, professional, business or other purposes without having to carry out paid activities in the place where the person leaves" [2].

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It is legally determined that one of the goals of state regulation of tourist activity in Ukraine is "safety of tourism, protection of rights and legitimate interests of tourists, other subjects of tourism activity and their associations, rights and legitimate interests of owners or users of land, buildings and structures [2].

Thus, the state of Ukraine determines the priority of the issue of security in the development of the tourism industry, while "the state proclaims tourism as one of the priority directions of economic and cultural development and creates conditions for tourism activity" [2].

A separate section in the Law of Ukraine "On Tourism" defined the issue of safety of tourists and subjects of tourism activity. "Safety in the field of tourism is a set of factors that characterize the social, economic, legal and other conditions ensuring the rights and legitimate interests of citizens, legal entities and the state in the field of tourism" [2].

Thus, it is possible to distinguish the following subjects, which are targeted by the law on the safety of tourists - Fig. 1.

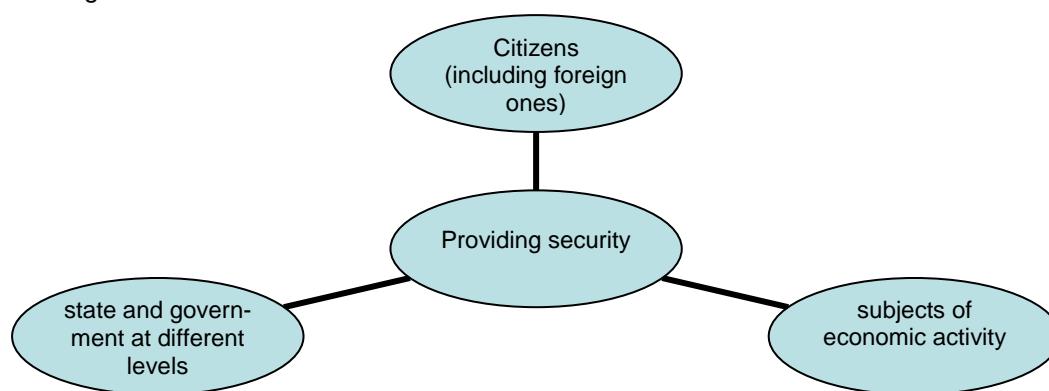


Fig. 1 Subjects under the law of safety of tourists

Providing of the rights of tourists and their safety is implemented through a number of factors, namely:

- economic,
- social,
- legal.

Providing the state with an effective management function in these areas will contribute to the security of tourism activities.

Among the main safety conditions the legislation of Ukraine provides the following [2]:

- safety of life and health,
- ecological safety,- protection of Ukrainian citizens abroad,
- "the provision of personal safety of tourists, the safety of their property, no harm doing to the environment" [2];
- provision of information support in the case of a risk or a threat to the safety of tourists,
- organization of work in emergency situations related to evacuation, assistance, tourists advice, etc.,
- provision of medical, legal and other types of emergency care;
- prohibition of exploitation, illegal migration of citizens,- protection of tourist resources,
- security of tourist facilities.

Responsibility of Ukraine to international organizations to ensure the safety of tourists from other countries of the world is determined by ratified international legal instruments [3; 4].

The statistics of the correlation of countries with a high index of terrorist threat (a coefficient determined by the number of terrorist attacks in the country and attacks that involved citizens of this country abroad) and the popularity of these destinations among tourists is interesting – Tab. 1.

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Table 1

The rating of the countries with the highest terrorist threat, 2017 [5]

