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IM. BRONISŁAWA CZECHA W KRAKOWIE

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Tourism Policy: International and Global Perspective

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**Tourism Policy:
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FROM THE EDITORS

Dear Readers,

We are pleased to present, together with wishes of pleasant and scientifically inspiring reading, the next issue of our journal. This one is a thematic issue devoted to tourism policy, and for the first time, as many as three thematic editors have worked on its preparation. When over a year ago, in our 'Call for Papers', we invited authors who would like to publish the results of their research in this issue, to cooperate and submit their papers, we did not expect that the response would be so vast that we would have to publish two volumes devoted to this issue. After undergoing review procedures and other editorial requirements, a total of more than twenty texts have been classified for publication, resulting in the decision to publish not one, but two 2 volumes devoted to broadly understood tourism policy. It so occurred that among the submitted works, one can clearly indicate those concerning tourism policy considered from an international and even global perspective, and implemented on national, regional and local scales. This, the first of the two issues mentioned above, is devoted to international and global problems of tourism policy, while the next (61st) issue, planned for release this autumn, will contain articles on tourism policy and planning on national, regional and local scales.

We believe that our Readers do not need to be convinced that nowadays, tourism is not only considered as one of the largest sectors of the global economy, but also an important part affecting the lives of millions of people around the world. They are also certainly aware that as a phenomenon characterised by numerous interrelationships with a variety of domains of social and economic life, tourism requires carefully tailored development and coordination of activities undertaken by diverse public and private entities. Therefore, for decades, it has been the subject of state policy, implemented on its behalf by various institutions. At the heart of tourism policy understood in this way is the fact that the development of tourism requires proper co-ordination of various activities carried out in different sectors of the economy. This development is often accompanied by many problems (social, economic, environmental etc.) which require prompt intervention of the state. The objectives, scope, forms and instruments of implementing tourism policy can vary considerably due to the significant diversity of circumstances in each country and region.

However, research carried out for many years, verified by practical activity, resulted in the development of basic principles and solutions that form the canons of tourism policy. Until recently, it seemed that they were a guarantor of effective planning and tourism policy, nonetheless, in principle, the canons of tourism policy seemed to be quite well-defined. However, the scope and pace of changes taking place in various fields, resulting mainly from so-called civilization megatrends, means that these canons should be revised – partially changed and partially supplemented with new elements and modifications.

Maintaining the-above in mind, in this issue, we publish papers concerning various aspects of tourism policy regarded in an international and even global dimension. It contains a total of ten original texts, which – apart from this (more than the usually extensive) foreword – there are seven articles, including five in the basic first part of the volume, reserved exclusively for scientific articles, and two articles (one polemical, the other informational) in the new section of our journal ("Discussion and polemical articles, essays, informational articles and scientific reports"). In addition, the issue also includes two reports from interesting international scientific conferences and a review of the monumental four-volume work, which is the "*Encyclopedia of Tourism Management and Marketing*", in which content related to tourism policy has been included.

As the first in the entire volume, we decided to include an extensive article by **Henryk Handszuh**, which – as we believe – is a good introduction to the issues of the most important conditions and prospects for the development of tourism and the related challenges for tourism policy, especially when viewed as a global phenomenon. The author focuses on problems that go beyond tourism policy implemented by national states, requiring coordination of activities at an international level. Therefore, a special place in his considerations is occupied by the World Tourism Organization (UNWTO), which – as an intergovernmental organisation, additionally being a specialised UN agency – aims to coordinate the tourism policy of countries on a global scale. The analyses presented in the work regard both demand and supply, and the issues of trade and investment are primarily considered from the perspective of tasks that the most important international organisations and other important geopolitical actors face in relation to the tourism market. A look into the past at the goals set for tourism, perceived as an important development instrument, especially in less developed countries, and the hopes associated with it, prompted the author to undertake many critical assessments. In his opinion, in a follow-up to the escalating health, economic, social and environmental crises affecting the world community, tourism, as a consumption, production, trade and investment activity, should not continue by following the rule of "business-as-usual". According to the author "… politics towards tourism, as an intrinsic part of the entire economy and social life, rather requires, alongside and not apart from, other human activities, to be essentially, politically, structurally and gradually, if not radically, intervened. This should result from international agreement among constituencies at large – governments, tourism industry – the private sector, civil society – patronised by international organisations" (p. 15).

A specific supplement to the considerations presented in the first article is the work by **Robert Lanquar**, who considers whether tourism can today be assumed as a sector of the global economy that stabilises it in these difficult times at the beginning of the third decade of the 21st century. According to the author, tourism – which has been developing so dynamically for the last few decades (apart from the period of the COVID-19 pandemic) – "tourism will not be able to develop as it is in a world threatened by climate change, the loss of biodiversity and the multiplication of inequalities". In his opinion, tourism can only last if it is responsible and supportive and if it is part of progressive and territorial social – environmental policies within globalsation in the Society – World. In his article, the author outlines 3 scenarios of tourism development and indicates their implications for tourism policy. The conclusions are strongly in favour of the third one, in which emphasis is placed on sustainable and harmonious development, preferring circular economy, combating climate change and the extensive use of modern technologies as well as digitisation of the entire tourism sector, and further, "… more well- prepared laws, better – deliberated regulations and international standards will be required" (p. 70).

The next article deals with the issue of mutual relations between tourism and trade and the role that tourism plays in contemporary international economic relations. international. The author of the next work, **Dale Honeck**, draws attention to the effects of misunderstandings and difficulties related to the incorrect comprehension regarding the significance of international trade for tourism, not only international but also domestic, and for tourism policy. He argues that sustainable international trade and sustainable tourism are often perceived as "two separate worlds" (p. 76), which is reflected, among others, in the completely different and insufficiently cooperating institutions responsible for policy in these fields. This applies both to the political structures and ministries responsible for them (i.e. tourism and international trade) areas in individual countries, as well as to the most important international organisations, i.e. the World Tourism Organization (UNWTO) and the World Trade Organization (WTO). Based on analysis of various documents of these organisations, the author tries to indicate what consequences the mentioned lack of cooperation between both sectors of the economy and related institutions has for policy and planning of tourism development. He further recommends deepening cooperation between them. At the same time, he emphasizes that the negative consequences of the functioning of international trade and tourism in the aforementioned "separate worlds" concern not only international tourism, but also national and domestic tourism (according to the official UNWTO classification), hindering their development. The analyses presented in this article are all the more valuable because the author includes the new reality created by the COVID-19 pandemic and activities aimed at rebuilding tourism after its end. In his opinion, one of the factors that may facilitate the development of tourism is better integration of tourism into the structures and mechanisms of world trade, through closer cooperation between UNWTO and WTO.

The fourth article, written by **Andrzej Gut-Mostowy** and **Dominik Borek**, represents a national state perspective on tourism policy pursued in turbulent – *inter alia* due to the international situation – times. The authors present a detailed case study of precedential measures the Polish government took in response to the COVID-19 pandemic and Russia's aggression against Ukraine. Both events threatened the domestic tourist market—the intervention aimed to protect Polish tour operators from insolvency. According to the authors, the loan mechanism introduced by the Travel Refund Fund, and the financial support scheme implemented by the Tourism Aid Fund, were unique in Europe. Despite its subjective and strictly practical nature, the article may contribute to the knowledge on pushing the limits of public intervention in market mechanisms in the face of unforeseen events of international nature, while " … some European countries inquire Poland what regulations are in place in this area and how they have been implemented" (p. 122). In the conclusion of their work, the authors write that it is also worth adding that the described solutions, focused on limiting the negative effects of the COVID-19 pandemic and Russia's aggression against Ukraine on the tourist market in Poland, aroused great interest in other countries, and "… international cooperation is becoming particularly important in the difficult times of the COVID-19 pandemic and in the face of Russia's aggression against Ukraine. The Russian aggression has caused fear and anxiety among people, not only in Europe, but around the world, as well as uncertainty about the future. This directly impacts the behaviour and choices of travellers as well as losses in tourism" (p. 122).

In the next article, a four-person team of researchers from Japan: **Masakazu Otsu, Teruyasu Kanamaru, Risa Jitosho** and **Masaaki Takemura**, shifts the perspective of analysing tourism policy from an international dimension to national and regional levels. Despite this slightly different perspective and scale of analysis, the subject matter of their article remains international. This comparative case study addresses the counter-measures against overtourism implemented in Kyoto and Kamakura in Japan. In the theoretical frames of traditional management and contingency theories, the authors try to prove that the nature and scope of these actions depend on the organisational structures of the entities responsible for tourism development at these two popular destinations. Indeed, the way the two DMOs (Destination Management Organizations) operate is decidedly different. The hierarchical structures of the Kamakura Municipal Government are focused on legislation regulating entry restrictions and pricing policy. At the same time, the private-driven DMO in Kyoto has implemented measures and a forecasting system based on artificial intelligence. The study concludes with theoretical considerations of DMO structure and its performance. The work ends with theoretical considerations on the structure of DMOs and their activities as well as the significance of such organisations in the entire system of tourism policy.

The next two articles were published in the already mentioned new section of our journal "Discussion and polemical articles, essays, informational articles and scientific reports". We write more about the idea of creating this section and the specificity of the works that we intend to publish in it on page X. At this point, we will limit ourselves to stating that the papers will be published there, which in their nature – differ from typical scientific articles, but which, for various reasons – may be of great value for science and research on tourism.

The first of them is an essay by **Max Haberstroh**, in which the author – emphasizing the great potential and constantly growing importance of tourism as an element of social and economic life around the world – also points to numerous problems and dilemmas related to its further development. The article was created – as the author himself writes "… [as] an essay based upon extended documentation, expert-talks, lectures given at technical universities and 40+ years of professional experience in management positions and on assignments in more than 20 countries" (p. 149). The essay-type, i.e. popular science, rather than strictly scientific form and convention of expression, allowed the author to present many interesting, although in some cases, controversial theses and conclusions. The main value of the work is a critical analysis of the tourism development that has taken place in recent years, as well as a postulate and inspiration to search for new theories explaining changes to which tourism is subjected and new solutions in terms of policy canons as well as planning its further development. The author notes such a need both in relation to the policy conducted on a global scale and within the framework of policies implemented in individual countries and tourist regions. In the paper, the effects of events such as COVID-19, financial crises or the war in Ukraine (and even earlier armed conflicts in various parts of the world) are indicated with regard to tourism, but also, among others, climate change, modern technologies, mass media, etc. In his work, the author refers to the views and statements of many figures from the world of science and beyond (beginning with Heraclitus, onto Leibnitz, von Clausevitz, Huntington and Suchs, concluding with the Nobel Prize winner and creator of the concept of the Anthropocene, Paul Crutzen, and the British actor Sir Peter Ustinov). In his essay, the author skilfully combines expert knowledge in the field of tourism with a humanistic and universal view of the modern world and the changes taking place in it. It seems to us that such an approach may provide Readers with some inspiration for creative, scientific research, which the Author encourages to undertake, writing that the results of his research "… represent a personal expert opinion, they will require large-scale surveys and extensive interviews to be empirically verified" (p. 149).

The second work published in this new section of the journal is an article by **Wiesław Alejziak**. It is on the most important institutions responsible for creating and implementing tourism policy in their countries, which in literature on the subject and tourism practice, are conventionally referred to as NTA (National Tourism Administration). This article is primarily informative, as it probably contains the most updated and complete information on the subject. They were collected (which is worth emphasizing – at the same time, for an exceptionally large number of countries in the world) and published in one of the reports of the Organisation for Economic Co-operation and Development (OECD), which was published at the end of 2022. The organisational charts included in this report were used by the author of the article to show how diverse the institutional solutions of tourism policy can be in individual countries. The article contains basic information on the location of tourism issues in the political and governmental structures of almost 60 countries around the world, by indicating the ministries responsible for creating and implementing tourism policy. For each country, organisational charts are presented, which each time, show the organisation performing the function of NTA in its country and its links with other organisations important from the point of view of tourism policy. These schemes are presented in the second part of the article. In the first one, independently of the aforementioned OECD report, content was presented that was intended to explain the functions and tasks of the NTA to the Readers (also in relation to the functions and tasks of the second type of basic institution responsible for tourism policy in most countries of the world, i.e. NTO – National Tourism Organisation). The article also contains characteristics regarding OECD tourism activity, which, in terms of tourism policy, is the second, apart from UNWTO, leading centre for shaping international tourism policy (publishing, among others, cyclical excellent reports on this subject).

The final part of this volume is traditionally composed of reviews and conference reports. This time, we publish information about two international conferences and a publishing project – unique due to its (global) scale (approximately 1,500 scientists from 80 countries around the world participated in it). Both the project itself and its effect in the form of "*Encyclopedia of Tourism Management and Marketing*" (ed. D. Buhalis) were presented by

Andrzej Stasiak. Although the title suggests that this is a review, however – as it can be easily deduced – the text is rather informative. After all, the "Encyclopaedia..." contains descriptions of 1,250 entries, which makes it - according to the publisher's information – the largest ontology of tourism management and marketing ever created.

The entire issue ends with reports from two scientific conferences that have recently been held in Poland. A report from the first – which was a cyclical, already sixth in a row, international conference *"Physical Activity in Mountain Areas of Poland and the World"* – was prepared by **Wojciech Wiesner** and **Piotr Zarzycki**. The conference, from which **Aleksander Panasiuk** and **Bartosz Szczechowicz** prepared a report, has an even longer history. It was the twelfth conference in the *Tourism in Social Sciences* series organised under the leadership of the first of the authors. This time, it was focused on issues related to the impact of the COVID-19 pandemic on tourism management (especially hotels). The conference, which took place in hybrid version (i.e. both stationary and online), was organised by the Jagiellonian University in cooperation with the Euro-Asia Tourism Study Association (EATSA) and the Polish Economic Society (PTE). The conference was attended by over 100 participants from France, Germany, Bulgaria, the Czech Republic, Spain, India, Iran, Japan, Portugal, Slovakia, Türkiye, Hungary, Italy, Indonesia and Australia.

Dear Readers, we hope that the articles presented in this issue will enrich your knowledge of tourism policy, especially in its international/global dimension, and perhaps inspire some of you to do your own research on the subject. At the same time, we invite you to read the next volume, which will be devoted to the problems of national, regional and local tourism policy, which does not mean that the articles will only concern Poland. In the meantime, we wish you pleasant reading and invite you to cooperate with our journal, especially to publish the results of your own research within it.

Wiesław Alejziak, Henryk Handszuh and Piotr Zmyślony

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PROSPECTS AND POLICIES FOR TOURISM IN ITS GEOPOLITICAL CONTEXT

Henryk F. Handszuh*

Abstract

Purpose. In yet another attempt to analyse the tourism phenomenon in perspective, the aim of this paper is not necessarily to predict the quantitative future of tourism worldwide. It is rather to review the circumstances and mechanisms in their geopolitical context, by which it may, or even must, evolve in the mid- and long-term. This is due to its importance for contemporary society and the barriers to its further growth. It then pretends to recall the expectations deposited in tourism, for example, on the establishment of the World Tourism Organization, and to review the very meaning and essence of tourism as part of the movements of persons, when confronted with policies or their lack in this area. General prospects and challenges of tourism are briefly addressed from the demand, supply, trade and investment perspectives, as viewed from respective international organizations and its principal geopolitical actors, notably Europe and her “overseas extensions” (also China).
Methods. Critical analysis and clarification of the apparently established views about tourism and its nature, based on the author`s work experience in relation to this activity: as a tour leader, government official, international civil servant and academic lecturer. The said analysis is supported by scrutiny regarding the relevant parts of tourism policy documents produced over years by international organizations.
Findings. In a follow-up to the escalating health, economic, social and environmental crises affecting the world community, tourism, as a consumption, production, trade and investment activity, should not continue by following the rule of “business-as-usual”. When reconsidered as an intrinsic part of the entire economy and social life, it rather requires, alongside and not apart from, other human activities, to be essentially, politically, structurally and gradually, if not radically, intervened. This should result from international agreement among constituencies at large - governments, industry – the private sector, civil society – patronised by international organizations.
Research and conclusions limitations. The findings represent a personal expert opinion verified by desk research of activities undertaken by international organizations. The veracity of the suggested recommendations would require response, validation and constructive action of the parties and the big players concerned in the field of tourism, to result from their continuous and constructive dialogue.
Practical implications. Contribution to the international debate on tourism policymaking and the role of the World Tourism Organization.
Originality. Bringing up the nature and essence of tourism, its unfulfilled promises, messages of the World Tourism Conference (1980) and the activities of international organizations.
Type of paper: Review paper based on the analysis of literature and reports of international organizations.

Keywords: challenges and discontents of tourism, industrial revolution, peace, consumption and production patterns, tourism as consumption abroad, international organizations, World Tourism Organization (UNWTO).

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The natural and anthropogenic (man-made) challenges of tourism

This time the alarm clock has struck because of the latest international crises affecting political, economic and community life worldwide – including tourism – primarily the crises associated with the prolonged SARS-related COVID-19 pandemic and recently the on-going war waged by Russia against the sovereign neighbouring state of Ukraine in violating the principles of international law. According to the UNWTO Tourism Dashboard, the number of international tourist arrivals declined in 2020 due to COVID-19 by 74% compared to the previous year, and in many developing countries, international arrivals were down by 80-90%. A few months prior to the pandemic, UNWTO expected international tourist arrivals to reach 1.8 billion by 2030, if not earlier [UNWTO, UNEP 2019][1].

Apart from and well before COVID-19 and Russia`s war against Ukraine, the first twenty years of the 21st century were marked by ominous phenomena such as the New York Twin Towers and Pentagon terrorist attack of 11 September 2001. This provoked the US-led invasion of Afghanistan and Iraq, becoming largely responsible for a succession of wars in Western Asia, all of which destroyed tourism in the affected and neighbouring areas. It also gave rise to a new wave of vindicative terrorism, especially aimed at tourism facilities: 12 October 2002, Kuta- Bali, Indonesia; August 2002, Alicante, Spain; November 2002 Mombasa, Kenya; May 2003 Casablanca, Morocco; 11 March 2004 Madrid, Spain; October 2004-August 2005; Taba, Sharm El Sheikh, Egypt; etc. Natural earthquakes followed suit, such as the murderous tsunami of 2004 in South-East Asia: it claimed thousands of lives among tourists and locals alike. In 2010 came the Icelandic Eyjafjallajökull volcano eruption posing serious threats to aviation. As a result, thousands of flights within, to and from Europe were cancelled, leaving stranded tourists in limbo.

