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PUBLIC ADMINISTRATION
FOR SUSTAINABLE DEVELOPMENT

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The monograph examines the features and prospects for the formation of conditions for sustainable development on the territories under conditions of decentralization in Ukraine as well as the development of theoretical provisions, scientific methodological and practical recommendations to improve the mechanisms of public administration and effective social and ecological policy.

The perspective directions of development of state and municipal government support are defined as factors to improve the processes of interaction between state government, local authorities, business structures and the public in addressing the problems of regional development in the conditions of decentralization.

The monograph is designed for scientists, graduate students and undergraduates who are researching these above-mentioned problems in the Public Administration scientific sphere.

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2.4. SOCIO-ECONOMIC INSTRUMENTS FOR SUSTAINABLE DEVELOPMENT OF TOURISM¹

A large number of the “sustainable development” concept interpretations, which are proposed by researchers from around the world, suggests that at this stage the process of searching for a clear definition of this term is underway. The term is extremely popular not only in science, but also in the business environment, as well as general public members.

There is a trend in which each “user” of the term “sustainable development” seeks to bring its content into it, to delineate the scope of its application, tying the concept exclusively to the sphere of its own interests. Natural scientists emphasize the natural and humanitarian component of sustainable development, including the message it contains about preserving the environment. Representatives of the business community and academics, economists, usually point to the primacy of the economic component – competition freedom, the sustainable technologies introduction in production and personnel management. And more than all others, they pay attention to the need to respect human rights, as the essence of the "sustainable development" concept. An important factor is also the fact that the sustainable development concepts, as a rule, describe the ideal state to which humanity aspires. Sustainable development, like any ideal concept, has no analogues in the real world and this creates a real basis for a variety of interpretations.

The sustainable development concept is universal. Due to this, appearing among many, it does not belong to any scientific discipline, within the framework of which it could be clearly defined. But the main reason for the wide range of opinions on the sustainable development subject is the lack of clear and generally accepted quantitative and qualitative characteristics. There are no indicators to determine the degree of our society particular part sustainability. At present, an attempt is being

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made to single out the criteria and, using the example of various countries, to assess the degree of their progress along the path of sustainable development. The concept of "sustainable development" was given more than one hundred definitions in the time elapsed since the concept formation. At the same time, a single universally accepted definition of this concept has not yet been developed.

The question of the main factors essence and principles of the tourism industry sustainable development is the scientific research subject of V. Gerasimenko, O. Dobrovolskaya, G. Zayachkovskaya, G. Kazachkovskaya, N. Sviridova, T. Tkachenko and other theorists, as well as practitioners of the tourism sphere. The tourism industry sustainable development problems are becoming increasingly relevant in accordance with the dynamic conditions of the present.

For the first time in an international document, sustainable development is mentioned in the first edition of the World Conservation Strategy (WCS), published in 1980. One of the main WCS tasks was designated: bringing to high circles of the public the idea that nature conservation is one of the integral elements of the social and economic development balanced (sustainable) process¹.

"Sustainable development means the totality of a single environment, economic efficiency and the nations well-being". This is how the term is defined by the International Institute for Sustainable Development (Winnipeg, Canada), founded in 1990.

In 1992, the Council of the Earth (San José, Costa Rica), created to implement the decisions of the UN Conference, immediately after it was held in Rio de Janeiro, gave the following definition: "Sustainability is a simple concept: living under justice our ecological capabilities"².

There is another definition: "Sustainable development is an emerging doctrine stating that economic growth and development must take place within the strict framework established by the natural needs of the environment in the broadest sense, in the process of human interaction and the results of its activity, the biosphere and the laws of nature that govern it ... According to this doctrine, environmental protection and

¹ World Conservation Strategy <https://portals.iucn.org/library/sites/library/files/documents/WCS-004.pdf>

²United Nations Conference on Environment and Development (UNCED) <https://uia.org/s/or/en/1100022514>

economic development are complementary, and in no case antagonistic processes.¹”

Thus, one can agree with the definition of T. Tkachenko that sustainable (harmonious, balanced) development is a development that provides a certain type of equilibrium, that is, the balance between its socio-economic and natural components.²

In our opinion, the sustainable tourism development essence is one of the main principles proposed by the World Tourism Organization in the Global Ethics Code of Tourism of 1999: (Tourism is a factor for sustainable development).³

It is evident that the same subject of study – sustainable development – has many definitions, in which the very true purpose of research is sometimes lost.