Rate	Country	Terrorist threat rate	Rate changes before the previous year
1.	Iraq	9,96	-0,04
2.	Afghanistan	9,444	+0,229
3.	Nigeria	9,314	+0,075
4.	Pakistan	8,613	-0,027
5.	Syria	8,587	+0,458
6.	Yemen	8,076	+0,607
7.	Somalia	7,548	+0,012
8.	India	7,484	-0,059
9.	Egypt	7,328	+0,751
10.	Libya	7,286	+0,228
11.	Ukraine	7,132	+0,094
12.	Philippines	7,096	+0,071
13.	Cameroon	7,002	+0,504
14.	Turkey	6,738	+1,272
15.	Thailand	6,708	-0,249
16.	Niger	6,682	+3,447
17.	DR of the Congo	6,633	+0,209
18.	Sudan	6,62	0
19.	Kenya	6,578	-0,04
20.	Central African Republic	6,518	-0,229
21.	Southern Sudan	6,497	-0,273
22.	Bangladesh	6,479	+0,559
23.	PRC	6,108	-0,206
24.	Lebanon	6,086	-0,122
25.	Mali	6,03	+0,347
26.	Colombia	5,954	-0,197
27.	Chad	5,83	+3,663
28.	Palestinian state	5,659	+0,668
29.	France	5,603	+2,02
30.	Russian Federation	5,43	-0,623
31.	Burundi	5,417	+2,156
32.	Saudi Arabia	5,404	+1,878
33.	Israel	5,248	-0,302
34.	UK	5,08	+0,012
35.	Tunisia	4,963	+1,145
36.	USA	4,961	+0,358
37.	Kuwait	4,844	+4,43
38.	Jordanian	4,811	-0,027
39.	Nepal	4,002	+0,063
40.	Uganda	3,947	-0,615
41.	Germany	3,857	+1,582
42.	Algeria	3,826	-0,377
43.	Greece	3,743	-0,299
44.	Bahrain	3,659	+0,364
45.	Myanmar	3,654	+1,858
46.	Sweden	3,623	-0,226
47.	Iran	3,601	+0,286
48.	Cambodia	3,549	+0,286
49.	Tanzania	3,544	-0,125
50.	Mexico	3,537	-0,129

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For comparison, we will list the most popular countries among tourists and compare them with a place in the rating of a terrorist threat - Tab. 2.

Table 2

Comparison of the most popular countries among tourists with their place in the rate of terrorist threat

Rate of the most popular countries among tourists	Country	Rate of terrorist threat
1	Italy	-
2	USA	36
3	Turkey	14
4	Thailand	15
5	France	29
6	India	8
7	Australia	-
8	Republic of South Africa	-
9	New Zealand	-
10	Mexico	50
11	Vietnam	-
12	Croatia	-
13	Egypt	9
14	Cambodia	48
15	Germany	41

The analyzed the data in the table shows that only 6 of the 15 countries that are the most popular destinations for tourists are not on the list of countries with a heightened terrorist threat. Two countries (Turkey, Egypt) are in the top ten terrorist threat countries. Nine countries have a high level of terrorist threat, which significantly reduces the safety of tourists. However, their popularity among tourists is not reduced. This can be explained by a number of factors:

- powerful tourist-recreational resources of the country,
- flexible price policy in the conditions of instability, which causes a tour cost reduction and more favorable proposals for tourists,
- assistance to the international community and state authorities to ensure a higher level of security in tourist destinations compared to the level of security in the local inhabitants of the local population, and the delimitation of tourist destinations within the local communities of the local population.

Thus, after analyzing the theoretical approaches, normative base and statistical data on the issues of the state policy of tourist safety, the following factors influencing tourist demand and safety of tourists can be distinguished – Fig. 2.