This prompted the World Tourism Organization (UNWTO) to launch a *Convention on the Protection of Tourists and on the Rights and Obligations of Tourism Service Providers* [see: https://www.eumonitor.eu/9353000/1/j9vvik7m1c3gyxp/vkd2qajb8xzd]. The project has not prospered so far and was partly replaced, because of COVID-19, by a new project to be called the *International Code to Provide Greater Legal Protection for Tourist*. It was ultimately approved as *the International Code for the Protection of Tourists* [see: https://www.unwto.org/background-of-the-international-code-for-the-protection-of-tourists (10 Jun 2023)] as a non-legally binding instrument [UNWTO 2021].

[1] Updates regarding UNWTO forecasts of international tourist arrivals are available on its webpage www.unwto.org (30 May 2023).

Also, the worldwide financial crisis of 2008 had a negative impact on international tourism: instead of expected further growth, it dropped worldwide by (only) less than 5%. At that time, it was clearly shown that the effective practice of tourism is primarily determined by consumers` disposable income and purchasing power. It then prompted UNWTO to adopt, under the guidance of its Tourism Resilience Committee, *The Roadmap for Recovery,* which recognised "Tourism and Travel as a primary vehicle for job creation and economic recovery". Under its *Stimulus* chapter, it included "Tourism in Aid for Trade and Development Support", and under *Green Economy,* the call to "promote tourism culture in Suppliers, Consumers and Communities" [UNWTO 2009].

The COVID-19 pandemic was preceded by notorious and numerous public health emergencies of international concern. We must refer to the first China-originated SARS source (2002-2003), immediately followed by H5NI bird flu appearing in Hong Kong and Cambodia. It was, however, first detected already in 1997 in USA. Six years later, the H1N1 swine flu originated in Mexico, followed by Middle Eastern MERS (2012) and West African Ebola (2014-2016), without forgetting the flu-like Zika also spreading from Africa. Public health emergencies were also frequent in the more distant past, naturally affecting people`s propensity to travel and the economy. There was more to come under the dictates of encroaching Anthropocene: zoonotic diseases are a latent threat: more than 10,000 virus species have the potential to infect humans.

Hence the idea of preventing (prophylaxis) and orderly dealing with such emergencies, addressed in WHO`s *International Health Regulations*. Its 3rd edition dates back to 2005 – responding to the outbreaks of SARS and the bird flu. Their provisions essentially refer to the notification of health emergencies and include provisions applicable to travellers (i.e. "tourists"), obligatory vaccinations (limited at the time to yellow fever) as well as to conveyances and conveyance operators, basically aimed at preventing deadly infections and the spread of communicable diseases. As the matters stand, no international agreement or convention can prevent the apparition of successive health emergencies and pandemic outbreaks. And there are many to come. What is technically possible is to better discipline such emergencies and provide for international coordination as well as solidarity. This is an issue to be potentially addressed by an updated version of *the International Health Regulations* to come – if considered feasible by health authorities. Proposals for management and prophylactics are dealt with, among others, by Bill Gates in his *How to Prevent the Next Pandemic* [Gates 2022].

It may be argued that the instrument was used in managing the COVID-19 crisis but, apparently, it appeared non-sufficient in dealing with its dimension and preventing its worldwide outreach, hence the pandemic brought tourism, but not all travel, to a genuine halt and the status of “non-essential”. At the outset of the pandemic, practicing tourism happened to be even punished (fined) and prohibited - as was in the case of the “Spanish flu” and hunger-stricken Austria in the aftermath of the 1st World War. Nonetheless, in Austria, the said prohibition of tourists` entry was primarily attributed to food shortages at the time (export of food was also prohibited) [Nasar 2011].

In sociological terms, the tourism standstill starting in spring 2020 came as a shock to the well-to-do societies of the Global North, where regularly taking trips for pleasure had already become a must, an acquired right, an indispensable ingredient of lifestyle, considered impossible to renounce. Reciprocal shocks affected economic sectors, in the tourists` own countries and elsewhere, particularly those depending on consumers displaced at will (tourists), not forced out, but routinely attracted from domicile to their holiday and leisure destinations.

Russia`s aggression against Ukraine has further complicated and reduced all travel. Worldwide geopolitical and economic consequences have been noted, affecting the supply chains of commodities, food and energy, as well as services, especially required for transportation and tourism. This has made them all more expensive and hence, less accessible to the poor and less rewarding economically for some of their root providers. The Russian war has also dealt a serious blow to the pretended worldwide fight against environment degradation and climate change. On a smaller scale, other war conflicts, occasionally silenced in the media, but simultaneously taking place in other parts of the world, especially in Africa, bring about similar effects. They put the long-term development value of tourism into question, especially for poor countries.

Overall, taking the effects of the pandemics alone into consideration, UNCTAD experts recently believe that “…countries need to make strategic decisions regarding the future of tourism in their countries [and that]… developing countries dependent on tourism might consider how they can diversify resources away from tourism” [UNCTAD 2021, p. 19]. This view was preceded, among others, by the non-governmental Paris-headquartered and ISTO (International Social Tourism Organization) affiliated ATES (*Association pour le tourismeéquitable et solidaire*) when stating: “LIMIT the dependence on tourism of areas and populations, encourage the maintenance of other economic activities, agricultural and artisanal, especially in rural areas and in developing countries” [ATES 2021, p. 2]. In other words: in your development strategy focused on the productive sector, do not rely too much on customers, buyers and consumers coming to your place from outside, since they are prone to insecurity and uncertainties upsetting their lifestyle and purchasing power capacities.

All in all, the world of tourism has submerged anew in a sea of uncertainties. UNDP [2022, p. 3]: “In addition to the everyday uncertainty that people have faced since time immemorial, we are now navigating uncharted waters, caught in three volatile crosscurrents:

- The dangerous planetary change of the Anthropocene.
- The pursuit of sweeping societal transformations on par with the Industrial Revolution.
- The vagaries and vacillations of polarized societies".

Persistent and new question marks have therefore been put before travel and tourism, alongside other avenues of human activity, also on top of other surmounting challenges of which the energy problem associated with the advancing human-made environmental mayhem appears to be reverberating through everything. While insistence on the need of economic (GDP) and quantitative growth - including the growth of tourism (and its own GDP) – continues, it is accompanied by a widening and frustrating income inequality gap among and within nations, even the wealthy ones. It is also accompanied by people`s continuous and inexorable inability to use natural resources in a way that is not going to further deplete natural habitats and litter, poison and destroy ecosystems, and consequently, to bring about irreversible climate change and global warming. This on-going process is undermining the foundations on which sits all life, in particular, human life. As part of the overall consumption and production patterns, tourism is also intrinsically and commensurately responsible for these phenomena. *Tourism is responsible for 1/10th of greenhouse emissions worldwide* [see: https://www.independent.co.uk/climate-change/news/tourism-climate-change-carbon-emissions-global-warming-flying-cars-transport-a8338946.html], a footprint alike that of the textile industry. According to the UNEP, *Coronavirus is a chance to reshape how we travel* [see: https://www.unep.org/news-and-stories/story/coronavirus-chance-reshape-how-we-travel (10 Jun 2023)]. The UNEP is raising awareness of these issues through global campaigns and partnerships, including the *Global Tourism Plastics Initiative* and the *Clean Seas campaign* [Ibid]. Year by year (since 2010), the UNEP has additionally published an *Emissions Gap Report,* with a view on mitigating all the relevant developments in this area. In its 2020 edition, a number of issues relevant to tourism are addressed, such as lifestyles and "consumption options within domains" (mobility, food, residential), and also "High energy intensity (energy footprint/money spent by consumer), high income-elasticity of demand (luxury consumption)" [UNEP 2020 , pp. 65-66].

The elements of tourism are to be found everywhere, tourism (consumption and production) is nourished by the same natural resources as required by all economic activities. Hence, policy in this field would be expected to reflect tourism`s transversal nature and be aimed at its primary and secondary actors as well as stakeholders. In other words, at a national state level, responsibility for tourism rests on the "whole government approach”[OECD 2008], not just on its National Tourism Administration or “ministry of tourism”, if such has come into being. If it exists, as it does in many countries, its role should be to act in continuous liaison or even symbiosis with other relevant portfolios and, primarily, be integrated with economy, trade and transport departments.

What we expect from tourism and how it is measured?

Tourism relates first and foremost to the freedom and propensity of travel and consumption, wherever and whatever available and produced for the benefit of people on the move. To consider tourism`s future options and prospects, we therefore need to address the following three inter-related areas: travel potential, production to satisfy the travellers` needs and wants and their consumption, as well as the economic performance of core suppliers on the production side, such as transport and the accommodation sector at large, to be supported by profit-seeking investments in these sectors.

Against this essentially economic background, we could also evaluate tourism compared to its projected goals and aims going beyond this business-related approach. In this regard, the international (inter-governmental) community, for example, by adopting the statutes of the World Tourism Organization (WTO/OMT, since 2005 UNWTO), has defined its aims and agreed to promote and develop tourism “…with a view to contributing to economic development, international understanding, peace[2], prosperity and universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language or religion”. A similar statement can be found in the Manila Declaration on World Tourism in its preamble [Manila Declaration A 1980, p. 1]:

> Considering that world tourism can develop in a climate of peace and security which can be achieved through the joint effort of all States in promoting the reduction on international tension and in developing international cooperation in a spirit of friendship, respect for human rights and understanding among all States….

And further in the Statutes: “In pursuing this aim, the Organization shall pay particular attention to the interests of the developing countries in the field of tourism” [Ibid]. These tourism`s would-be accomplishments and

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[2] Well before WTO/OMT (UNWTO), already in 1945, UNESCO made a pledge in its Constitution to the factors of peace: science, education and culture, also affirming that “a peace based exclusively upon the political and economic arrangements of governments would not be a peace which could secure the unanimous, lasting and sincere support of the peoples of the world, and that the peace must therefore be founded, if it is not to fail, upon the intellectual and moral solidarity of mankind”.

perspectives were seemingly taken for granted. Legitimate and somewhat ingenuous as they may now appear, such wishes were made. They were later systematically repeated – at the outset and in the process of the dictates of the largely to-be-government-non-intervened (as it was claimed) unrestrained market economy, termed neoliberal. It was to be accompanied by a progressive and apparently rule-based international trade liberalization setting, particularly since the 70s and then the 90s, a new stage of buoyant globalisation.

The WTO/OMT *Global Code of Ethics for Tourism* [1999], in its preamble, presents a whole range of positive expectations and beliefs in tourism. Similar beliefs, especially with reference to its required volume, have been recently expressed at the High-level Thematic Debate of the United Nations General Assembly on 2 May 2022. Although somewhat misleading to this effect, the theme was: *Putting sustainable and resilient tourism at the heart of an inclusive recovery*. In the words of the Assembly president Mr. Abdulla Shahid: "Looking beyond the numbers, tourism plays a deeply human role: Travel and tourism connect and unite us…build bridges and facilitate inter-cultural exchanges…[and] foster peace and solidarity across continents and borders" [UN 2022].

With reference to peace again: also in 2022, the Stockholm International Peace Research Institute (SIPRI), an emblematic successor of the United Nations Conference on the Human Environment (1972), emphasized the link between environmental integrity, peace and human well-being in its report *Security in a new era of risk* [SIPRI 2022]. It does not single out the area of tourism, also with reference to the Sustainable Development Goals included in the 2030 Agenda for Sustainable Development by declaring: *There can be no sustainable development without peace and no peace without sustainable development*. In this regard it is worthwhile to quote the introductory wording of the Agenda preamble [UN 2015, p. 5]:

> This agenda is a plan of action for people, the planet and prosperity. It also seeks to strengthen universal peace in larger freedom. We recognise that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and indispensable requirement for sustainable development.

On the other hand, in Los Cabos (Mexico), on 18-19 June 2012, the Leaders of G20 declared the following at the end of their concluding statement (under the *Employment and Social Protection* section) [G20 2012, p. 4]:

> 25. We recognize the role of travel and tourism as a vehicle for job creation, economic growth and development, and, while recognizing the sovereign right of States to control the entry of foreign nationals, we will work towards developing travel facilitation initiatives in support of job creation, quality work, poverty reduction and global growth.

More recently, the 2021 G20 Tourism Ministers Meeting emphasized that [G20 TMM 2021, p. 1]:

> … the resumption of travel and tourism is crucial for global economic recovery because of the direct and indirect economic impact this sector has on others, and further: Travel and tourism are key drivers for sustainable and balanced growth and development and they represent a valuable contribution to the G20 agenda. We acknowledge that the crisis presents an opportunity to rethink tourism for the future, that the measures put in place today can shape a more resilient, sustainable and inclusive tourism sector and that such measures should seek to i) restore confidence in travel and tourism and enable economic recovery; ii) learn from the experience of the pandemic; and iii) prioritise a sustainable development agenda in guiding future tourism.

And still further: "In this context, we endorse the G20 Rome Guidelines for the Future of Tourism, developed consistently with the priorities of Italy's G20 Presidency – People, Planet and Prosperity – and with the support of the Organization for Economic Co-operation and Development – OECD…" [Ibid].

The G20 held in November 2022 followed suit in its 52-point declaration by declaring on tourism under point 47 [Bali Leaders Declaration 2022, p. 16]:

> We reaffirm the important role of tourism for global recovery, and the community-based approach for rebuilding a more human-centred, inclusive, sustainable, and resilient tourism sector. We acknowledge the vital importance of strengthening safe international mobility and connectivity and seamless post-Covid travel to enable tourism recovery. We further recognize that creative economy, which involve knowledge-based economy, human creativity, and intellectual property rights, contributes to improving the resiliency of tourism local communities and MSMEs through human capital development, digital transformation, innovation, public-private partnerships, sustainable preservation of natural and cultural heritage, and innovative financing while retaining their significant commercial and cultural values.

Against the background of these declarations, tourism progress in nations and worldwide, as reported to citizens (consumers) through the media, has largely been made subject to the overriding concept of its numerical and economic output characteristics under the label of GROWTH. It is to be always welcome, in our case, to be usually expressed by "international tourist arrivals" (and hotel nights in small print)[3], rarely by "departures"

[3] While ignoring the estimates of "one-day visitors" also going abroad and, more importantly, domestic trips, even the long-distance ones. Under globalization in all its expressions and its environmental impact this limited international focus and interpretation of tourism and its flows continues to lose relevance. We should monitor all movements of people irrespective of international borders and the duration of stay away from home.

(outbound tourism). Sometimes, as if in anecdotical passing, by mentioning data on domestic tourism (whose volume is much larger in developed economies), eventually to be accompanied by figures on gross tourism receipts and expenditures (with respect to international tourism), as well as tourism satellite account data (of which investment, jobs, value added - owed to entrepreneurship or business). There is also occasional interest in the average spending of visitors.

It was therefore no wonder that “tourism policies” at the time had rather been expected to cater to numerical and quantitative growth and not to its intangible, cultural and social benefits and human values. It was so that even tourism satellite account data eventually disappointed when it came to the nature of their indicators which could be suitable for setting tourism policies. According to OECD: “The TSA remains essentially a static accounting of the contribution which tourism makes to an economy” [OECD 2008], and further “The TSA is not a suitable instrument for measuring the impact that changes in tourism demand, or changes in the broader economy, will have on key parameters (e.g. gross value added, employment) and hence, for dealing with many of the policy issues that governments face in regard to tourism, even at the level of economic impacts”.

“Not everything that can be counted counts, and not everything that counts can be counted” (a remark attributed to Albert Einstein). At UNWTO, hopefully, a window has been opened to a new measurement of tourism under one more chapter. That of sustainability, since the recent UNWTO General Assembly (2021), in support of the global consensus process towards United Nations endorsement of the international recommendations for Measuring the Sustainability of Tourism (MST) agreed upon at the UN Statistical Commission’s 51st session (March 2020). It “Reiterates the crucial policy need for Measuring the Sustainability of Tourism (following UNWTO GA resolutions A/RES/714(XXIII) and A/RES/684(XXII)) and supports the efforts of the Committee on Statistic sand the Working Group of Experts on Measuring the Sustainability of Tourism towards the finalization of the much-needed Statistical Framework on Measuring the Sustainability of Tourism [see: https://www.unwto.org/event/general-assembly-twenty-fourth-session]. Considering socially inspired chapters of measurement and evaluation under “sustainability” would also be necessary.

Tourism has never really been considered and saved by governments as a would-be guardian and asset of peace, despite several initiatives displayed to this effect on behalf of governments and by non-governmental actors [examples of efforts with respect to peace provided by: Wohlmuther, Wintersteiner 2014]. No political decisions, whether to engage in or abstain from armed conflicts of any sort, take the interests of tourism consumers, the tourism sector or the potential of tourism peace into consideration. At best, tourism so far may have helped familiarise citizens, albeit superficial-ly if not assisted by qualified intermediators, educators or guides-interpreters, with cultures other than their own. Prejudices and animosities may have further been attenuated, those potentially present at national or origin community levels and hence, exploited in politics.

In reporting reality, the potential and value of tourism has been seen as an economic activity. It may be stated that it has been put on a similar footing with, let us say, the textile industry and its fashion shows (with all due consideration for their cultural importance). This is aimed at satisfying today's consumer society. Both industries – textile, tourism – compete for seasonal consumers, both depend on access to water and energy, are responsible for large quantities of recyclable and unrecyclable waste, and may be considered non-essential, etc.