Sustainable development is achieved through such management and use of resources, where the rate of resources consumption does not exceed their reproduction speed, as well as the transition from slowly renewable resources to rapidly renewable ones.

Sustainable development means the harmonious interaction between the biosphere, on the one hand, and humanity or large regions (group of countries, the world) – on the other.

The interrelation and the conditionality of processes occurring in the biosphere, including, first of all, deterioration of the habitat (including noticeable climate change), were expressed in the aggravation of economic and social problems. With the advent of human development in the stage of globalization, which became the result of deepening the economic and other activities internationalization process, the pressure of the latter on the world community has increased significantly. That is why, the task of finding the ways of humanity's emergence from the situation arose for the scientists of the whole world is actual.

The main direction in realization of the above-mentioned task was the formation of the Sustainable Development concept and its practical implementation in life. The concepts of Sustainability and Sustainable Society began to be used in all spheres of human activity. At the same time, the practice of new approaches suggests that not only the search for

¹ William D. Ruckelshaus. *Toward a Sustainable World*. Scientific American, 1989.

² Ткаченко Т.І. *Сталий розвиток туризму: теорія, методологія, реалії бізнесу* : монографія. – Вид. 2-ге, [перероб. та доп.]. К. Вид-во КНТЕУ, 2009. 463 с.

³ Глобальный этический кодекс туризма. URL: <http://tourlib.net/wto/kodeks.pdf>

solutions to socioeconomic and other problems facing the world community, but also the new methods of their formulation, introduction into scientific circulation and the economic development practice is coming to the fore.

In developing the problems of sustainable development, scientists often refer to the words of F. Engels: "... At each step, the facts remind us that we do not override nature as the conqueror dominates the strange people, we do not dominate it as someone – either outside of nature – that, on the contrary, we belong to our flesh, blood and brain, and that we are within it, that all our domination over it is that, in contrast to all other beings, we are able to know its laws and correctly their apply"¹.

Any negative or positive changes that arise in the action of natural and social laws affect both human society and the environment. Failures in the natural laws work can cause the natural environment destruction.

Sustainability in the development system is achieved through the equilibrium interaction of the economic, social and environmental subsystems (Fig. 2). The coherent and balanced development of these subsystems underlying a viable system. The balanced development of the economic and social subsystems provides a fair distribution and consumption of the material goods received. A balanced interaction of social and environmental components is a habitable and vital activity acceptable to society.