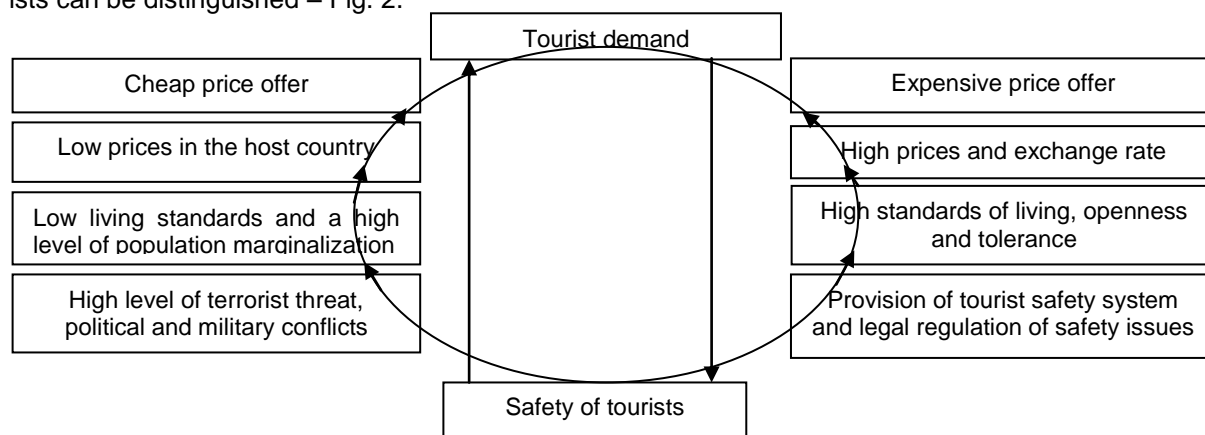


Fig. 2. Dependence of tourist demand and safety of tourists

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Thus, after analyzing the safety of tourists and formulating an effective state policy in this direction, one can conclude that the regulatory framework, both at the international and national levels, needs to be improved in order to take into account the rapid changes in the environment when constructing a practical system for creating safe conditions for tourists. The economic aspect of tourism development has a significant impact, including the formation of a state policy and the creation of more powerful protection mechanisms in order to maintain high profits and the image of the state in the international arena.

Conclusions. As a result of the study, the relevance of the topic of tourist safety was identified as one of the main elements for increasing the level of development and implementation of tourism potential. The legal and regulatory framework of the study showed that the basics of tourism security and the construction of an effective system of state regulation of tourism policy at the global level were considered in 1989, confirming the main postulates of the Hague Declaration. The national system of legislation in Ukraine is presented by the Law of Ukraine "On Tourism", which clearly defines the provisions on the safety of tourists, enshrined in a separate section of the Law. Consequently, the legal framework for ensuring the safety of tourists is formed, however, it does not provide the creation and implementation of practical mechanisms for ensuring the conditions for the development of tourism in the condition of unstable environment. In addition, the statistics of the popularity among tourists of resorts that have fallen into the top of the world in terms of terrorist threat is the paradox. This is primarily due to flexible pricing policies in countries with a high level of security threats to tourists, but significantly impedes the creation of global security mechanisms for tourists. The economic aspect of tourism development has a significant impact, including the formation of a state policy and the creation of more powerful protection mechanisms in order to maintain high profits and the image of the state in the international arena. The author's scheme of interdependence between the factors of tourist demand and tourist safety was developed taking into account the prospects for the introduction of an effective state policy for the harmonization of these factors.

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**Угоднікова
Олена Ігорівна**

кандидат економічних наук, старший викладач, кафедри туризму та готельного господарства, Харківський національний університет міського господарства імені О. М. Бекетова;
<https://orcid.org/0000-0003-2218-0041>;
E-mail: ugodnikova16@gmail.com;

**Uhodnikova
Olena Ihorivna**

Candidate of Economic Sciences, Senior Lecturer, Department of Tourism and Hospitality, O. M. Beketov National University of Urban Economy in Kharkiv;
<https://orcid.org/0000-0003-2218-0041>;
E-mail: ugodnikova16@gmail.com;

**Вяткін
Костянтин Ігорович**

кандидат технічних наук, доцент кафедри міського будівництва, Харківський національний університет міського господарства імені О.М. Бекетова;
<https://orcid.org/0000-0002-3002-5669>;
E-mail: vyatkin.k.i@gmail.com;

**Viatkin
Kostiantyn Ihorovych**

Candidate of Technical Sciences, Associate Professor at the Department of Urban Construction, O. M. Beketov National University of Urban Economy in Kharkiv;
<https://orcid.org/0000-0002-3002-5669>;
E-mail: vyatkin.k.i@gmail.com;

**Колесник
Тетяна Миколаївна**

кандидат економічних наук, доцент, доцент кафедри менеджменту і адміністрування, Харківський національний університет міського господарства імені О.М. Бекетова;
<https://orcid.org/0000-0003-4849-5615>;
E-mail: kolesnikdmity2011@gmail.com;

**Kolesnyk
Tetiana Mykolaivna**

Candidate of Economic Sciences, Associate Professor, Associate Professor at the Department of Management and Administration, O. M. Beketov National University of Urban Economy in Kharkiv;
<https://orcid.org/0000-0003-4849-5615>;
E-mail: kolesnikdmity2011@gmail.com