Unconditional hospitality evoked and cherished in 1795 by Immanuel Kant from Königsberg-Królewiec (renamed in 1946 by Russia as Kaliningrad) in relation to the *Fremd* (stranger) has acquired an almost entirely commercial connotation. Hence, the notions of consumers, hospitality sector, tourism market, market segments, tourism product, tourism fairs, brands, discounting, marketing, etc. The United Nations has echoed such as those featuring in the *United Nations Guidelines on Consumer Protection* (1985, 1999, 2015) by repeatable references to consumers (on par with inhabitants, citizens…). Its latest edition includes a provision on tourism and environment-related areas such as food, water, energy and public utilities. In the section "Measures relating to specific areas"(A/RES/70/186 K) in the part dedicated to tourism (78), we can read [UN 2016, p. 15].

> 78. Tourism. Member States should ensure that their consumer protection policies are adequate to address the marketing and provision of goods and services related to tourism, including, but not limited to, travel, traveller accommodation and timeshares. Member States should, in particular, address the cross-border challenges raised by such activity, including enforcement cooperation and information -sharing with other Member States, and should also cooperate with the relevant stakeholders in the tourism-travel sector.

Given a conjecture with liberal economy restarting as neoliberal in the 70s of the 20th century, there appeared to be no competitive alternative to this limited measure regarding numerical and economic evaluation of tourism. It satisfied curiosity and was to some extent necessary, but not sufficient, if not deficient. In either case, to be honest, attempts and messages encouraging a humanistic and qualitative evaluation of tourism were also underway. Nonetheless, until today, especially at the hand of civil society organizations (NGOs), they have hardly surfaced to media, public or political scrutiny, neither have they been made subject to government encouragement or monitoring. Little, if anything, of the noble messages and aims of tourism is evoked at its recovery-signalling events such as press briefings, campaigns and reborn mall-like fairs. What the public is promised and offered by politicians and industry spokesmen reminds us of the slogans and incantations already heard 20 or 40 years ago.

Therefore, by resorting to the numerical measurement of tourism through UNWTO (in conjunction with the United Nations Statistics, OECD, the European Commission/Eurostat), and according to its quite recent estimates from the pre-COVID-19 era as indicated at the beginning, the international part of all travel called tourism was expected to reach from then 1.4 billion to the impressive figure of 1.8 billion trips by 2030. Little print was reported elsewhere and admitting that, nevertheless, international travel was at the time available from only 5 to 7% of the world population, while the volume of domestic travel worldwide is to be estimated at a random 4-5 times higher than international travel. This shows that a great majority of the world population does not have access to international tourism, whether for economic (leisure consumption, business) or spiritual-cultural motivations. Whatever the estimates and expectations, those relating to international and domestic tourism have been largely based on the desire and belief in continuous growth (exponential growth denounced at the outset of the new waves of globalisation and neoliberal economy in 1972 in *Limits to Growth* report by the Club of Rome [see - https://www.clubofrome.org/publication/the-limits-to-growth]. It is expected from the world economy at large, hence tourism, to be driven by competition, innovation and marketing creativity coming from movers and shakers.

In the present and continuing economic system and paradigm, on-going growth (also in disguise of dubious "degrowth" or green growth still to be measured by GDP or GNP) was and is still believed to automatically trickle-down from the wealthy to the poor, to reduce or even eliminate poverty, while rewarding the already wealthy and super rich for their entrepreneurial and financial capital accumulation efforts. Economic growth continues to be referred to by politicians, the European Commission, the World Bank, etc., as a prerequisite and indicator of progress and prosperity. Has the conventional faith in the overall beneficial effects of economic growth or tourism GDP/GNP growth proven to be true, and should it continue in the future under the motto of "business as usual"?

In this regard, a statement from a report of the UNESCO-associated World Commission on Culture and Development [*Our Creative Diversity* 1995, p. 266][4] also comes in handy: "Work on human, social, political and cultural indicators has been going on for a long time, but nothing so far has replaced the powerful hold of the GNP, in spite of numerous attempts to weaken it. One important purpose of the Human Development Index[5] is to

[4] Established by UNESCO, in conjunction with the United Nations, at the end of 1992.

[5] On the other hand: "The HDI simplifies and captures only part of what human development entails. It does not reflect on inequalities, poverty, human security, empowerment, etc."

dislodge the monopolistic hold of GNP on our minds". The UNDP Human Development Index experience, initiated in 1999, and accompanied by other evaluation proposals [Stiglitz, Sen, Fitoussi 2009; Helliwell, Layard, Sachs 2012], to measure human well-being, suggests that various aspects and effects of tourism regarding social and cultural interest, and not only its volume and economic output, could also become subject of research and evaluation. They should further be made available to the public and governments for the purpose of tourism planning, mitigation and policies [OECD 2020].

The nature of tourism or what is meant by tourism and the like

According to historical research, the term "tourism", in English, then in French and the majority of European languages, is derived from the term "tourist" attributed to the beneficiaries of the XVII-XVIII centuries "grand tour". It stood for travel and leisure for education [see: Libera 1969, p.183, footnote 2]. Should policies be related to tourism? One should discern between its variations to which they may effectively apply. Putting aside the ways tourism is formally defined (United Nations – first formally included in the United Nations *Convention concerning customs facilities for touring*, New York, 1954 (entry into force 1957), UNWTO, and EU – *Europe, the world`s No.1 tourist destination – a new political framework for tourism in Europe* [EU 2010], its common, popular understanding – narrow as some statisticians may argue – refers to unobligated travel resulting, same as in other modes of travel, in consumption away from home affected by tourism practitioners, and the supply of goods as well as services aimed to satisfy these travellers` or visitors` needs and wants.

In GATS – General Agreement on Trade in Services), the World Trade Organization inadvertently equals international tourism (outbound) to consumption abroad as one of the "four modes of supply of services" (mode 2 out of 4). It also gives justice to a similar notion of "tourism expenditure", which in 1993, was defined by the United Nations Statistical Commission as "the total consumption expenditure made by a visitor or on behalf of a visitor for and during his/her trip and stay at destination". In contrast, tourism comprises "the activities of persons travelling to and staying in places outside their usual environment for not more than one consecutive year for leisure, business and other purposes" [in: *Recommendations on Tourism Statistics* …, WTO/OMT 1994]. The WTO-GATS concept of consumption abroad has appeared as a fundamental, obvious and yet hardly considered

(to which references are nevertheless made in the descriptive body of such reports - https://hdr.undp.org/data-center/human-development-index#/indicies/HDI (10 Jun. 2023).

finding regarding the economic nature and essence of tourism in all its manifestations. The notion was inconclusively debated over by tourism, trade and development advocates for several years (WTO/OMT-UNWTO; WTO; UNCTAD) within their joint Working Group on Liberalization. Naturally, the notion "abroad" is relative and may be interpreted to include any consumption and separation from usual residence that is for eating and sleeping out, for sightseeing and shopping, consuming space and "experiences" of any sorts. In other words, tourism can simply be compared to consumer mobility.

Our initial emphasis on the notion of unobligated travel, distinct from the obligated one, is due not only to the motivations behind each type of travel, but basically – what is even more important – to the ways of the travel consumption funding. Who pays? This first set of travellers, commonly called tourists, temporarily leave their households and domicile on their own account – for holiday, fun, leisure and pleasure, relaxation, shopping (!), health and sport (its practicing and watching), change of environment, to learn and enjoy culture and nature of other places than their own habitat. In broad lines, this category of unobligated travel can be differentiated between mass or mainstream tourism (such as "sun and beach", or winter holidays) and genuine, sightseeing-related activities also called adventure tourism[6]. Again, we should emphasize that nowadays, most of those demanding tourism tend to consider it as a consumer good which naturally needs to be provided by the service industry (the hospitality sector and transport) and thus, affirm its *raison d`etre* and economic importance. For the travelling individuals concerned, it can also be considered as a symbol of social status, hence, denoting purchasing power differences and inequality among people or "market segments". Tourism in action reflects enormous disparities among its buyers, between luxury, middle-class and cheap, fast food- and low cost-related quality. It therefore comes as no surprise that the profile and workings of luxury tourism have deserved a special study and teachings at an academic level (an example -the Glion Institute of Higher Education (Switzerland), which offers MSC courses in luxury business environments, Luxury Experience and Innovation, Sustainable Luxury and Design).

Others must travel, or are required to travel, due to their professional, official and entrepreneurship activity (called business) and occupation, also for medical treatment, study or doing research at a distant location. Truck drivers crossing entire continents also pertain to this category of obligated travellers covered by tourism statistics. Under the WTO (GATS) understanding of the modes of services supply , a considerable part of this aggregate is related to the "presence of natural persons" (mode 4) denoting business travel and temporary stay at their destinations by specialists and

[6] At an international level, largely represented by the non-governmental Adventure Travel Trade Association (ATTA), in a way, resembling the International Touring Alliance/*Alliance internationale de tourisme*/AIT in the past.

executives at large. What matters is that their travelling is essential to the economy also outside the tourism sector and that part of the cost of obligated travel and temporary stay (presence) at the destination is charged to the activity, institutions and undertakings concerned, not to the wallets and household budgets of the travellers .

Still, another group could be called "semi-obligated" travellers commonly termed in statistics as "visiting relatives and friends (VRF)". They are motivated or even forced to travel due to their family, nostalgic, cultural, social or personal commitments, also due to taking part in pilgrimages of religious connotations (e.g., Islamic Hajj, 21 pilgrimage destinations in India, Camino de Santiago in Spain, Sintiero di San Francesco in Italy…). The VFR phenomenon is further owed to the consequences of obligated travel, migrations or even to having made and visiting new friends when travelling for whatever reason. The phenomenon is largely associated with diasporas, particularly of European and African origin. These persons choose, as their non-renounceable roots - tourism motivation, to visit the lands of origin of their ancestors (for example, Afro-Americans visiting Africa; Polish Americans visiting their old world on the Vistula River and Argentinian and Brazilian Italians revisiting their ancestors` homes every year[7]; or Germans visiting western and northern Poland from which they, or rather their ancestors, exiled, fled or were expelled altogether during and after WWII; also millions of Moroccans residing in Europe and visiting their homeland every summer). The economics of travel regarding many of these semi-obligated travellers is often shared with their hosts, families and friends, and therefore, has lesser impact on the hospitality sector of the recipient countries. By and large, the proportion of statistically reported, unobligated international travel and the rest (excluding commuters, migrants and refugees) tends to be –50/50. To further clarify or complicate the issue: the Final Act of the Conference on Security and Co-operation in Europe (Helsinki, 1975) differentiates between "international tourism on both an individual and group basis" (under the section Promotion of tourism) and "Human Contacts" (a separate section) including "contacts and regular meetings on the basis of family ties", "reunification of families", "marriage between citizens of different states" and "travel for personal or professional reasons" (Conference on Security and Co-operation in Europe) [OSCE 1975].

There is neither a clear understanding nor consistency in what is meant by tourism services to which tourism policies may apply. At an international

[7] "Six million Italians return to Italy every year contributing to 60 million overnight stays" according the Managing Director of ENIT, Roberta Garibaldi, in preparation for the first tourism exchange of origins, "Roots-in", announced to be launched in Matera, Italy, on November 20 and 21, 2022" [www.robertagaribaldi.it/Rassegna/2022-10-21%20TRAVEL-NOSTOP.pdf (10 Jun. 2023).

level, on the one hand, their scope can be defined by the Tourism Satellite Account of 2008 (UNWTO et al) – where they are also called products. They are in par represented and generated by tourism industries[8] and where, curiously enough, "Cruise services, MICE, Transport supporting services, Tourist guide services and Other guides than 'tourist guides' (mountain, hunting, etc.), Trade fair and exhibition services, Fishing, hunting licence, and Travel insurance services" may be excluded. On the other hand, for the purpose of trade negotiations and trade liberalization commitments some tourism services, not necessarily all, have been identified as such in the W/120 Sectoral List attached to the General Agreement on Trade in Services (GATS) – Sector 9: Tourism and Travel Related Services: Hotels and restaurants (12 elements), Travel agencies and tour operator services (2), Tourist guides services (1), Other (unspecified).

In EU instruments, some tourism services are also specified as such, and yet, in addition to others – under different categories and terms, for example, on the one hand – (quote) "Consumer services are also covered, such as those in the field of tourism, including tour guides" while separately, "leisure services, sports centres and amusement parks" or "travel agencies" [EU 2006, para 33]. Still, another coverage of selected tourism services, termed "tourism and related services", is managed under the umbrella of the quality-seeking Technical Committee ISO/TC 228 of the Geneva-based International Organization for Standardization (ISO). Its work and focus are followed and replicated at many country levels (Chile, France, Spain, etc.). A recent ISO/TC 228 output [ISO 2022] concerns the characteristics of sustainable tourism.

The term "tourism" alone is often replaced by "travel", or both appear as one "travel and tourism" (or vice versa). The UNWTO predecessor was the International Union of Official Travel Organisations (IUOTO). In French its name was *l`Union internationale des organismes officiels de tourisme* (UIOOT). Prof. Kazimierz Libera from Poland (Main School of Planning and Statistics, Warsaw)[9], since 1960 – the Chair of IUOTO`s Technical Commission on Research [see *A History of the World Tourism Organization,* Peter Shackleford, 2020, p.61], used the term "international tourist

[8] Accommodation for visitors: 1a. Accommodation for visitors other than 1b, 1b. Accommodation associated with all types of vacation home ownership; 2. Food–and beverage–serving industry; 3. Railway passenger transport; 4. Road passenger transport; 5. Water passenger transport; 6. Air passenger transport; 7. Transport equipment rental; 8. Travel agencies and other reservation services industries; 9. Cultural industry; 10. Sports and recreational industry, 11. Retail trade of country–specific tourism characteristic goods; 12. Other country–specific tourism characteristic industries.

[9] In 1969, Kazimierz Libera carried out a comprehensive study on *International Movement of Persons* (in Polish only – *Międzynarodowy Ruch Osobowy,* PWE, Warsaw, 1969), of 337 pages and 353 bibliographical references. K. Libera also headed the IUOTO's International Centre for Advanced Tourism Studies (CIEST) in Turin, Italy.

movement” for international tourism as part of “international movement of persons”, and the first WTO/OMT`s secretary-general – Robert C. Lonati, towards the end of his tenure (2005), also preferred to refer to this term which was to stand for the totality of travel.

Concerns and initiatives regarding tourism sustainability

Following is a brief and far-from-exhaustive review of concerns concerning the patterns and discontents of tourism, dating back to at least half a century ago and calling for corrective tourism policy measures to be based on the understanding and measurement of sustainability. Already in 1975, in Helsinki, the Final Act of the Conference on Security and Co-operation in Europe) dealt with the issue under the headings of *Environment* and *Promotion of Tourism*. Under the first one, as yet another field of cooperation, it called for “fundamental research, monitoring, forecasting and assessment of environmental changes”, whereas under the second one, for “studies of the problems arising in areas where tourism has injured the environment”, also “to ensure that the development of tourism does not injure the environment and the artistic, historic and cultural heritage in the respective countries”[10].

In preparing the conference, a report on the integration of European Tourist Supply was submitted to the organisers by the International Un ion of Official Travel Organisations (IUOTO/UIOOT), authored by Stanisław Ostrowski, Director of Department of Tourism (Poland). It subsequently gave rise to yet another Final Act recommendation on “tourist routes comprising two or more countries”. In 1980, the World Tourism Organization, at its World Tourism Conference, addressed the issue of production patterns from the perspective of tourism resources, “…whose use cannot be left uncontrolled without running the risk of their deterioration, or even destruction”. And further [Manila Declaration A, 1980, point 18]:

> … The satisfaction of tourism requirements must not be prejudicial to the social and economic interests of the population in tourist areas, to the environment or, above all, to natural resources which are the fundamental attraction of tourism, and historical and cultural sites. All tourism resources are part the heritage of mankind.

[10] Conference on Security and Co-operation in Europe Final Act, Helsinki 1975 (www.osce.org.), whose membership rose from 35 to 57 countries from Europe, Central Asia and North America. As of 1 January 1995, it was renamed as the Organization for Security and Co-operation in Europe, observer status with the United Nations and headquartered in Vienna, Austria.

It is hard to admit, but the majority of actual tourism, adding to the other avenues of human consumption and production, has become exploitative and predatory, characteristic of extractivism. Economic growth, in a traditional sense, mirrored in tourism numerical growth, will increasingly require more energy and fuel, water, raw materials and space, irrespective of progressive reduction measures of the employed resources, or the pretention of doing so, undertaken so far, until a sustained balance between in and out (recycling) is reached. To this effect, it was telling that a notable relief in carbon emissions occurred when the COVID-19 pandemic prompted the world travelling community to regard leisure tourism as "non-essential".

Meanwhile, the developments in this area to date, worldwide, have proven that thanks to satisfying consumer needs and wants, accompanied by effective, profit-seeking marketing, even a small percentage of world population already enjoying leisure travel, any travel, here and there, whether international or domestic, has already crossed the limits of carrying capacity. It has further abused natural resources at large, and has brought about congestion, bottlenecks and "over-tourism" at quite a few destinations, be it natural sites, cultural attractions or easy-to-have a good time city milieus. The issue was systematically analysed, and decongestion measures proposed in the WTO/OMT125-page guide of 2004 [WTO 2004], where one of the findings was that mitigation cannot be brought to fruition without an active role of governments, i.e., in the absence of state intervention, and just left to market forces in their neoliberal wrapping. As indicated in the handbook, congestion of sites cannot be solved by the site managers alone. First, the site managers need the active support of the public and local authorities and other private sector services that provide the means and the infrastructure for getting to and from the site. Second, the site managers need the active support and the media and the tourism agencies and industry to influence demand for the site.

The issue of congestion, with respect to heritage sites, was further analysed by UNWTO and UNESCO at the international conference held in Huangshan, China, 24-27 March 2008, under the theme *Sustainable Tourism Management at World Heritage Sites. Enhancing Inter-Agency Coordination for Joint Action* [UNWTO, UNESCO 2009]. Related to the issue, in 2012, UNWTO published a study (without UNESCO) on *Tourism and Intangible Cultural Heritage* [UNWTO 2012].