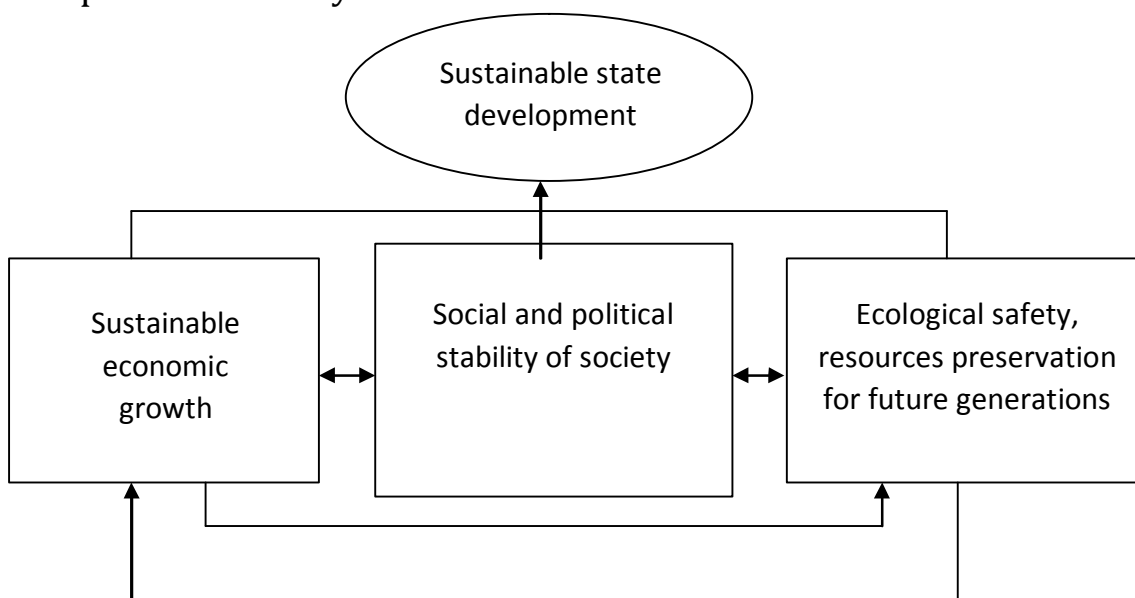


Fig. 2. Sustainable development subsystems interaction

¹ Энгельс Ф., Маркс К. Диалектика природы URL: <https://www.marxists.org-/russkij/marx/cw/t20.pdf>

Possible distortions in the subsystems development may be the cause of crises and disasters, both at the national and global level. In order to ensure sustainable development, it is necessary to determine priorities in the interaction of components in a timely manner. Thus, system stability provides an advantage given in economic development to the goals of maintaining the viability of the environment and justice in the social issues solution. And, on the contrary, the priority given to economic goals leads to instability.

The general idea of the sustainable development concept is the harmonious interaction of society, human and nature. On this basis, the following principles of sustainable development can be singled out:

every person has the right to a healthy and resultative life in harmony with nature, living in an ecology friendly environment;

socio-economic development is aimed at improving the people`s life quality;

satisfy the basic life needs of future generations along with the needs of present generations, provided that the natural environment is preserved;

preserving the environment is an integral part of the development process and should not be considered in isolation from it. An important goal is to first fix, and then minimize anthropogenic impact on the biosphere;

the limits of the planet ecosystems life-sustaining ability are not exceeded, measures are taken to preserve and sustain the biosphere, and the possibilities of its subsequent natural evolution;

environmental safety and the stability of development receive a higher priority in progress than indicators of economic success and growth;

the natural resources development is based on the sustainable development principles: renewable resources are used moderately, non-renewable resources are used at minimum volumes, secondary resources are expanded, waste is utilized, neutralized, buried whenever possible, space resources and space resources are being developed, with the development of appropriate technologies for these purposes;

Promotes and implements an optimal demographic strategy, in which the population is brought in line with the fundamental laws of nature and the biosphere stability ensuring possibilities;

the “polluter pays” principle applies;

poverty is eradicated, inequality in the levels of people's lives is smoothed out, the consumption pattern of rich people is adjusted to a sustainable lifestyle;

the forms of violence against human, first of all, the war, terror and genocide, are gradually reduced to zero;

all forms of biodiversity and “socio-diversity” are preserved and supported, that is, this term unites indigenous people, ethnoses, nations, etc., their culture, traditions and everyday life;

dense international cooperation is being held to protect and restore the integrity of the global system and to restore the ecosystems that have been affected previously. State laws and international agreements aimed at protecting the natural environment and moving to a sustainable development model are being adopted;

environmental information is in the public domain, countries use unified indicators in sustainable development progress. For this purpose, global databases, national communication systems and other means aimed at solving global problems and the formation of a post-industrial information society are being created;

the consciousness and world outlook of a person is oriented towards the ecology. The focus in shaping the interests of human is shifted to intellectual and spiritual values.

Summing up the foregoing, it can be assert that sustainable development is a concept that equally covers all three of these spheres – economic, sociocultural, and ecological.