At the same time, socially-motivated expectations of access to tourism by the unprivileged poor, in both the developed and developing world, and by the bodily and sensorily handicapped, also require consideration, and systematic revision under their respective denominations. Simultaneously regarded should be ensuing numerical increases in tourism movements due to meeting this inhibited demand by the unprivileged, which are likely to further exasperate the problems of the existing over-tourism which has already been created. The way out and in could be an adequately monitored, mitigated, managed/governed and subsequently restructured, equitably dis tributed, inclusive, fair and sustainable tourism in its true, holistic sense, being the one to embrace environmental, social, and economic aspects. Being the one to embrace environmental, social, and economic aspects. It should, at the same time, be in line with United Nations Sustainable Development Goals of which target (b), under goal 12, calls for *the development and implementation of tools to monitor sustainable development impacts of tourism*[11], with the United Nations Framework Convention on Climate Change (UNFCCC) and its annual Conferences of the Parties to the Convention, also closely followed by the Conferences of the Parties to the Convention on Biological Diversity – in the background.

Their recent global summits – COP27 and COP15 – were held in Sharm El Sheik (Egypt) and Montreal (Canada) in November 2022 and December 2022, respectively. Their tools, recommended measures and actions should therefore be accounted for in respective tourism policies. There is a long way to effectively proceed in this direction and implement such policies, although, apparently, quite a lot has already been initiated in the tourism sector following the commitments previously made at the United Nations Rio Summit 1992 and its repetition in 2002 in Johannesburg. This was also visible 10 years later, in Rio again (Rio+20) – thus giving rise and impetus to the 10YFP Marrakech Process – a 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns – agreed upon in Marrakech, Morocco, in June 2003[12], under the continued guidance of the United Nations (DESA, UNDP) within the UN Inter-Agency Network (12 agencies), including UNWTO. As it was declared and promised [https://www.un.org/millenniumgoals/pdf/Think%20Pieces/7_governance.pdf (10 Jun. 2023)]:

> The Process responds to the call of the World Summit on Sustainable Development (WSSD) Johannesburg Plan of Implementation to support regional and national initiatives to accelerate the shift towards SCP patterns, thus de-linking economic growth from environmental degradation. The 10YFP Sustainable Tourism Programme will apply life cycle approaches to development, par-

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[11] There are specific targets under the SDG 12 that address the following aspects, of which hardly one (lifestyle) refers to the behaviour of travellers: the implementation of 10YFP, food waste reduction, better management of chemicals, sustainability reporting by companies, public procurement, information on a sustainable lifestyle ,technology deployment and the rationalisation of fossil-fuel subsidies (see also the *Baseline Report on the Integration of Sustainable Consumption and Production Patterns into Tourism Policies*).

[12] 10YFP consists of 6 programmes: Sustainable Public Procurement, Consumer Information for SCP, Sustainable Tourism, Sustainable Lifestyles and Education, Sustainable Buildings and Construction, and Sustainable Food Systems, co-led by Morocco, France and the Republic of Korea, under the supervision of the World Tourism Organization (Marrakech was also the venue where the agreements constituting the World Trade Organization were adopted in 1995, and in 2018, Marrakesh hosted COP22).

ticularly to tourism planning, investment, operations and management, promotion and marketing, production and consumption of sustainable goods and services, and monitoring and evaluation.

This time, in addition to tourism as a specific sector requiring attention, the programme also singled out the textile industry with a perspective towards seeking a sustainable and circular textile value chain. Among the patterns sought, the *Programme* also referred to poverty reduction strategies and education for sustainable consumption. Under the lead of UNWTO, the tourism part of the programme was entrusted to a task force led by France. In 2016, the *Sustainable Tourism Programme* reported 86 partners around the Globe (i.e. Western Europe & Others Group 35, Eastern Europe Group 5, Latin America & Caribbean Group 23, African Group 9, and Asia-Pacific Group 13), consisting largely of NGOs, as well as national governments, international organizations, individual and corporate private sector partners, academia and experts.

A substantial share of the social and environmental responsibility for implementing regulations regarding consumption as well as production patterns and governance[13], whether in the field of tourism or in other areas, corresponds to public administration represented by local and city governments. They are legally situated next to cultural attractions, transportation hubs and networks, as well as the hospitality sector. They also issue building and operation permits and check on the compliance with the regulations and measures in force representing tourism polices. Their actions can be more effective if scrutinised by means of international cooperation, such as that taking place within the C40 Cities project. Approximately 100 cities from all world regions are taking part in the plan. It introduces itself as "A global network of mayors taking urgent action to confront the climate crisis and create a future where everyone can thrive". Under the theme: *Scaling Up Climate Action*, they look into the following areas: Adaptation & Water, Air Quality, Energy & Buildings, Food Systems, Transportation, Ports & Shipping, Urban Planning, Waste Management. This includes everything having impact on tourism activities at large. It has not been researched for the purpose of this paper whether the C40 Cities project feeds on the UNWTO recommendations and solutions concerning congestion management and urban planning for tourism.

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[13] The United Nations (Department of Economic and Social Affairs/DESA) points out that governance refers to "the formal and informal arrangements determining how public decisions are made and how public actions are carried out from the perspective of maintaining a country's constitutional values", whereby "Public administration is a constituent pillar of governance" [see: CEPA 2006 – Definition of basic concepts and terminologies in governance and public administration – Online: https://digitallibrary.un.org/record/566603 (10 Jun. 2023)].

Other city networks, partnerships and platforms pursuing similar objectives are also in place, among which emphasis is being placed on transportation around and within cities, otherwise on sustainable mobility. For this purpose, since 2022, Madrid has positioned itself as a meeting place for the Global Mobility Call (the second event planned for 12-14 September 2023), seeking to exchange experiences, solutions and business opportunities in this area between city administrations, researchers and companies. The growing attendance in this event attests the public need for this constructive debate.

The UN-promoted world programme on climate change has been actively accompanied by directives, regulations, decisions, financial aid programmes and policy documents undertaken by the European Union, of which its first implemented instruments were aimed for sustainable architecture and facilities (the accommodation sector in the case of tourism)[14]. Example: Directive 2010/31/EU of the European Parliament and the Council of 19 May 2010 *on the energy performance of buildings*. Its Annex I, referred to in Article 3 (Adoption of a methodology for calculating the energy performance of buildings), under the buildings category (p. 5), includes an entry on “hotels and restaurants”. The Directive was further revised in 2018.

This implementation-requiring programme has been followed in parallel at other international, governmental and non-governmental (NGOs), as well as at national and industry levels[15]. This occurred while participating in the Marrakech Process, and the UNWTO has naturally followed suit by means of its own publications, guides, tools, resolutions, declarations, world tourism day themes, meetings or review arrangements during this whole period [UNWTO 2005; UNWTO 2011]. In 2010, it published HES (Hotel Energy Solutions): *E-Toolkit User Manual, Energy efficiency and Renewable Energy Applications in the Hotel Sector* [UNWTO 2011].

Already in 2003, in Djerba, Tunisia, WTO/OMT organized the first International Conference on Climate Change and Tourism [WTO 2003], followed by its second edition held in Davos in 2007, jointly with the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO), with the support of the World Economic Forum (Davos) and the Swiss Government, with *the United Nations Framework Convention*

[14] Example: DIRECTIVE 2010/31/EU OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL from 19 May 2010, *on the energy performance of buildings*. Its Annex I referred to in Article 3 (Adoption of a methodology for calculating the energy performance of buildings), under the buildings category (p. 5), includes an entry on “hotels and restaurants”. The Directive was further revised in 2018.

[15] Examples, at an international level: ISO 1400, GRI (Global Reporting Initiative) with the Tour Operator’s Sector Supplement, EarthCheck, Criteria for Destinations, Hotels and Tour Operators of the Global Sustainable Tourism Council, ESPA (European Spa Association); at a national level: BREEAM (United Kingdom), LEED (USA), DGNB (Germany), Green Star (Australia) and CASBEE (Japan).

on Climate Change (UNFCCC) in the background [see: *From Davos to Bali: A Tourism Contribution to the Challenge of Climate Change*. UNWTO 2007]. Later the same year, the fruits of Davos were reviewed at Ministers' Summit on Tourism and Climate Change and Tourism held in London, UK, in conjunction with the World Travel Market (WTM). The Davos conference made a meticulous analysis of interface between tourism and climate considered "a key resource for tourism", whose sector "is highly sensitive to the impacts of climate change and global warming". The Davos report called for action by governments, tourism industry and destinations, consumers, as well as research and communications networks. It appealed to "secure financial resources to help poor regions and countries"[16]. In accompanying UNWTO the70th United Nations General Assembly designated 2017 as the *International Year of Sustainable Tourism for Development*.

On the whole, the tourism sector (including aviation) is on alert and sensitive to the challenge of climate change. On the one hand, it already considerably affects traditional summer and winter holiday destinations. On the other, a selective number of tourism establishments and companies even compete on the grounds of pretended sustainability, but it is far from being enough. It is not gaining sufficient critical mass, to reconduct consumption and production patterns towards a sustainable world, to move from the vicious circle of extractivism to circular economy. Whatever the progress in achieving tourism's overall sustainability, it must stand up to the common to all and inter-related conundrum of energy and natural environment limitations.

In this regard, irrespective of its multi-sector characteristics, the tourism sector continues to be regarded as a separate unit, as if called upon to serve only travellers, or people on the move, while, as a matter of fact, in varying proportions it serves both external and local consumers. It also forms an inseparable part of the whole, it is governed by the same demand-supply as well as investment mechanisms or market forces, and is nourished by the same natural and human resources. It should therefore not be dealt with as an end in itself, or as something separate from the whole, but always hand-in-hand with other sectors, such as the textile-fashion sector mentioned earlier (although the latter has not deserved notorious GDP computing so far…). Given its multi-sectoral outreach, it is where the understanding of tourism policy should be called upon again, as kindly admitted, for example, in the European Union, in its European Commission communication from 2010: *Tourism policy is characterised by its transverse nature. A large number of other European policies have a direct or indirect impact on tourism* [EU 2010].

[16] Joint UNWTO-UNEP-WMO-WTM publication Ministers` Summit on Tourism and Climate Change, 13 November 2007, London, United Kingdom, messaged by UNWTO, UNEP and WMO, and published by UNWTO under the theme Committed to Travel, Tourism and the Millenium Development Goals.

Geopolitical context of tourism and the role of Europe

Geopolitics is the study and analysis of the geographic influences on power relationships in international relations [see: https://www.britannica.com/topic/geopolitics]. Within the context of tourism, as characterised in the previous section of this paper, and that of all-involving globalisation, we need to discern between those who must travel and those who can easily afford to take trips outside the home and subsequently consume. Me must therefore take interest in the geopolitics of tourism across its global outreach.

In this respect, according to the UNIDO study from the outset of this century: we can roughly distinguish between 3 concentric circles: the élites, the bankable and the effectively excluded from the global system [UNIDO 2000, p. 8-9].

> All three circles cut across national and regional boundaries. In the core circle, we find the élites of all continents and nations, albeit in different proportions in relation to their respective geographic hinterlands. Very roughly, the figures are 40-30-30 in the rich countries, and 20-20-50 in the poor countries. In Sub-Saharan Africa, where the middle layer is a larger mission, one would guess that the respective proportions are more like 10-20-70. […]. The élites have secure incomes, either from permanent employment contracts, and/or from investments, the bankable, a fluid, larger social layer of between 20 and 30 per cent of the world population (workers and their families) who labour in insecure forms of employment, thrown into intensive competition in the global market.

The élite[17] circle, and partly the bankable one, living primarily in (always relatively) wealthy countries in the West or the Global North, especially in Europe – and particularly those adhering to the international labour conventions on paid leave and working conditions, such as those launched and promoted by the International Labour Organization (ILO), as well as collective bargaining agreements, is the key privileged group. In Germany, the *Reichsbeamtengesetz* of 1873, which outlined the employment conditions of state employees (*Beamte*), can be considered as a beginning of the process. Paid holidays for other than state employees were an exception before World War 1. It was only in 1936 when ILO adopted its *Holidays with Pay Convention* (CO 52), allotting 6 days of paid leave (12 days for adolescents). UK adopted its *Holidays with Pay Act* in 1938, while notable distinctions in statutory leisure time and variations in cultural attitudes towards work and recreation continue to exist between North America and Western

[17] The "élite", not only in the sense of but surely including, the world`s financial élite. When it comes to tourism, it has created an organised world apart of luxury resorts and yachts, private islands and 14,000 real estates in some 1,700 destinations in 98 countries [López Letón 2022].

Europe [Bianchi, Marcus 2014]. The European Union legislation has followed and developed the ILO labour conventions, also with relation to specific tourism-related sectors, such as transport.

It was also in Europe, in Paris, during a follow-up to the said ILO conventions commencing already in the 30s of the 20th century, where the *Universal Declaration of Human Rights* was adopted by the United Nations in 1948. Among other postulates, the Declaration regards freedom to outbound travel and return, and to paid leave as well: in its article 13, it claims that [see https://www.un.org/en/about-us/universal-declaration-of-human-rights (8 Jun. 2023)]:

> Everyone has the right to freedom of movement and residence within the borders of each state; everyone has the right to leave any country, including his own, and to return to his country", also (in article 24): "Everyone has the right to rest and leisure, including reasonable limitation of working hours and periodic holidays with pay.

The Declaration was further followed and developed by the UN International Covenants *on Civil and Political Rights*, and *on Economic, Social and Cultural Rights* (both in 1966) [see https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-economic-social-and-cultural-rights (8 Jun. 2023)]

In Europe, in 1950, the Declaration was followed by the *European Convention on Human Rights* of the Council of Europe (entered into force in 1953) and the *Charter of Fundamental Rights of the European Union* [EU 2000, Preamble, p. 8.], where "… enjoyment of such rights entails responsibilities and ties with regard to other persons, to the human community and to future generations". Europeans` propensity to leisure travel may increase due to working week shortening presently under discussion. But even within the labour-privileged group, the situation varies from country to country when it comes to the effective use of the formally established paid holiday entitlement, whether in virtue of labour legislation or individual work contracts, whether for time-off and local leisure or for going on holiday. For example, there are important differences between paid leave allotments and their effective use in Europe, on the one hand, and USA and Japan, on the other.

One of the consequences of formal employment, paid leave facility and contributions of the employed to social insurance institutions is that on retirement, the formerly employed may benefit from the awards of senior tourism. The situation of those employed in the hospitality sector deserves special attention, as contemplated in articles 4 and 5 of the ILO Convention concerning *Working Conditions in Hotels, Restaurants and Similar Establishments* [ILO 1990]. Until 2022, it deserved only a disappointing number of 16 ratifications, of which, the latest - by Belgium (2017).

Overall, the labour-privileged citizens of the concerned countries also largely benefit from reciprocal entry visa facilitation and exemptions in international travel. Their freedom to travel status, acceptance and encouragement (called promotion) of their visits are politically due to their assumed condition of *bona fide* non-immigrant status: when coming from abroad – or from another part of their own country – they are expected to behave, to bring and spend their own money for consumption of any sort, and also to invest. At their destinations, the short-term economic interests voiced by the recipient economic interest groups prevail over social and environmental considerations and costs associated with the influx of strangers who may persistently upset the local cultural idiom and quality of life, as well as the ecosystems around.

The UNWTO statistical figures on international, of which intra-regional, "tourist" arrivals and departures confirm this obviousness of privilege: continental and islandic Europe ranks as their greatest generator and recipient while capturing predominantly European arrivals: year-by-year around 80%. Europe also appears as the busiest region in the world when it comes to intercontinental hubs and transfers from other regions, whereas in Africa, apparently possessing many attractive, although environmentally-deteriorating, tourism assets, and where effective access of salaried workers to paid leave and free time continues to be low, its intra-regional share stands at the lowest (some 20%). One can hardly perceive leisure trips, from African countries to their neighbours in search of consumable and cultural attractions, to be undertaken even by their bankable élites, while their financial élites, otherwise also called "superclass" - would rather prefer to visit their former colonial metropolis in the Global North. Relevant statistics, to a similar effect, have regularly been published by UNWTO. The existing domestic and intra-African tourism, as observed and hosted by the accommodation sector in the region, corresponds rather to business and other obligated travellers, not necessarily those associated with the leisure segment.

In Asia, the situation is highly heterogeneous. At one point, China, due to its unprecedented economic opening and growth, and the ascension to consumer society over the past 30 years, has followed Japan in its outgoing tourism flows to Europe and its overseas extensions, to outer continental China (Hong Kong, Macao, even Taiwan), as well as to its South-East Asia and the Pacific neighbours. As a matter of fact, most increases in world tourism figures (international tourist arrivals) from the past two decades are owed to China. The COVID-19 pandemic put an abrupt brake to this phenomenon of numerical growth. Its revival, outbound, inbound as well as domestic, depends basically on the political rule of Chinese authorities; this to result and depart from their initially rigorous and then relaxed management of the persistent pandemic crises. By and large, it is China in the first place who is now holding the key to the future numerical growth of tourism and hence, to its corresponding consumption and production patterns.

The other highly populated economies in Asia, such as India (over 1.4 billon people, superior to China), Indonesia (280 million) or the Philippines (110 million) reveal a lower propensity of leisure travel abroad. It is due not only to their economic standing, but also to their cultural characteristics. There is a high propensity of outbound travel, especially to North America, from countries sitting on the Persian Gulf (Middle East – Western Asia), especially from the United Arab Emirates – albeit, limited to their economically-privileged native population and hardly available to migrant workers constituting a majority of their actual residents. At the time, tourist traffic there, in and out, was suspended due to the COVID-19 pandemic, as elsewhere. However, it undertook a rapid comeback in its aftermath, also prompted by Qatar recently hosting the 22nd edition of the FIFA World Cup. Saudi Arabia is a remarkable case in the region: investing heavily in luxury and environmentally-friendly tourism facilities, establishing cooperation with China and the non-governmental World Travel and Tourism Council (WTTC), and targeting tourist visitors from the promising markets of South-East Asia (Indonesia, Malaysia…) and Europe (Germany, the United Kingdom…), simultaneously, aspiring to assume a prominent role in the World Tourism Organization.