Sustainable development of tourism means long-term development on the basis of social, economic, ecological and cultural goals harmonization for present and future generations. With sustainable development, the interests of all parties involved in the tourist activity are taken into account on the basis of the tourist resources rational use and a comprehensive partnership aimed at restoring the physical, spiritual and intellectual powers of the person.

UNWTO defines sustainable tourism as “tourism that meets the needs of existing tourists and tourist communities while protecting and increasing the ability to function in the future”¹.

¹ UNWTO Annual Report 2017. URL: <https://www.e-unwto.org/doi/pdf/10.18111-/9789284419807>

Tourism uses a fairly wide range of resources, including environmental resources. With the development of tourism, both the volume of consumed resources and discarded waste is increasing. Territories used to create tourist infrastructure are increasing.

An advantageous method of infrastructure development is the one that involves inappropriate territories, reclaimed abandoned industrial or depleted agricultural land. The unfavorable method is the one for which the forests develop under the development of the infrastructure, the meadows and arable land are used, the coastline is changing.

Without proper planning, administration and control, tourism development can lead to socio-economic, environmental problems of varying degrees of complexity.

The modern stage of tourism development is characterized by significant monopolization. Services and profits are concentrated in multinational corporations. Most of the tourist infrastructure belongs to foreign capital. Local residents are the main labor source. However, often local people take a linear position, foreign specialists with a long working experience on corporations international standards are invited to lead positions. In these issues, sustainable development needs a fair balance.

Developing countries have the opportunity to develop tourism successfully, since they are less burdened with industrial production and better preserve their natural environment than developed countries, which have achieved leading positions at the expense of their ecology, of which, in turn, are the main flows of tourists. Thus, developing countries receive an indirect benefit from the industrial production of developed tourists when receiving income from tourists from these countries. It should be noted that developing countries hosting tourists from developed countries also receive a number of problems, usually in the socio-cultural sphere. In host countries, projects that take into account the cultural and other characteristics of the local population, the cultural heritage of the nation should be actively supported. Tourism revenues should be directed to the preservation and maintenance of historical and cultural monuments, customs and traditions of the local population.

For most tourists, when choosing a recreation place, the high priority is given to the territory ecological well-being. At the same time, the standard is the environmental norms and practices adopted in those or

other countries which, on arrival, may vary with the accepted standards at the place of rest.

It is necessary to popularize ideas of careful attitude to culture and nature at a place of rest among tourists. Information provided to tourists must include conduct codes, information about customs, taking into account the mentality features, etc., approved at the host state governmental level. It should be noted, that this practice has been increasingly observed recently. Important information about the nature, ecology, culture and everyday life of various parts of the world is located in information directories, so that, based on these data, including tourists, they could make a better idea of the possible options for recreation. The success of environmental projects depends largely on the host government initiatives, as well as companies of all levels and formats involved in the organization and tourist services provision.

The main benefits of tourism activities should be received by local people and the local economy. Available resources should be used carefully and rationally, taking into account the territory specifics. The country's government should play a leading role in the tourism development, both locally and at the state and international levels, acting as a regulator, through laws, taxes, etc. The complex situations and problems faced by tourists, local residents, authorities, in the tourism development, must be addressed in a comprehensive manner. This, in turn, implies the sustainable development transition. In case we use the sustainable development principles, tourism can not only overcome the difficulties, but also act as a locomotive, which will bring other industries on the path to sustainable development.

Strategic sustainability is important for the diversified and harmonious development of the region. It is necessary to ensure the possibility of applying socio-economic tools for sustainable development under various external and internal economic, social and geopolitical conditions. The most important types of economic activity on which the diversification of the region is being built are those that give maximum synergy effect and stimulate the development of the largest number of related industries.

According to UNWTO, tourism development activates the economy branches, creating new jobs, and significantly increasing the total contribution to GDP of the country. Also, the tourist multiplier is

considered to be a incomes increasing coefficient in the region`s economy and social sphere, depending on the tourists coming expenses to this area¹.

The sustainable tourism development multiplicative effect growth is ensured by the use of a tools set, which provide: an territory`s attractive tourist image; effective marketing strategy; availability of highly attractive, accessible and environmentally friendly tourist resources; developed tourist infrastructure; reasonable pricing policy; high level of security in tourist destinations; effective tourism support in legislative and executive bodies at all levels; the presence of highly skilled frames, etc.

Socio-economic mechanisms – a measures system aimed at transformation and development of social and economic well-being.

According to world experience, tourism sustainable development tools were divided into 3 groups (type): economic, social and environmental (Table 1).

In Ukraine the tourism infrastructure development is carried out mainly in the framework of state targeted development programs.

The Strategies for tourism development and resorts for the period up to 2026 include:

- measures set implementation to support the tourism industry development, in particular the creation of an attractive investment climate in the tourism and resorts field;

- ensuring an appropriate level of inter-sectoral coordination and interregional cooperation, which will promote the tourism resources rational use and will enable to optimize expenditures from the state and local budgets for the activities implementation in the tourism and resorts field;

- combining the efforts of state authorities and local self-government bodies, tourism business representatives, other sectors of the economy and civil society institutions to popularize Ukraine in the world and to form the image of Ukraine as a country attractive to tourism;

- national legislation harmonization with the European, adherence to the goals and principles proclaimed by the state development strategic documents.

¹ UNWTO World Tourism Barometer (English version). URL: <https://www.e-unwto.org/doi/pdf/10.18111/wtobarometereng.2018.16.1.2>

Table 1

Socio-economic instruments affecting the sustainable development of tourism

Tool type	Tool	Tool`s assessing indicators	Indicators description
1. Economic	1.1 Public-Private Partnership PPP instruments (clusters, Territorial Recreational Systems (TRS))	The PPPs presence in the region	Displays the tourism organization effectiveness in the region in accordance with the state strategy
	1.2 Tourism development program at the regional level	Regional tourism development programs availability; deadlines for their completion; prolongation; amount of funding for the program relative to the regional budget	Displays the interest of regional authorities in the tourism development
	1.3 The financial and economic preferences for small, medium and large businesses	Tax incentives and subsidies availability	Characterizes the interest of regional bodies in attracting business for the tourism development in the region
	1.4 Investments in tourism	The volume of investment in tourism development program relative to total investment in the region	Describes the business tourism development activity in the region
	1.5 Tourist activity marketing	Event calendar, Tourist Information Centers TIC availability, participation in national and international exhibitions	Displays activity promotion and the level of awareness of the region's tourism brand in the tourist market
2. Social	2.1 The availability of tourist services for the region's population	The number placed in accommodation facilities for the year relative to the number of inhabitants of the region	It characterizes the tourist services availability to the population of the region
	2.2 Staffing the tourism industry	The presence of educational institutions that train specialists in tourist destinations; the number of educational institutions with respect to the number of tourists visiting the region for the year	It characterizes the conditions for the qualified personnel training in tourism, the hospitality industry and services

Continued Table 1

Tool type	Tool	Tool`s assessing indicators	Indicators description
2. Social	2.3 Ensuring the tourists safety and prosperous stay in the territory	Crime level	It displays the tourists security presence in the region during their stay
	2.4 Tool for providing tourists with accommodation facilities	Number of accommodation facilities relative to the number of inhabitants of the region	It reflects the improvement level and provision of tourist accommodation facilities
	2.5 A tool for community involvement in tourism and recreation	Number of employed in hotels and other accommodation facilities and travel agencies to the number of employed in the whole	It reflects the share of tourism and the service sector in total employment
3. Environmental	3.1 Definition and regulation of permissible anthropogenic load	The number of tourists per unit area in the region	It characterizes the tourist traffic load
	3.2 A tool to ensure the quality of the environment through the creation of a system of specially protected natural areas	The area of specially protected natural areas relative to the area of the region	It characterizes the potential quality of the region's ecological condition
	3.3 The Environmental index	Environmental programs formation and implementation in the environmental, industrial and social spheres	It describes the state of the environment
	3.4 Industrial and Ecological Index		
	3.5 Socio-Environmental index		