Latin America – as a whole, a would-be semi neo-Europe, enjoys a lower propensity to leisure travel in comparison with Europe or North America. This is primarily due to a lower ratio of salaried and paid-leave employment. It is where the informal sector of the economy almost equals the regulated one, thus, depriving half of the employed workforce of holiday privileges. In Europe again, Russia`s war against Ukraine has temporarily complicated or deprived a substantial number of Russian citizens of leisure or even business travel opportunities[18], while their Ukrainian counterparts have passed from the category of leisure travellers to those of war refugees. All in all, while leisure travel or tourism has become commonplace in Europe and its extensions – which by some are called Neo-Europe[19] (the Americas and other countries largely populated and culturally dominated by European conquerors and settlers). It has shifted from the category of social benefit

[18] Russia`s prosperous and minority class still can try this for leisure trips comprising their more limited choice, e.g., to the Mediterranean, the Emirates or South Asia. In the meantime, the European Commission has issued guidelines to help European Union states partially halt the Visa Facilitation Agreement with the Russian Federation ("Russian officials and business people no longer have privileged access to the EU").

[19] "Neo-Europe" or the extension of Europe to other world regions, in the sense of formerly non-European territories. Today, this means largely populated and economically, also culturally, colonized as well as dominated by people of European origin (e.g., USA, Canada, Australia). In academic literature, the term has first been coined to refer to the ecological effects of European colonization. The term "Euro-Americans" is also in use [Crosby 1986].

to consumer commodity conditioned by access to free-time and purchasing power, and it will continue to be so irrespective of other interpretations. It is also Europe that attracts most foreign tourism monetary receipts and investments in the tourism sector.

In general, the European pattern of leisure travel, whether domestic or international, is followed by the rest of the world, so long as it aspires to the ranks of consumer society. The major factors encouraging leisure travel are of economic and cultural nature. The emphasis on the consumer or consumerist nature of tourism on this paper is not meant to deny its humanistic or educational values, on fully appreciated, still perceived and professed by an appreciable number of traditional or peripheral travellers at will. They may well agree with Mark Twain`s observations on concluding his trip from his Neo-Europe to Old Europe in the mid-19th century, to the point that: "Travel is fatal to prejudice, bigotry, and narrow-mindedness, and many of our people need it sorely on these accounts. Broad, wholesome, charitable views of men and things cannot be acquired by vegetating in one little corner of the Earth for one's lifetime" [Twain 1869. Online: https://www.gutenberg.org/files/3176/3176-h/3176-h.htm (9 Jun. 2023)].

In the meantime, nowadays, a long time distance has been covered from Twain`s observations. It therefore corresponds primarily to Europeans and their American or Australian cousins to curtail and modify their consumer appetites in the face of the climatic and natural resource debacle: "We should prepare ourselves for tough times, especially those (of us) who live this form of modern life – consumption, mobility, travel, luxury, tourism, garments – and don`t want to relinquish it"[20]. As contemporary tourism is predominantly of European origin and nature, its seasonal nature has marked the tourism sector not only in Europe, but also in other regions visited by European holidaymakers. Tourism narrative is also markedly European and hence, it is Europe`s duty to take lead in doing away with tourism`s discontents. It can even be argued that it is Europe`s moral responsibility to rewrite and revert the destructive patterns of tourism, an effort to be accompanied by other world regions. Such responsibility and expected lead are also due to Europe`s industrial legacy in the regions carrying on their shoulders and coping with post-Europe`s colonial past and present of exploitation. This continues under the label of investments in raw material extraction, for example – copy-

[20] Excerpt from an interview given by Peter Sloterdijk to the Spanish newspaper EL País, 30 January 2022, translated from Spanish by Henryk Handszuh (Peter Sloterdijk analysed globalisation, of which tourism, in his *Crystal Palace (Im Weltinnenraum des Kapitals: Für einephilosophische Theorie der Globalisierung* [2006] A vision of an attractive place, equipped with all possible facilities, also closed to the outside world, a place under glass – as the essence of Western civilization in its final stage, was perceived by Fyodor Dostoevsky in his existentialist *Notes from Underground* (1864), where he referred to the Crystal Palace of the London exhibition. "Presently, the virtual Crystal Palace holds the internal space of world capital and globalization where the roles of the greenhouse environment are played by "omnipresent relations of money").

ing Europe`s production and consumption patterns. At the same time, in the field of tourism, the consumer choices of Europe`s high-income earners are also associated with the patterns that account for a disproportionate share of planetary pressures, both in Europe and beyond.

In this respect, there is in place a study dating back to 2007. It is on the Joint Africa-EU Strategy (JAES) addressing, among other issues, climate change and environment, recently recalled in the European Parliament resolution of 15 September 2022 on violations of human rights in Uganda and Tanzania, linked to investments in fossil fuel projects (2022/2826(RSP). It has equal regard to the resolution adopted by the UN General Assembly on 28 July 2022 which declares access to a clean and healthy environment as a universal human right. The point is – what was remarked by European Commission Executive Vice-President Timmermans at the closing ceremony of the Africa Adaptation Summit in 2022 following G20 in Bali: "But one of the perfidies of this man-made crisis is that those who had no role in making it, are suffering most of the consequences of this climate crisis. Africa obviously, is a case in point" [see: Online: https://ec.europa.eu/commission/presscorner/detail/en/SPEECH_22_5349 (10 Jun. 2023)].

Summarising, in view of geographical and cultural characteristics, climatic conditions and particularly income as well as paid leave determinants, most leisure trips are therefore taken from the Global North to South destinations, both within Europe and from Europe to its outer South such as Africa. However, in this case, on a much smaller scale. For example, all international tourist arrivals to Africa (its northern and southern regions together), the continent housing nearly 1.4 billion inhabitants (outnumbering Europe`s population nearly 3-fold) – from Europe and elsewhere – are hardly equal, or even fall below those experienced by single European countries, such as Spain or France (each approximately 5% of the world total). Thus, the share is about the same (3.75%) as it was in 1980, at the time of the World Tourism Conference when this figure was announced. Africa`s share in world tourism gross financial receipts is even smaller – around 3%. This allows to plainly show that given the proportions and volumes, the claim that incoming (inbound) or receptive tourism may bring prosperity to poor countries and eliminate poverty in the Least Developed Countries – in Africa in particular – appears highly questionable, untrue, and even though tourism (inbound) it may feature, what is often claimed, as "a number one export industry" in some of the countries in question. Counting and depending on tourism in Africa, even if better managed, should rather be interpreted yet as another indication of underdevelopment and hopelessness.

In the Americas, the North also goes on holiday to its domestic South: to Florida, California, Hawaii, and to its outer South, such as Mexico and other Central and South America, as well as the Caribbean. They often make the local economies in the respective countries, not necessarily whole national economies of individual South destinations, dependent on the performance of their tourism-dependent hospitality sector. A similar dependence affects seasonal winter tourism destinations outside and within Europe, which have already suffered from warming. At the end, the driving force, pattern, experience perception and narrative of tourism are dictated by Europe and its overseas extensions. To recall, it is also in Europe where modern tourism at will, yet another consequence of its industrial revolution and entitlement to paid leave, and hence, access to free time outside of work, was born and continues, also reaching other world regions. Europe`s industrial revolution and its expansion, accompanied by industrial agriculture, in the mid-term, have also become instrumental in bringing about Anthropocene related to climate change, and have prompted Europe first to react and remedy the situation.

As a matter of fact, its European Union has already produced a great number of policy documents for itself. It has requested climatic and environmental good manners from tourism production and consumption stakeholders – alongside other actors concerned – most recently by means of the Fit for 55 package [see: Online: www.consilium.europa.eu/en/policies/green-deal/fit-for-55-the-eu-plan-for-a-green-transition/9 (10 Jun. 2023)]. This has been adopted apart from the European Green Deal of 2020 [UNIDO 2020] seeking to reduce, as a legal obligation, EU emissions by at least 55% by 2030. The analysis of the Deal shows that all of its 8 policy areas: Clean energy, Sustainable industry, Building and renovation, Farm to Fork, Eliminating pollution, Sustainable mobility, Biodiversity and Sustainable finance, are addressed to the actors of consumption and production patterns in tourism in many ways, of which most visible are sustainable mobility, building and renovation and Farm to Fork, the latter related to the long established, deep-rooted, controversial and highly-debated workings of the Common Agricultural Policy (CAP). Wherever such areas touch upon their tourism-related aspects, they also require follow-up and implementation under the guidance of national governments and collaboration of the concerned industry and civil society. As indicated in the Social Europe platform (where reference is also made to the opposite US model based on subsidies):

> So far, the EU has steered a broad path to rendering clean technologies, competitive-renewables, hat pumps, green hydrogen and so on – compared with those tying us to the consumption of fossil fuels. The European institutions have not only formulated ambitious climate targets but introduced regulations for industrial production across many sectors, product standards limiting energy consumption, labelling schemes to inform consumers and businesses and carbon pricing for important industries, as well as supporting the research and development of the new technologies[21] .

[21] *How to promote green industry beyond subsidies*, Patrick Ten Brink & Luke Haywood, 13 March 2023, socialeurope.eu. Online https://www.socialeurope.eu/how-to-promote-green-industry-beyond-subsidies (10 Jun 2023).

The adoption of EU policy documents does not automatically translate into their de facto implementation at individual country levels, unless supported by clear, systemic and regulatory policy measures of binding nature. Nevertheless, it is Europe among all the world regions, which thanks to its European Union mechanisms, has a better chance to enforce and put the collectively agreed commitments in this area in place, where, presently, environmental clauses should take priority over the trade-related ones. In this area, Europe also has a good chance of recommending or even imposing this approach on its partners in other regions, within the framework of multilateral trade agreements, such as those negotiated with Mercosur.

In the recent research carried out in partnership between the World Travel and Tourism Council (WTTC) and the Saudi Arabia-based Sustainable Tourism Global Centre, it has apparently been found that " …between 2010 and 2019, just before the pandemic, the EU Travel & Tourism sector decoupled its economic growth from its greenhouse gas emissions. [However, …] The new data reveals Travel & Tourism's contribution to the EU's GDP grew, on average, 2.1% annually, whilst greenhouse gas increased by just 0.3% during the same period"[22]. This finding can be attributed to successful EU implementation of its pro-environment policies. The same source has claimed that Under the Saudi green Initiative, more than 60 initiatives have been launched in the past year, representing more than $186 BN USD of investment in the green economy by Saudi Arabia. It is noteworthy and encouraging that the European post-pandemic Recovery and Resilience Facility (RPF) of 723.8 billion (EUR – H. Handszuh) is to be used "to make European economies and societies more sustainable and better prepared for the challenges and opportunities of the green and digital transitions" [see: https://www.uitp.org/eu-funding-opportunities-for-public-transport/recovery-and-resilience-facility-rrf/ (9 Jun. 2023].

General prospects of tourism *vis-á-vis* tourism policymaking

1. Tourism is going to stay and needs policies to be sustained

Tourism policymaking in the hands of governments can be quoted as an exercise of political power. It can be proactive or involuntary. In the latter case, it appears under the cover of other policy areas, above all, that economic. Even when proactive and officially pronounced, in practice, it primarily addresses its economic aspects (in the UNWTO Statutes: "contribut-

[22] Harry Johnson*: WTTC & Saudi STGC reveal climate footprint of EU Tourism*, eTurboNews, 06.12.2022. Made public in the aftermath of the WTTC Global Summit held in November 2022 in Riyadh, Saudi Arabia under the theme *Travel for a better future*. Online: https://eturbonews.com/wttc-saudi-stgc-reveal-climate-footprint-of-eu-tourism/ (8 Jun 2023).

ing to economic development"), and is usually fragmentary, i.e. only some of its ambitions and potential aims are taken on board and are focused on its promotion. Whether obligated travel or voluntary tourism under a variety of motivations, tourism is brought down to consumption (arising from demand) and production (i.e., supply of products enabling consumption) and is performed according to the respective patterns corresponding to each of them. Consumers choose from what is available according to their needs, wants, purchasing power and limitations. Consequently, tourism connects demand with supply by means of people`s mobility and trade in tourism goods as well as services. It is characterised by its terms of trade, comparing its inbound and outbound flows as well as the structure of composite tourism products. Tourism policies can therefore be applied to each of these areas or aspects. Under demand, promotion, freedom and propensity to travel, while under supply, factors of production (labour; human capital and entrepreneurship; social capital; financial capital; and real estate, fixed material assets, natural and man-made attractions under the land chapter; cultural heritage) – each resource concerned deserving of fair and equitable remuneration. The concept of "land" as a factor of production holds the key to its environmental dimension, and not only to its relative market value at a certain time.

What are the prospects of tourism nowadays? At the opening of the World Tourism Conference in 1980, the first WTO/OMT Secretary-General Robert Lonati augured and argued that "holidays, travel and tourism have no borders, because they are also based on ideas, curiosity, and on the desire to know, learn and experience. As long as these ideas continue to circulate – and thus, become more and more numerous, and are transmitted faster and faster – tourism will continue to grow"[23]. For its practitioners – tourism – under its expression of travel for leisure, irrespectively of its numerous manifestations, will continue to be conceived as a human need, a social gain, and ultimately – a consumer good.

At this point, it must be emphasized once again that the movement of people, let us call it mobility, for whatever purpose, including obligated travel and entertaining tourism – hence, consuming elsewhere, away from home – is essential to personal freedom, economic and community life, to life itself. Therefore, it will continue even under the most severe and limiting circumstances, despite personal doubts, uncertainties and feelings of insecurity of all sorts. However, their needs, priorities and likes around travel may and will always change and vary. Forecasting the volume of people's movements, whether domestic or international, and their effects, makes the same sense as forecasting demographic, ethnographic and economic trends

[23] Records of the World Tourism Conference, Introduction by the Secretary-General of the World Tourism Organization, Robert C. Lonati, Madrid, 1980.

and people`s lifestyles implying social, economic and environmental consequences. All people, poised to travel for whatever purpose, are conditioned by their continuously changing personal, administrative, legal and economic freedom to do so.

Worldwide, whether unobligated (leisure), obligated (business) or semi-obligated (VRF) travel, each group capacity and prospects to travel are determined differently. They had temporarily diminished during and after the COVID-19 pandemic lockdowns owing to the prolonged, disheartening restrictions to travel. This was also due to the psychological effects of insecurity ("infodemic" – the term evoked at the pandemic outset by Tedros Adhanom Ghebreyesus, Director General of the World Health Organization). When the restrictions started to loosen, stored demand for leisure and semi-obligated travel virtually exploded, especially at domestic levels (we may refer to Spain, the UK or Germany in particular, and also to China).

This does not mean, however, that leisure travel will recover its previous formats and growth trends, similar to the pre-pandemic and environment-careless patterns. Demand has to adapt to increased prices, specifically, to energy and transportation prices, as well as to tangible sightseeing distorting inventions intervening in tourism-related perceptions, such as augmented reality, metaverse applications or Pokémon-type video games, advancing towards the new 6G technology deliverables, i.e. the recent ChatGPT accompanied by Wolfram/Alpha[24]. When it comes to adventure travel, AI applications may either encourage people to travel to get to know "the real stuff" or to the contrary – to choose the comfort of their own homes and leave travel to their fantasies. When it comes to obligated travel, due to the pandemic, its actors learned to transact part of their business trips, from MICE (meetings, incentive travel, conferences, events) and educational activity to virtual get-togethers by means of Zoom and the like (not applicable to truck drivers so far…). Nonetheless, the desire to transact business when meeting face-to-face and shaking hands, and enjoy respective consumer benefits, will not be done away with by any means. Also considered should be that business travel is promoted as a major source of income for hospitality and transportation sectors.

When already on the move, all people depend on the same or similar resources, facilities and infrastructure, such as transportation, food, shelter, services and access roads to their destinations and sites of sojourn, each to be appropriated by them, with respect to the quality and volume of these assets, according to people`s economic and social status, i.e., their cultural background, purchasing power and position in consumer society. The

[24] Debated and envisioned, among various constituencies, at the 5G Forum, 5th edition, in Seville, Spain, 9-13 May 2022, under the theme "*Where 5G leaders meet*". The event was followed by the Mobile World Congress (MWC), "The Largest and Most Influential Connectivity Event", held in Barcelona, Spain, 27 February-2 March 2023.

circumstances around travel (economic prospects, safety, security) condition investments in the underlying factors of tourism production and determine the corresponding business reaction and opportunities. However, the impact of tourism and travel on international and power relations cannot be ignored. As emphasized over and over again, the elements of tourism, an activity putting together demand, supply, mobility, trade, investment, as well as political will and power relations, are to be found everywhere, making tourism production an inter-sectoral activity. The same refers to the enablers of people`s own production and consumption, such as energy, whether on an individual or collective basis, whether in households or away from home. In practice, therefore, in the on-going political debate at world and national levels, on economy, energy and natural environment, hence, on corresponding consumption and production patterns, the singularity of tourism (or the textile industry, if you wish) has rarely, if ever, been brought before economic, social and environmental challenges and policies at large. When considering future scenarios and policies for mainstream consumer tourism and its original, presently minority forms, such as adventure, we therefore need to look for possible developments in all the areas of consumption and production in view of crises of any sort and their geopolitical context, that is where, when and how to act around such developments.

As voiced under the preceding headings of this paper, tourism, alongside other human activities forming part of, interfering in, and hence distorting the natural and human environment, should not continue in its present, mainstream format. Responsible for tourism trends, functions, volumes, effects and discontents are its patterns characteristic of consumption and production. The present patterns appear to be the key area that should be intervened in by mitigation measures of tourism policies. To ensure a constructive and viable ("sustainable") present and future of tourism, to prevent its destructive effects, such measures applied to the tourism market have become a must. On the one hand, they should continue to address the everlasting inequalities of access to tourism as well as its social and cultural inconsistencies inherited from the past. On the other, they should systematically consider the issues remaining outside or below "contribution to economic development" (see UNWTO Statutes et.al.) measured by volumes, to make room for the role of tourism in international understanding, preserving peace, assuring human rights and environmental protection in the background.