The strategy defines an integrated approach to the formation and implementation of state policy in the field of tourism and resorts, which involves a combination of the following components:

sectoral (inter-sectoral coordination and systemic development of the tourism sector and resorts components), namely: tourist activity (tour

operators, travel agents, excursion service); accommodation services (collective accommodation; individual accommodation); transport (air, rail, road, water: sea and river, urban public); tourist information centers; museums and galleries; theaters, arenas, clubs; congress halls and conference centers; catering establishments; sports arenas; shopping malls, shops, souvenir shops; IT companies; insurance companies; media companies;

territorial (interregional cooperation, achievement of a uniform and balanced development of tourist regions, territories, zones), namely: north, south, east, west, center; area; areas; territorial communities; resorts; tourist areas;

sectoral (creation of a development strategic planning system of tourism types based on their strict classification and identification of priority at the state and regional level), namely: urban tourism; ecological (green); ethnic; rural; cultural-cognitive; eventful; medical, health-improving; gastronomic; religious; mountain, sports, bicycle; adventure and active; scientific and educational; cruise and yacht; shopping and entertaining tourism; other priority tourism¹.

However, it is incorrect to assert that these actions are sufficient for the country to enter the international level of tourism development. Ukraine has a significant number of historic cities, whose tourist potential is not used in full. In such cities it is expedient to develop natural and cultural tourist zones, which combine nature and architecture monuments, history and culture, objects providing a full range of services of accommodation, catering, entertainment, information services, etc. These zones will be used locally as tourists, which is uniquely It is important for the social and economic well-being of these cities.

The economic success of projects under the scheme of public-private partnership (PPP) is proved by the modern practice of the world level². The most developed PPP in the countries of the Anglo-Saxon legal system, which allows the application of this form of cooperation in small and medium-sized projects. Countries where the level of the population

¹ The Strategies for tourism development and resorts for the period up to 2026. URL: <https://www.kmu.gov.ua/ua/npas/249826501>

² Bebah A. Contribution of Tourism to the Sustainable Development of the Local Community: Case studies of Alanya and Dubrovnik. Bleking Institute of Technology, 2006. 114 p.

taxation is relatively low and is endorsed by a personal initiative of citizens and competition, PPP is very popular, since a large number of services, carried out by the business under the supervision of the state. Under the conditions of Ukraine, the PPP tool has already proven its effectiveness for sustainable tourism development in regions that create special economic zones of tourist and recreational type and clusters. This determined the maximum specific gravity of the PPP tool in our research.

It is possible to note the list of factors on which the PPP popularity in the country depends:

- the level of the country legislation development and its loyalty to the of the of public-private partnership institution development;
- use of interaction forms between the state and business;
- the level of the population taxation;
- public opinion.

At present, there are a number of problems in implementing PPP in Ukraine. The main ones are the following:

- insufficient level of development of the legislative base for implementation of PPP projects;
- insufficient transparency in the competitive procedures of access of market participants to PPP tools;
- lack of awareness of the benefits and opportunities of PPPs.

The creation of the Territorial Recreational Systems (TRS) is considered as a powerful optimal tool for the territory development with high tourist and recreational potential in combination with a favorable investment climate. To ensure the success of the TRS, effective organizational and economic instruments are needed, together with administrative support. International practice shows that, provided there is a vast territory with an interesting concept and thoughtful positioning, with the state support, the tourist project being implemented can be extremely successful. The optimal scheme for the development of the TRS can be considered the one that begins with the formation of the core. As a core, for example, a mineral water deposit may appear, around which, in consequence, the accompanying tourist-recreational infrastructure begins to form. The region in which the TRS is developing is being developed as a whole. Such projects TRS can serve as a stimulus for the regions socio-economic development.

It should be noted that foreign and domestic investors may be guided by various motives when choosing investment objects. Accordingly, investors have various stimulating factors. The priority for a foreign investor may be the task of entering the domestic market, which is not so important for a domestic investor. Also, for a foreign investor the level of tourist infrastructure development is important. Moreover, the guideline in assessing the level of infrastructure development will not be the level of infrastructure development in the country of investment, but in comparison with the level of infrastructure development in one's own country or in other foreign countries. The possibility of duty-free import of goods and services, exemption from taxes and other benefits is more important for the national investor. The presence of a well-developed infrastructure, in turn, is a stimulating factor for domestic investors.

A no less effective type of public-private partnership is the formation of tourist-recreational clusters (TRC). The concept of a tourist-recreational cluster implies a group of geographically neighboring organizations, government bodies, and public organizations that together form and serve tourist flows, using the tourist-recreational potential of the territory for these purposes.

The effectiveness of the TRC is proven by international experience. As an example of countries and regions in whose territory TRC of various scale successfully operate, one can cite the coasts of the Mediterranean and Adriatic seas, the coast of the Caribbean, the UAE, the alpine region with ski clusters, Las Vegas and Hollywood, successfully developing entertainment clusters¹.

Distinctive features of the TRC from other forms of organization are:

a significant variety of participants;

territorially, a cluster can be located both on the territory of one city, and capture the territory of a country, or even a group of neighboring countries;

cluster efficiency is built largely on the synergistic effect;

¹ Bergman M., Charles, D. Innovative Clusters: Drivers of National Innovation Systems / Organization for Economic Cooperation and Development. URL: <https://www.nist.gov/sites/default/files/documents/2017/04/28/spi-the-plastics-industry-trade-association-attachment.pdf>

the internal processes of the dispenser are characterized by flexibility and dynamism;

competing companies are interested in cooperation in order to realize the territory potential, and its competitive advantages, to achieve a synergistic effect, and, consequently, to use the advantages obtained.

The purpose of the TRC is to create a competitive tourist product and maintain its quality at a consistently high level. For the regional economy, TRC can become “points of growth” of the domestic market and a tool for the effective tourism development in destinations.

The goal of creating a TRC will be achieved in case of solving a number of tasks:

the territory cultural, historical and natural potential preservation and revival;

a high-quality tourist product formation and ensuring its effective marketing promotion;

attracting to the tourism sector national and foreign investments in sufficient volume relative to the area of the region in which the project is being implemented;

region`s material and technical base development to a significant level;

PPP tools development in the culture and tourism field;

full and high-quality satisfaction of consumer demand for tourist and recreational services;

assisting tourism service providers in improving the competitiveness of their services;

an increase in the tourist flow of tourists will occur due to the improvement of the quality of the services provided and the effective use of the tourist and recreational potential;

continuous conditions creation for the further development of small and medium-sized businesses in the tourism industry in the region;

products establishing sales manufactured by local manufacturers;

an increase in budget revenues due to tax revenues from the development of tourism;

implementation of the tourist and related infrastructure creation.

It has been established, that the effective tourism industry development in Ukraine is possible under the regions organizational and

financial support condition from the state through the development and implementation of state programs for tourist recreational activities development. The tourism development at the municipal and intermunicipal level is most efficiently carried out by drawing up and implementing tourism development regional programs and their financing from regional and municipal budgets in combination with investments of small and medium-sized businesses.

The most effective and efficient in the modern tourism industry sustainable development are the public-private partnership tools, implemented through tourist-recreational systems and tourist-recreational clusters.

The study of socio-economic instruments and their regional combinations will create a rating that determines the sustainable tourism development effectiveness. Based on this rating, all regions will be combined into groups from high to low sustainable development levels.

Tourism sustainable development opportunities scenario is a necessary element of the tourism territorial management in the Ukraine's regions. Options evaluation for sustainable tourism development, based on the study of the spatial interaction of the integrated tourism and recreational potential and the socio-economic tools rating, will make it possible to identify regions aggregates with different scenarios, from extremely favorable to stagnant.