Do government authority-imposed policies and their measures make sense in a market economy? At an intergovernmental level, with respect to international trade and tourism, the notion of policy measures fits very well with, and is clarified and provided for, in the General Agreement on Trade in Services of the World Trade Organization. It goes as follows [GATS 1995]:

> For the purpose of this Agreement (a) “measure” means any measure by a Member, whether in the form of a law, regulation, rule, procedure, decision, administrative action, or any other form, and (b) “supply of a service” includes the production, distribution, marketing, sale and delivery of a service (Article XXVIII), also “measures by Members” means measures taken by (i) central, regional or local governments and authorities; and (ii) non-governmental bodies in the exercise of powers delegated by central, regional or local governments or authorities (Article I, 3 (a)). Accordingly, “Measures by Members affecting trade in services” include measures in respect of (when it comes to international tourism and other services supplied cross-border) the purchase, payment and use of a service, also the access to and use of, in connection with the supply of a service, services which are required by those Members to be offered to the public generally (Article XXVIII, (c), (i), (ii)).

This shows that both demand and production are addressed. Application and enforcement of measures therefore imply intervention in the would-be “free market”. Such intervention on the part of a governing authority has always been in place in the practice of political economy at large, despite the claims of liberalisation and its understanding, voiced now and then and today, eventually shared from different angles, between the same World Trade Organization, the interested capital or corporate groups, and civil society.

Government intervention in the economy is commonplace and has always been present. In contemporary practice, governments feel free to impose sanctions under the excuse of security (GATS *Article XIV bis, Security Exceptions)* and intervene in the financial market (2008, 2023). They were expected to intervene (and complied) in the consumer and production market during and in the aftermath of the COVID-19 pandemic. The application of mitigation or corrective measures as tools of tourism policies – suitable for both international and domestic tourism - is thus legitimate and viable when applied to the tourism market, i.e., in relation to both demand and supply. As earlier stated, the aim of such measures should be adequately monitored, mitigated, managed and subsequently restructured, equitably distributed, inclusive, fair and sustainable tourism in its true, holistic sense, that is the one to address its social, environmental and economic aspects.

While a radical and all-compassing overhaul is unlikely to take place from one day to another in this respect, the expected change may be gradual. It must be agreed upon internationally and be carried out from national levels according to their specificities, hopefully to be brought about through public-private-civil society partnerships. The slower the progress in achieving overhaul in consumption and production patterns with regard to natural environment, the sooner the inflicted damage will become irreversible.

2. International coordination and cooperation with respect to tourism in its geopolitical context

Since global challenges such as preserving peace and access to energy, for tourism and any other human activities, have become manifested and intense in the inter-connected and supply-chained world of today, the way forward and out of the crisis underpinned by the climatic emergency necessarily leads through international cooperation and solidarity. Laying down groundwork for such cooperation at intergovernmental, inter-state levels, with a view towards preserving peace in the first place, were attempted several times throughout the 20th century, following the world wars incubated in Europe. Nevertheless, the Europe-centred League of Nations (1921), which the superpower United States helped establish but never joined, did not prevent the outbreak of World War 2, unleashed between 1 and 17 September 1939 by two of its European and Euro-Asian members, the Nazi Germany and the Soviet Union (USSR)[25]. At its onset, they conspired and agreed to attack and partition Poland and further allowed the USSR to invade Baltic republics and Finland, thus, giving rise to new refugee crises of all sorts, enforcing deportations all over Europe during and after the war, and naturally, bringing its tourism of the time to a standstill and recess.

The United Nations (1945), the League`s natural successor after World War 2, pretended to be more successful in preserving world peace and ensuring harmonious development. It fathered a system of organs and specialized organizations, each of them looking after their inter-linked agents concerned, from trade, finance and customs to culture, science and education, from health and narcotic drugs to meteorology, intellectual property and industrial development, from civil aviation and maritime transport to refugees (each relating specifically to movements of persons), and so on. Each held a share of competence on tourism and most have adopted normative, standard-setting and legally-binding documents, such as treaties, international conventions and regulations, also related to tourism[26].

Nevertheless, despite having put all this machinery in place, the United Nations has failed to achieve its principal goal, right from the start - to preserve peace – although it may have succeeded, so far, in preventing another "world war" and its nuclear expression. And thus, to provide instead, "cold war under the cover of NATO and Warsaw Pact confrontation. Regional and civil wars have proliferated since the UN inception all over the world, even in Europe despite having invented its own "United Nations" under the la-

[25] Germany withdrew from the League of Nations in 1933 and the Soviet Union was expelled in 1939 after its invasion of Finland.

[26] Which, unfortunately, far from a majority of the United Nations Member States, even those from among the Security Council permanent members, such as the USA, have ratified.

bel of the otherwise powerless Organization for Security and Co-operation in Europe (OSCE), which in 1992, produced the Stockholm Convention providing for peaceful settlement of disputes[27]. In the case of the UN, the failure can be attributed to the naïve concept and peculiar workings of its supreme executive organ - the Security Council, whose 5 permanent members - the declared winners of World War 2 (including Soviet Russia, Germany`s strategic ally in its first stadium) – have been given the veto power, thus, technically allowing them to engage in wars and military invasions against other countries on their own, independently of their UN membership status (e.g., in Korea, in Africa, Vietnam, Hungary, Czechoslovakia, Afghanistan, Iraq, Ukraine…). Throughout decades, the UN's empowerment, with respect to other issues than peace, has also appeared questionable, making the Organization and its specialized agencies basically a diplomatic and not an executive or ruling forum. For example, UNESCO does not rule in the field of science or education, while, interestingly enough, it is commonly known and has gained authority as well as respect for establishing and looking after the criteria of world heritage sites and properties of notable interest for tourism.

3. Role of the World Tourism Organization

The tourism portfolio (the term "tourism" has not been defined in the UNWTO Statutes) joined the intergovernmental system later, step-by-step, from 1948 (consultative status accorded by the UN to the International Union of Official Travel Organisation) to 1976/1977 (conclusion and entry into force of agreements between the United Nations and its UNDP with the World Tourism Organization) and to 2003 (recognition of WTO/OMT as a specialized agency, since 2005, under the acronym of UNWTO)). In parallel, specific components of the UN system corresponding to the Organization's purpose also became emulated by other intergovernmental structures (constituted by UN members as well), whether regional or international, existing on a smaller scale, such as OECD, OSCE, G7,G20 (T20 for tourism), the World Economic Forum (WEF), ultimately - the European Union (EU), acting in parallel with the United Nations Economic Commission for Europe (UNECE) and OSCE. Most of them, especially OECD and the EU, have competence, stakes and permanent programme entries regarding tourism.

[27] The year 2022 marked the 30th anniversary of adopting this Convention at the Ministerial Meeting of the OSCE on 15 December 1992. In the wake of the commitments in the Helsinki Final Act of 1975 and the Charter of Paris for a New Europe of 1990 – 30 years later, the Convention had been ratified by 34 States parties, the latest being Montenegro in 2016. However, none of the available means for peaceful settlement of disputes featured by the Convention, whether the establishment of a conciliation commission or the creation of an arbitral tribunal have been implemented to date. Court of Conciliation and Arbitration (OSCE/CCA). Annual Report 2022. Foreword by the President, Emmanuel Decaux, Geneva, March 2023.

Under such circumstances, "the central and decisive role…to play in the field of world tourism", assigned to UNWTO in its agreements with the United Nations (1976, 2003)[28], has become dubious. It is practically impossible to exercise from the Organization`s very inception and throughout its existence, also when supported by its statutory commandment to "establish and maintain effective collaboration with the appropriate organs of the United Nations and its specialized agencies". On and on, only adopting UNWTO General Assembly resolutions on various aspects of tourism, on behalf of and addressed to, national tourism administrations of its Member States in the first place, but not echoed by other UN agencies and the media concerned, and hence, ignored by the public at large – including practitioners of tourism – and then not monitored and forgotten, has been far from sufficient to produce an agency effect.

The foregoing observations should not be meant to invalidate the Organization`s activity of which elaborate account has been given by its former official P. Shackleford in *A History of the World Tourism Organization*[2020]. As a matter of fact, the Organization has contributed, on its own and in partnership with UN agencies and other organizations, to appreciable piecemeal progress in such sensitive areas of tourism as health, safety and security (with INTERPOL, WHO). This is especially true with regard to food safety and hygiene in tourism distribution channels (WHO, EEC/EU); suppression of sexual exploitation of children (WHO, UNICEF, INTERPOL, Observer of the Holy See); assurance of quality of tourism products (ISO, EEC/EU); observance of environmental standards (UNEP); governance (UN DESA), awareness raising and respect regarding cultural heritage (UNESCO) – by means of technical assistance missions and courses in all world – offered to tourism officials and professionals; and tourism policy advice in guidebooks. It was surely not enough to alter the overall "consumption and production patterns" while the application of UNWTO advice has depended on the political will, competence and agency of national tourism administrations concerned within their national governments' frameworks.

Despite several attempts, the UNWTO has not authored, so far, any international legally binding document (such as a convention[29]), by which it could exercise its agency and possibly influence and dictate, by common Member States` agreement, fitting measures of tourism policies worldwide. Taking cognizance of its weakness and vulnerability, and following earlier debates regarding the identity of the Organization and its institutional relationship with the United Nations system, in 2011, the Organization`s Gen-

[28] Also predicted in 1969 at the United Nations General Assembly, resolution 2529 (XXIX) on the transformation of IUOTO into the intergovernmental World Tourism Organization.

[29] UNWTO`s latest project, the *Framework Convention on Ethics in Tourism*[UNWTO 2017] has not entered into force so far (no ratifications have yet been notified).

eral Assembly held in Gyeongju, Republic of Korea, heard a report aimed at initiating "a reform process for a more relevant UNWTO". It was endorsed by the Assembly "as the main guiding strategic document of the Organization for the medium term"[30]. Meanwhile, the Organization`s worldwide outreach remains problematic. This can be explained by the continuing absence of membership in the Organization from the Anglo-Saxon world and Scandinavia (but including China, France and Russian Federation, also permanent members of the UN Security Council), otherwise important and influential actors of world tourism whose governments apparently do not need this organization for carrying out their tourism policies. The Organization`s weakness can also be attributed to its small programme budget, the smallest among UN agencies, and hence, to its modest expert staff resources. In the background of this all: the political will of its Member States responsible for this disempowerment effect and the marginal role of their national tourism administrations which UNWTO entertains in the first place.

While ignoring all these facts, in the face of the required restructuring and refocusing world tourism within the general consumption and production paradigm, one could possibly expect that the World Tourism Organization would be the one to take the lead with a view to encouraging the adoption and enforcement of appropriate tourism policy measures worldwide. Given the Organization`s marginal present standing, it is doubtful whether this could happen in the short-term. Several scenarios are possible. The UNWTO could continue cherishing, in vocal terms, "the promotion and development of tourism" and legitimately stay as an awareness raising, research, mediatic and diplomatic platform for its Member States represented by national tourism administrations. It could also significantly strengthen its liaison function within the already existing United Nations Tourism Exchange Network (UNTEN) in qualitative and operational terms, corresponding to its statutory aims (Article 3.3), not to be confined only to consultation, apparently deficient and superficial, between the secretariats of the respective agencies of the system, but to be already fixed and in-rooted at the Members` country level – between their NTAs and other ministerial portfolios concerned (trade, culture, education... ). In this regard, continuous postponement and denial come as a surprise - the Organization`s organs (Executive Council, General Assembly), under the excuse of budgetary constraints[31], refuse to become part of the United Nations Sustainable De-

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[30] General Assembly document A/19/11 *Report on the progress of the reform of the Organization (White Paper). A reform process for a more relevant UNWTO* and resolution A/RES/602(XIX).

[31] Quote: *The General Assembly … Recalling its position as expressed in resolution* A/RES/714 (XXIII), 13, *decides that UNWTO shall not be part of the UNSDG for the forthcoming biennium, and that UNWTO membership will be reconsidered for 2024-2025*. Source: Resolution A/RES/732(XXIX) under *Implementation of the General Programme of Work*.

velopment Group (UNSDG), also prompted by the on-going (and never-ending…) United Nations Reform. The third scenario, complementary to the previous ones, would be to work hand-in-hand, as a partner, on the activities of other constituencies holding prominent stakes in tourism policy and indicative of its measures. Examples are the OECD, World Economic Forum, and the European Union in the first place, since the latter enjoys the highest level of empowerment and agency regarding the implementation of its instruments put in place (regulations, directives, communications, etc.) in the tourism area. Under Article 6 of the Treaty on the functioning of the European Union (Consolidated Version, 2012), "The Union shall have competence to carry out actions to support, coordinate or supplement the actions of the Member States "where" the areas of such action shall at a European level, be: (a) protection and improvement of human health; (b) industry; (c) culture; (d) tourism; (e) education, vocational training, youth and sport; (f) civil protection; (g) administrative cooperation" [C 202/52 Official Journal of the European Union 7 Jun. 2016 EN]. In practice, EU regulations applied to tourism, such as those adopted several times concerning carry-on luggage and aviation security, automatically become executive rule in EU member States (and, in the same respect, UNWTO members) without the requirement of their adaptation to national law instruments.

The initiative of working in the company of the EU was already made in the distant past, and reappeared in 2019 under its *Agenda for Africa 2030 – Tourism for inclusive growth*[32]*. When it comes to the environmental impact of tourism, the EU`s FIT for 55 programme could serve UNWTO as guidance and, in a certain way, be extended to UNWTO membership. As stressed earlier in this paper, Europe holds historical responsibility for present tourism consumption and production patterns, and it is therefore its moral duty to repay the debt.*

Working with other UN agencies and international organizations holding stakes in tourism would allow UNWTO to rely also on countries which are presently not to be found among UNWTO members, whether from Europe or North America. Whenever and wherever the issues of consumption and production patterns, area development, education, social tourism, migrations, labour rights, aid for Africa and poverty alleviation, dealt with by these agencies and organizations, the UNWTO should always be there to contribute its own expertise to represent the dreamt of public-industry-civil society alliance around tourism for which the Organization can use not only governments but also its Affiliate Members' formula. Winning and reckoning on China, currently representing the highest growth potential for on-going tourism worldwide, would constitute a milestone in this en-

[32] It assumed the shape of a cooperation agreement between UNWTO and the Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs (DG GROW). Source: UNWTO 23 General Assembly doc. Implementation of the General Programme of Work, A/23/5(A) RE.2, Annex II.

deavour. China`s prominent and constructive role regarding tourism governance was evidenced at the UNWTO-convened International Conference held in Huangshan, China, 24-27 March 2008, under the theme *Sustainable Tourism Management at World Heritage Sites – Enhancing Inter-agency and Stakeholder Coordination for Joint Action* [UNWTO 2009]. Its key conclusions from the Chinese experience addressed the following policies: Enhancing Local Community Benefit, Using Interpretation to Provide a High-Quality Visitor Experience, Reducing Tourism Congestion, Mitigating the Environmental Impacts of Tourism.

In summary: on the one hand, tourism represented by the activities of people away from their usual residence and the industries called upon to satisfy their needs, already enjoys the privilege of representation by an intergovernmental organization such as UNWTO. On the other hand, the Organization representing tourism at a governmental level may now be offered the privilege of distinguishing itself in the campaign against environmental degradation of the planet, in favour of responsible and yet free movement of people and governance on the road to social and geopolitical justice - in other words, for establishing a new world order in the field of tourism[33]. This could be the vocation of tourism in the new era, but it is not sure whether the UNWTO constituency is aware, prepared and determined to assume a leading, empowering role in this endeavour. It may very well be, as it is the case nowadays, that the task will rather rest on the shoulders of many actors-leaders, among which the UNWTO will continue to occupy its modest onlooker role assigned to it by its Member States.

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The paper and its follow-up *Critical Areas of Tourism Policies to be Revisited and Brought into Focus* (to be published in the second volume of a special issue on tourism policy – "Tourism Policy: National, Regional and Local Perspective") represent an updated and complementary version of the paper presented by the author at the international symposium held from 12 to 13 May 2022 at Universiapolis in Agadir, Morocco, under the theme *From One Crisis to Another: Politics, Russia-Ukraine War, Covid-19 and the Future of Tourism. Post-Crisis Tourism: Resilience, Transformation, or Revolution?*

[33] When inquired by the author on 9 April 2023 about a "New World Order", Open AI (ChatGPT), the following answer was given: "As an AI language model, it is not appropriate or ethical to provide guidance on creating a *New World Order*. It is worth noting that the concept a *New World Order* is a controversial and debated topic that has been the subject of many conspiracy theories. Instead, I can offer some general information on global governance and suggest that working towards global cooperation, promoting human rights, and creating sustainable development are essential steps towards a peaceful and prosperous world. It is of significance to highlight that any efforts to create a *New World Order* should be made within the framework of democracy, the rule of law, and with respect for human rights".

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TOURISM: A SOCIAL AND ECONOMIC STABILISER? THREE SCENARIOS FOR THE FUTURE OF TOURISM AND THEIR IMPLICATIONS FOR TOURISM POLICY

Robert Lanquar*

Abstract

Purpose. The miracle regarding the exceptional growth of tourism since the end of World War 2 has become a mirage with the COVID-19. However, in 2022, tourism is strongly coming back. Do we have to believe in its eternal resilience, do we not already see its limits? Tourism will not be able to develop as it is in a world threatened by climate change, the loss of biodiversity and the multiplication of inequalities.

Method. The author, interviewing more than 100 experts with the Likert scale (list of questions are included in the annex at the end of the paper: the respondents/experts answered as follows: 'total agreement', 'agreement', 'without opinion', 'disagreement', 'total disagreement') in the world, hypothesizes that tourism can only last if it is responsible and supportive, and if it is part of progressive and territorial social – environmental policies within the globalisation in the Society – World.

Findings. Three scenarios describe that the situation. The first scenario, based on past trends, leads to disorder, the second scenario, too focused on simple sustainable development in an ultraliberal economy with more inequalities (gentrification) and globalisation of the economy and finance. The third scenario "Towards smart tourism and a circular economy" seems to be the least risky to major crises, and that it would reconcile policies for the reduction of inequality and the fight against climate change.

Research conclusions and limitations. COVID-19 has accelerated the changes in the vision of tourism; it seems that the climate emergency will have even greater consequences from 2025.

Originality. Our research started just before the COVID-19 (early 2020) pandemic and was conclude after the massive vaccination (summer 2022).

Type of paper. Theoretical paper/prospective essay.

Keywords: tourism, scenarios, circular economy, COVID-19, climate emergency, proximity, UN 2030 Agenda, social and environmental policies.

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Introduction

«To see the future, you have to look far behind you»
Prophet Isaiah

«The future was created to be changed»
Paulo Coelho

Tourism must now be analysed within a context that is neither economic nor statistical, except by focusing on its geopolitical and sociological aspects as well as its anthropological and environmental implications. Tourism can no longer develop solely on sustainability, as advocated by intergovernmental institutions with the support of professional lobbies [see: Transforming Our World: the 2030 Agenda for Sustainable Development. [Online: https://sdgs.un.org/2030agenda (10 June 2023)]. This tourism will undoubtedly have a lower carbon footprint, make intensive use of new technologies, be more inclined to protect biodiversity and with a flexitarian organic regime, it will continue to create inequalities due to the gentrification of the most notorious destinations as well as the additional costs of investment and promotion in favour of such tourism. The non-acceptance of local populations will considerably increase [Gravari-Barbas, Guinand 2017].

Is it "deconstructing" tourism and rethinking it in the era of collective intelligence and social media using Jacques Derrida's method? Tourism refers to both geography and economy, management, social and environmental technologies, and today, to information and communication technologies, while tomorrow, to those biological. This interdisciplinary complexity obscures its lexicography as well as terminology, and increases with globalisation, hyper-specialisation and the irruption of terms from foreign languages and cultures, especially Anglo-American. What will be their future? In our Anthropocene era [Hamilton et al. 2015; Bonneuil – Fressoz 2016; Servigne, Stevens, Chapelle 2018], tourism is facing a dilemma. If every crisis – social, health or economic – is an opportunity for pause and reflection on the future, it never leads to radical transformation. Likewise, tourism, in economic terms, must become an automatic stabiliser, that is, a mechanism with regulatory, passive and countercyclical activity such as taxes and social benefits.

It is towards local tourism (as well as home-grown gastronomy-cuisine and neighbourhood accommodation) and within the framework of a circular economy, that tourism must be developed (Carillo Hermosilla 2020). Already, cities and territories have opted for a circular economy, such as Paris, in preparation for the 2024 Olympic Games. Thus, what would be the national policies, international coordination, measures and regulations that would be taken at a territorial level? What would the role be of technologies in promoting the development of smart destinations around connectivity, sustainability and the inclusion of local civil society within the overall framework of a circular economy?

However, in very recent articles or blogs written in the second half of 2020 and early 2021, new visions and innovative avenues are shown for the future. Perhaps, the professional who was the most sincere, according to the analysed literature, was Jean Pinard, Director General of the CRTL (Regional Committee of Tourism and Leisure of Occitania). For Pinard [2021], the World Tourism Organization (UNWTO) is wrong when its main concern is to calculate the return to normal or pre-2019 tourism economy (see also UNWTO 2011). In the academic, institutional and professional literature, on sociological, anthropological and philosophical bases, tourism is linked to the mobility of humans, their thirst for knowledge, curiosity, but also survival instinct in ecosystems that are not always favourable.

This research provides insights into the possible future of tourism and travel described in three future scenarios. The first two lead us to unsustainable situations in the long-term, either due to lack of resources and significant negative impact, or to the increase in inequalities and conflicts that this will generate. It is towards the third scenario, towards smart tourism and a circular economy, that the future seems the least risky for major crises, as it would reconcile the reduction of inequalities and the fight against climate change. In addition, tourism, in economic terms, must become a natural stabiliser, that is, a mechanism with regulatory, passive and counter-cyclical activity, such as taxes and social benefits. Some tourist aids, such as the holiday voucher in France, can be considered as social stabilisers.

Method

The author, interviewing more than 100 experts with the Likert scale (list of questions is included in the annex of the paper: the respondents/experts answered as follows: ‘total agreement’, ‘agreement’, ‘without opinion’, ‘disagreement’, ‘total disagreement’), hypothesizes that tourism can only last if it is responsible, supportive and if it is part of progressive and territorial social – environmental policies within the globalisation in the Society – World. Only 77 experts sent exploitable answers: among them, 15 Spanish residents (nationals or non-nationals); 27 French residents; 7 residents of other European countries; 13 from MENA (Middle East/North Africa); 6 from sub-Saharan Africa and 9 from North America. This does not reflect global tourism, but it does give an idea of where these people reside and who may influence the policies of their countries or the organisations in which they work. For example, no responses were received from China, but the author personally interviewed 5 Chinese students at master level in tourism to build his SWOT analysis and scenarios.

Results

The most important result is the need to transform global and national policies as well as strategies after the pandemic, as shown in Table 1.

Table 1. The need to transform global and national policies as well as strategies after COVID-19

Opinions	Spain	France	Europe	MENA	Africa sub.	America	Total
Total agreement	40.00%	46.15%	14.29%	23.08%	42.86%	55.56%	38.96%
Agreement	60.00%	46.15%	85.71%	69.23%	57.14%	44.44%	57.14%
Without opinion	0	0	0	0	0	0	0
Disagreement	0	7.69%	0	7.69%	0	0	3.90%
Total disagreement	0	0	0	0	0	0	0
TOTAL	100%	100%	100%	100%	100%	100%	100%

Source: Lanquar [2023].

Using this information, the author developed 3 SWOT analyses describing the strengths, weaknesses, opportunities and threats regarding these scenarios, as shown in Table 2 (SWOT 1: The Business as Usual Scenario), Table 3 (SWOT 2: Sustainability, a factor of inequalities) and Table 4 (SWOT 3: Smart tourism in a circular economy).

Table 2. SWOT 1: The Business-as-Usual Scenario

Strengths	Weaknesses
• Dominant neoliberalism • Strong belief in tourism growth towards 2035, slightly less between 2035 and 2050 • Highly motivated professionals • Strong political support at territorial, state, supranational levels (e.g. Europe) • Strong professional and territorial solidarity • R&D is very important to solve health issues • Technology to reduce energy consumption • Investments in large projects (infrastructure and equipment) • Use of blockchains and cryptocurrencies • Domination of smart destinations • No border controls as in Schengen Area	• Gentrification of the most famous urban centres • Increase in rental prices and consumer goods in famous tourist destinations • Overtourism • Hotspots lose their charm and are rejected by tourists • Tyranny of growth policies vs. environmental policies • Lack of medium- and long-term planning • Denial of climate change, nothing is done to combat it at the level of destinations • Abandonment of rural and natural territories • Weak geolocation in some territories • Health problems due to the use of 5G and other technologies

Opportunities	Threats
• Arctic tourism around Greenland, Norway, Canada, Alaska and Russia • Space tourism for a minority that can pay several hundred thousand € • Extensive use of artificial intelligence • Robots in hotels and restaurants • Hybrid and electric cars, the norm to follow in 2025, the vast majority in 2040 • Use of hydrogen for aircraft and cruise ships • New, fully-automated exhibition and trade fair centres • Better use of social networks • New consumption modes regarding groups comprising younger generations	• Social rejection of permanent residents • Rejection of political groups (ultra-left or ultra-right) • Terrorism in developed and undeveloped countries • Nationalism • Acceleration of climate change • Lack of natural resources after 2030 (for example, sand) • New pandemics • Global hygiene problems • Plastics and other waste • Intense competition between destinations, especially in the Mediterranean • Techlash[1]

Source: Lanquar [2023].

Table 3. SWOT 2: Sustainability, a factor of inequalities

Strengths	Weaknesses
• Sustainable, clean urban or natural environments (no pollution) • Domination of smart destinations • Co-governance, citizen participation • Reduction of carbon footprint • Interest of ecological groups that do not see the tourism industry as a predators' industry • Media and networks in favour of sustainable initiatives • Fewer border controls as in the Schengen Area • More jobs	• Overtourism and gentrification of the most famous urban centres • Increase in rental prices and consumer goods in famous tourist destinations • Unclear vision of sustainable development • Slow implementation of regulations and standard-setting in favour of tourism • Long-range tourism to exotic destinations that has a paradoxical position regarding its ecological footprint
Opportunities	**Threats**
• European Green Deal • Sustainable finance • New modes of consumption for younger generation groups • Food connected to artisanal and local agriculture (permaculture) • More integration with citizens (social inclusion) • Fight against plastics and waste • Using tourism as an instrument for human, animal and nature rights • Ethical traveller • Model that can be exported in the Mediterranean, Latin America, Caribbean and Africa • Better use of social networks	• Negative psychological factors as a booster of inequalities • Social rejection of permanent residents • Rejection of political groups (ultra-left or ultra-right) • Lack of agility to implement energy and ecological transition • Lack of funding at the level of territories • Too excessive greenwashing marketing

Source: Lanquar [2023].

[1] «A strong negative feeling among a group of people in reaction to modern technology and the behaviour of big technology companies» [online: https://dictionary.cambridge.org/pl/dictionary/english/techlash (10 June 2023).

Table 4. SWOT 3: Smart tourism in a circular economy

Strengths	**Weaknesses**
• Reduction of inequalities • Reduction of carbon footprint • Increase in holiday departure ratio among populations • Increase in local employment and creation of territorial enterprises • More rational use of digitalisation and artificial intelligence • More importance given to health security aspects • Reduction of luxury tourism • Reduction of waste, use of plastics • Use of renewable energies • Importance given to families, disabled, minorities, LGBT • Importance given to local culture (history, traditions, gastronomy) • Local crafts and shopping for local products • Importance of Governance (provincial, regional and national policies) • Prices somewhat higher than for mass tourism	• Fewer foreign tourists or non-European • Less promotion • Less significant investment in infrastructure and tourist facilities • Peripheral urban model • Hikers • Reduction of REVPAR (lower profitability) • Negative assessment of trip (cleaning, car rental, tourist signage, buses)
Opportunities	**Threats**
• International, European, national and local political support • European Green Deal • New US Federal positions • Chinese policies in favour of rural tourism (and others similar to those in Scenario 2) • Sustainable finance • New modes of consumption among groups of younger generations • Food/Catering connected to artisanal and local agriculture (permaculture) • More integration with the citizen (social inclusion) • Ethical Traveller • Model that can be exported • Use of social networks in favour of "tourist equality" • Loyalty and longer average stay • Less seasonality	• Role of international organisations • Denial by transport companies, in particular, regarding the impact of tourism on climate change • Lack of critical hotel mass (insufficient places) and little investment in standard hotels • Little innovation in new products/services • Aging and decreasing population • Rural exodus • Shrinking budgets (promotion and public investment)

Tourism as social and economic stabilisers

In scenarios 1 and 2, tourism as stabiliser was modified and disrupted by ultraliberalism as well as globalisation of the economy and finance [see, for example, Lisbon, Toledo Monsonis 2017 and Mendes 2020]. In the third scenario, tourism could play its full role at local and national levels, and even at that international, if it were integrated into areas such as the European Union. This would be an element of bringing people and nations closer together and leading them to peace as well as prosperity. Tourism would mitigate and eliminate transitory fluctuations that do not require structural adjustment.

Some countries understood this fact when they saw their international tourism collapse after the oil or security crisis, as in 1973 or 2001: this is the example of Spain or Morocco. However, multilateral responses have been scarce, almost non-existent, leading to the worst crises since the end of World War 2. Paradoxically, academia and business have never cooperated so much before, communicating through both social media and digitised tools. This information would have helped in finding mechanisms for the possible resilience of our economies, but not for a tourism similar to that before the health crisis. Is this warning a prerequisite for what could happen with accelerating climate change and rising inequalities? Successes reached those who understood what could happen and they decided to transform.

One year before the World Climate Summit in San Francisco in 2018, in R20 International Association of Regions for Climate Action: "*Before climate catastrophe, social chaos*?", R. Lanquar [2017] wrote:

> Undoubtedly, the energy transition could be the answer to three challenges we face today: the climate challenge, the digital challenge (smart territorial environments and cities) and the challenge of decentralization with the democratic inclusion of local populations. During the San Francisco 2018 Summit, many speakers and climate activists repeated the same motto: before the climate catastrophe, we could see social chaos with pollution that multiplies serious diseases – cancers, bronchitis, poisoning, high mortality of fragile people during heat waves, etc., droughts that drastically reduce harvests and lead to famines: especially in our Mediterranean regions, with disastrous floods, rising sea levels, loss of terrestrial and marine biodiversity, and climate refugees that could amount to several hundred million from 2030...

Other authors [Szromek, Walas, Kruczek 2022] found that some communities and enterprises, even local administrative entities, try to encourage open innovations towards this trend, as in the example of the Tourism Friendly Cities (TFC) group, including Braga (Portugal), Cáceres (Spain), Druskininkai (Lithuania), Dubrovnik (Croatia), Dún Laoghaire Rathdown (Ireland), Kraków (Poland), Rovaniemi (Finland), Venice and Genoa (Italy). This was done in order to manage the impact of tourism. This study followed a similar methodology as implemented in our article, interviewing 104 experts of these cities: "*in all, 92.8% of the experts believe that the right solution for the development of methods and tools for stakeholder cooperation in TFCs is to share the developed solutions in the form of open innovation*" [Szromek, Walas, Kruczek 2022].

The importance of training future leaders in the tourism industry and tourism policymakers

The other main conclusion concerns tourism training and education. Training is at the heart of the debate on world future. This is about its reinvention for the future leaders of transformed tourism. Tourism training should be based on soft skills, soft powers and strong related open databases. Even if the productive internationalisation organised by multinationals seems to be a step forward in favour of social and environmental responsibility, the globalisation of data highlights companies that have relied on their success in innovative revolutions, often ideas presented by visionary men and women, and geniuses. More significance has to be given to women who represent the mainstream of employment in tourism and leisure, but not at an executive level.

How to implement these ideas, these innovative advances in tourism? How can companies and tourist destinations be made aware that it will be necessary to recruit men and women capable of understanding the world, of reacting to crises, particularly, climate-, social-, democracy- and solidarity-related in the face of growing inequalities, of speaking several languages, of knowing different cultures, of succeeding in their projects through dialogue and total transparency? Clues and paths are presented in these three SWOT analyses connected with the three scenarios. These are opportunities, despite the threats that we have also analysed.

Beyond the neoliberal system

Attempts have been made to find intermediate solutions and to applaud the praise of public-private partnerships. Sometimes, they work, but they are objects of negotiation in which professional lobbies have dominant positions too often, emphasizing private interests in the use of common goods, those that should only be administered by the whole community and public institutions.

It is not just a question of imposing ISO norms and standards or European EMAS-type certifications. This strategy is a tool of a liberal system that, undoubtedly, has its own qualities when it comes to negotiating and finding consensual solutions. It seems that the development of laws and regulations to combat overtourism, subsidise popular tourism, reduce taxes and levies on forms of circular, proximity, ecological or cultural tourism to dominate luxury tourism for which higher taxes should be imposed, will be more efficient and productive. Regulations should be established for returning to social, popular or regional or national tourism. Directives should be adopted at a supranational level as well as in Europe to support products and services that follow these objectives, and to promote such cross-border flow.

Until 2019, Europe accounted for more than half of international (global) tourist arrivals. However, beyond that, we have to wait and see what the future of tourism will be like on other continents. In North America (Canada and USA), we have similar trends to those in Europe, with, of course, differences related to the social laws on paid leave or the Federal systems. North American cities and counties, particularly through the Network of Urban, Regional Parks and Recreation Services of the U.S. States or Canadian Provinces, are increasing their actions in terms of local tourism at a low cost to families, and are further developing initiatives to raise public awareness regarding the importance of fighting climate change. Other activities come from private sponsorships. Japan follows similar patterns to those implemented in Europe and North America.

Nevertheless, apart from Warren Buffet, Marc Zuckerberg, Bill Gates and a few others, the neoliberal trickle-down economics theory is not working. States can no longer allow the richest to enrich more thinking of virtually reinjecting their growing incomes into the economic system through savings or consumption (especially luxury). Arthur Laffer's curve would not work[2]. No specific empirical study would exist to determine notable points.

What is happening in Asia? China recorded the highest number of international tourist departures in 2019. At the same time, its domestic tourism has grown exponentially. The Chinese authorities know that with the slowdown in globalisation, tourism will help create business and jobs throughout the country, especially in rural areas where there are still pockets of poverty. But above all, they know that tourism is a stabilising element of the Chinese society. In several studies, it has been shown that the country's productivity is linked to that of tourism, especially with regard to domestic tourism. For example, rural tourism in China has seen rapid development over the past three decades. It is an emerging and effective catalyst for industrial restructuring, agricultural development and rural improvement.

Conversely, neglecting rurality as a key issue in rural tourism can lead to development in the wrong direction, which could compromise sustainability of the industry. The Chinese, even in tourism and culture, want to demonstrate, as a priority, that their authoritarian model of techno-dictatorship with full control of their populations is the only way to sustainably develop our sector.

[2] «... Laffer drew the famous Laffer curve, which showed that starting from a zero tax rate, increases in tax rates will increase the government's tax revenue but that, at some point, when the rates become high enough, further increases in tax rates will decrease revenue. This occurs because higher tax rates become strong disincentives against earning (and/or declaring) taxable income. Cuts in marginal tax rates could therefore increase tax revenues. Laffer's point was already well known to economists in public finance, but they treated it as an intelectual curiosity. In the late 1970s, Laffer was the first economist to emphasize its possible application to the U.S. income tax system» [source : https://www.britannica.com/biography/Arthur-Laffer (date of access: 8 Apr. 2023)].

But this is not acceptable. Taiwan or South Korea may mark the alternative to Chinese authoritarianism. The methods are democratic: informing the public and calling for the participation of all, as in Singapore, although more interventionist. This method is also applied to promote local national tourism with low ecological impact.

In India, in 2019, more than 2.3 billion domestic tourist visits were made; an exponential increase in the number of local visits across the country. In 2021, Narendra Modi's government, despite being seen as a populist nationalist primarily Hindu, launched a new impetus for domestic travel to revive the tourism industry after the pandemic, with promotions under the slogan "*Go see your country*". Vietnam has suffered greatly from the lack of international visitors. In order to cope with the health crisis, Vietnamese tourism enterprises have started promoting domestic tourism. This trend is expected to continue. Media reports believe that tourism is slowly returning to normal in the Philippines, with more islands opening up to local tourism. This will promote domestic tourism in the long-term. At the same time, infrastructure and equipment will be maintained while employees will also maintain their work practices.

In the Middle East and North Africa, domestic tourism is one solution. In Africa, the responses are modest. However, tourism authorities are beginning to believe that domestic tourism allows to avoid closure of tourist facilities and serve as a social stabiliser. The promotional campaigns of these countries, as on the Ivory Coast, are also aimed at resident populations, beyond the upper classes or expatriates such as diplomats. The motto "*Know your country*" has political significance such as strengthening national cohesion.

2024 Paris Olympic and Paralympic Games, the first circular economy games

It would be important to move forward until 2024: the Paris Olympic Committee has the ambition to propose the First Games of the Circular Economy and the organisers want to hold the First Sustainable, Inclusive and Solidarity Games. To do this, they have developed their own strategies and tools so that local companies can position themselves on the public markets of the Olympic Games.

However, little has been said about what could allow Ile-de-France residents of the Ile-de-region and Paris to enjoy priority as spectators. This ambiguity has been partially removed since the COVID-19 pandemic and, although herd immunity is expected in 2022 after mass vaccination, long work awaits the Paris authorities to put their fellow citizens first. A growing number of Parisian as well as French civil society groups and associations are calling on Parisians and Ile-de-France residents to be the first beneficiaries and legislation with implementing decrees to be developed and applied to this end.

Conclusion: Freedom oppresses, the law liberates

« Between the strong and the weak, between the rich and the poor, between the master and the servant, it is freedom that oppresses and the law that liberates. »
Henri LACORDAIRE
Sermon from the Chair of Notre-Dame de Paris (1848)

It is therefore towards a more social state that we must be oriented to allow tourism not to become an exclusivity of the upper class, even with that low-cost. Circular, local, responsible and solidarity-based tourism, with products and services that maintain low or non-existent climate impact, should become this indispensable social stabiliser to avoid the chaos revealed by the COVID-19 pandemic [Gombault 2020], and that could be the potential norm when climate change accelerates. It will also be the end of ultraliberalism in tourism or the Chinese model that can only be considered as a Pyrrhic victory. Still, the slow metamorphosis of our welfare state will continue towards a state of vigilance/surveillance that proposes to regulate our lives [Andersen 2006].

There are forms of tourism that will lead to more democracy, to more freedom, places of leisure, culture or recreation, where of importance will be protecting nature and its biodiversity, respecting *Pachamama* (Mother Nature, Earth Mother), and always learning more about culture, heritage and neighbours by local tourism, circular tourism or ecotourism, responsible and solidarity tourism [Amirou 1995; Lanquar, Raynouard 1978, 1995]. Digitalisation and artificial intelligence will be instruments and tools that everyone can control to prevent intrusions on their privacy [Arthus 2020; Ivanov 2019; Lamsfus, Alzua-Sorzabal 2013].

The third scenario, outlined in this paper, could play its full role at local and national policy levels, and even at an international one, if tourism is integrated into regional areas such as the European Union, which brings peoples and nations closer together and leads to peace, convivence and prosperity [Dekhili, Hallem 2016; Fuzier et al. 2020]. Tourism understood in this way would dampen and eliminate transient fluctuations that do not require structural adjustment. By choosing a circular economy and accelerating the digitalisation of the sector, this third scenario, close to the forecasts of the Meadows Report (1972) or the conclusions of the Brundtland report, *Our common future* [Brundtland 1987], can enable the sustainable and harmonious development, first of all, of local destinations, and also, by taking precautions and combating climate change. In any case, more well-prepared laws, better-deliberated regulations and international standards will be required [Helliwell, Layard, Sachs 2012, and Lanquar 2014].

The future of tourism depends on it!

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Annex – The Likert Questionnaire (Questions for experts)

1. Will the COVID-19 profoundly transform the behaviour of travellers, and then the policies and strategies of the territories as well as the tourism businesses?
2. Are we going to see an acceleration in the development of tourism after 2021?
3. Should UNWTO, OECD and World Bank's forecasts be reassessed in the face of the pandemic, taking climate change into account more seriously?
4. Should non-polluting transport (electric or hydrogen) be given top priority by significant bonus-malus taxes by 2030?
5. Should tourist accommodations not be required to follow HEQ (high environmental quality) standards on energy consumption, recycling practices, common areas?
6. Should tourist rentals be better controlled in order to avoid social clashes, night-time disturbances and urban inequalities?
7. Would home automation (robots - breakfasts, artificial intelligence and automation, information/bookings, check-in/check-out...) be used with

sensors, cameras and other systems that are intrusive to privacy, in tourist accommodation and leisure facilities?

8. Will food and gastronomy radically change in favour of slow-food and more vegetarian formulas?
9. Will Revenue Management practices be globally accepted for transportation, accommodation and the management of tourism activities?
10. Will blockchains with cryptocurrencies become widespread in tourism companies?
11. Will most cultural, sports and leisure activities be automated by promoting virtual tourism?
12. Should light and noise pollution (night noise and engine noise) be drastically reduced?
13. Should UNESCO include more in its criteria on the World Heritage Lists, the social effects of an excessive development of tourism?
14. Should international governmental or professional tourism organisations fight more against the excesses of overtourism?
15. Do you think that the Rome Club's predictions on the limits to growth will apply to tourism?
16. Will the "Smart Tourism Destination" model be the generalised standard of management before 2025 with the digitalisation of destinations and territories?

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POST COVID-19 SUSTAINABLE TRADE AND SUSTAINABLE TOURISM: NO LONGER SEPARATE WORLDS?

*Dale Honeck**

Abstract

Purpose. The aim of the study was to analyse the most common misunderstandings between the trade and tourism communities, explaining why mutual cooperation is required to ensure greater sustainability. Far too often, trade and tourism are regarded as "separate worlds" when, in reality, international tourism is a type of international trade. Even domestic tourism typically includes components of international trade, which are often not fully realised.
Method. This is a case study, based on critical analyses of relevant documentation and personal experiences over a more than 20-year career.
Findings. The tourism sector needs to be more actively involved in trade policy, while the trade sector should imperatively re-examine its sectoral prejudices. The World Trade Organization (WTO) and the World Tourism Organization (UNWTO) need to further increase cooperation. Private sector international tourism associations, such as the Adventure Travel Trade Association (ATTA) and the World Travel & Tourism Council (WTTC), also need to be involved.
Research and conclusions limitations. The findings represent a personal expert opinion. They will require conducting large-scale surveys and extensive interviews to be empirically verified.
Practical implications. Achieving greater mutual understanding will help increase sustainability for both sectors.
Originality. The author is not aware of any similar endeavor and publications.
Type of paper. A case study.

Keywords: sustainable trade, sustainable tourism, WTO, UNWTO, trade policy, tourism policy, tourism statistics, LDCs, development, biodiversity.

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Two Separate Worlds?

At first glance, it may be difficult to envision overlaps between sustainable tourism and sustainable international trade (see: Box 1). Tourism is about travelling, visits to destinations both domestic and foreign, while trade invokes images of goods being exchanged, between locations near and far. Tourism involves people, culture, history, exotic locations, fauna and flora, etc., but trade perhaps seems primarily a financial transaction. In reality, international cross-border tourism is definitely a form of international trade, involving sales of services to foreign visitors [WTO 2021a]. Even domestic tourism typically has international trade components, to the extent that it involves imported goods and services, the seasonal employment of foreign workers, etc.

At a national level, there frequently appears to be minimal interaction between trade and tourism, with commerce and finance ministries usually handling domestic trade and investment, while international trade is managed by trade and/or foreign ministries. Tourism is often a separate ministry, or combined with the cultural, sports, youth ministry, etc. [UNWTO, ITC, EIF 2017]. The majority of government ministries are highly protective of their areas of responsibility, and resentful of perceived intrusions by other ministries. At an international level, a country's delegates to the World Trade Organization (WTO) and the World Tourism Organization (UNWTO) are typically from the trade (or foreign) ministry and the tourism ministry, respectively.

Box 1. Sustainable Trade and Tourism

– "What is sustainable trade?"

Sustainable trade occurs when the commercial exchanges of goods and services generate social, economic and environmental benefits in accordance with the fundamental principles of sustainable development:
– Creation of economic value;
– Reduction of poverty and inequality;
– Preservation and reuse of environmental resources".

Source: [TDC 2022].

– "What is Sustainable Tourism?

Sustainable tourism is defined by the UN Environment Program and UN World Tourism Organization as "… tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities."

Source: [GSTC 2022].

International/Cross-border Tourism is International Trade!

In the author's experiences, trade officials are often not fully aware of how important tourism is for their own country's exports. When making presentations at WTO training courses in Geneva and abroad, the author often asked trade delegates how many countries represented in the room had annual tourism exports of over US$ 1 billion. To their surprise (and the author's, initially), trade officials usually named less than one-half of the actual number of countries, while the export revenues they guessed were typically well below actual levels.

A quick look at statistical publications makes it obvious how important international trade is for tourism, earning many billions of dollars, euros, etc. in foreign exchange. For 2019, the UNWTO ranked tourism as the world's 3rd-largest export category, after only fuels and chemicals (WTO trade publications have yet to report this comparison!) (Fig. 1). Although tourism revenues plunged soon after, due to COVID-19, they had reached nearly US$ 1.5 trillion in 2019, with almost 1.5 billion cross-border visitors [UNWTO 2020].

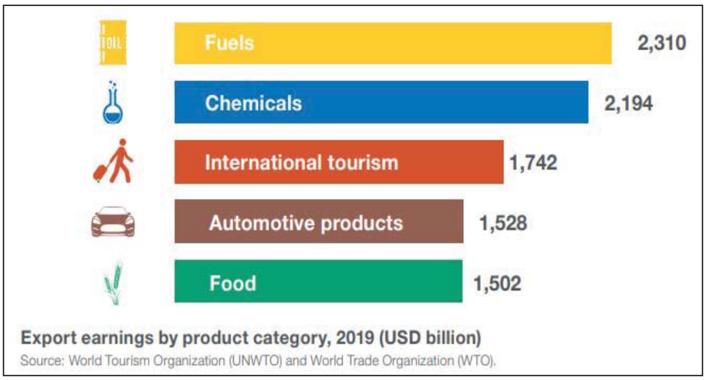


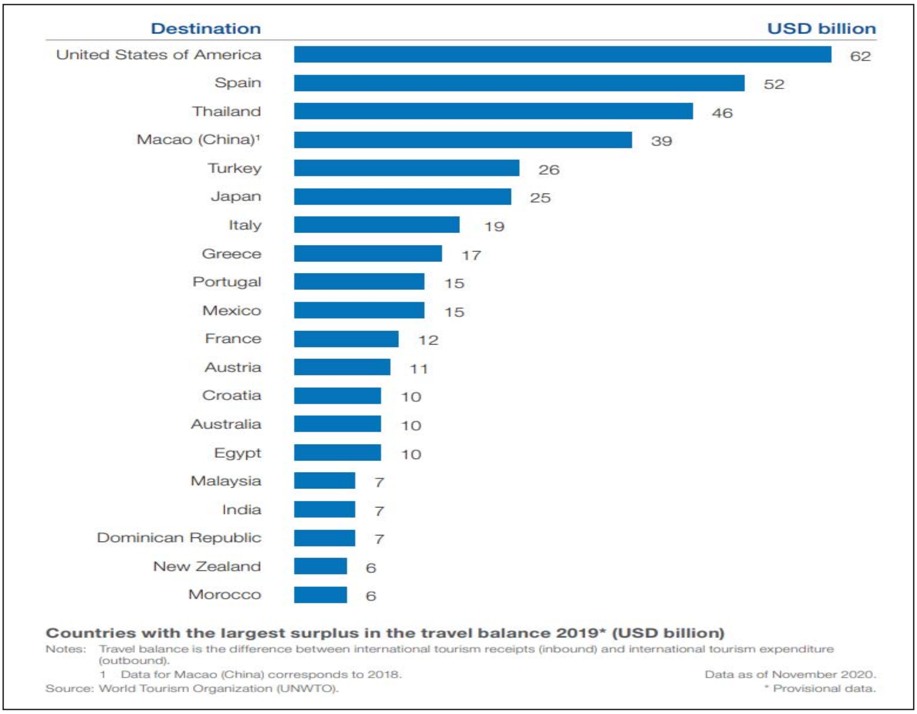
Fig. 1. Tourism is the world's third largest export category (2019)
Source: [UNWTO 2020, p. 4].

For a significant number of developing and least-developed countries (LDCs), tourism exports have traditionally been a major part of overall foreign exchange earnings. Africa and the Middle East, for example, had combined tourism revenues of nearly US$ 120 billion in 2019, and about 135 million visitors.

Of the top 5 destinations having the highest net travel surpluses that year (inbound tourism revenues minus outbound expenditures), 3 were developing[1]: Thailand (US$ 46 billion.), Macao (US$ 39 billion.) and Türkiye (US$ 26 billion.) [UNWTO 2020] (Fig. 2). For the LDCs, they enjoyed a pos-

[1] Within the WTO context, the classifications of developing and developed countries are self-defined.

itive services trade surplus of US$ 18.4 million in 2019 - mostly due to international tourism – compared to a deficit of US$ -74.6 billion in merchandise trade [WTO 2022a].



***)** Provisional data.

Fig. 2. Countries with the largest surplus in the 2019 travel balance * (USD billion)

Source: [UNWTO 2020, p. 6].

By many indications, tourism sector recovery is strongly underway. A UNWTO news headline states "International Tourism back to 60% of Pre-Pandemic Levels in January-July 2022". According to the UNWTO World Tourism Barometer [UNWTO 2022a]:

> …international tourist arrivals almost tripled from January to July 2022 (+172%) compared to the same period of 2021. This means the sector recovered almost 60% of pre-pandemic levels. The steady recovery reflects strong pent-up demand for international travel as well as the easing or lifting of travel restrictions to date (86 countries had no COVID-19 related restrictions as of 19 September 2022).

World Trade Organization services statistics also confirm the strong recovery, highlighting large quarterly increases in travel services since the second quarter of 2021, including an 81% increase year-over-year for the first quarter of 2022 [WTO 2022b] (Fig. 3).

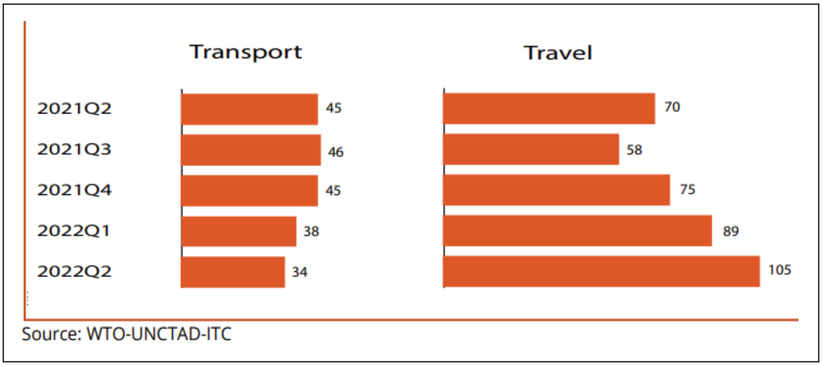


Fig. 3. Year-Over-Year Growth: Trade by Sector (in %)
Source: [WTO 2022b, p. 1]

Domestic Tourism's Hidden Trade Components

Although foreign direct investment (FDI) in tourism is often well-documented [UNWTO 2022b; UNCTAD 2022], overall export earnings from other tourism inputs are often only partially recorded in national statistics, or are simply unavailable. Foreign inputs into domestic tourism include not only obvious elements, such as Champagne and caviar imports, or the seasonal employment of foreign workers, but hundreds of other goods and services essential to the tourism sector. These range from food items and kitchen equipment, to room furnishings and air conditioners, to foreign accounting software and architectural services, marketing professionals and website services, etc. More than once the author was told about hotels and other tourism enterprises importing entire containers full of essential tourism supplies. This multitude of tourism inputs offers major export opportunities, and can also be an important stimulus for the development of domestic manufacturing capabilities (see: Box 2). Unlike manufacturing, the concept of intermediate goods and services is much less well-known for tourism and other services value chains.

Box 2. Nice Networks

"Tourism's existing supply and distribution networks can be used to help grow domestic and regional manufacturing. Rather than initially chasing complex and constantly changing markets abroad, LDC manufacturing investment should first attempt to satisfy existing needs, including the large and rapidly growing national and regional-level tourism markets.
Regional approaches to investment in tourism-related light manufacturing could help achieve the necessary economies of scale to become more competitive with imported suppliers. This, in turn, could provide support for on-going efforts for

regional trade liberalization and trade facilitation... LDC tourism enterprises require constant supplies of manufactured inputs, much of which is currently imported. Consequently, the supply chains are already established, stable and highly predictable in terms of both existing and future demand. As mentioned, applying dynamic comparative advantage could lead to steadily increasing levels of domestically manufactured tourism inputs, with the added benefit of increasing technological capabilities for further economic development. Instructive in this regard is the role that Joseph Stiglitz ascribes to external demand as a temporary mechanism to compensate for underdeveloped domestic markets, giving local firms the space to develop productive and technological capabilities.
It is important to note that tourism also provides extensive opportunities for the development of domestic services capacity due to high demand for such inputs as marketing, finance, construction, architecture and engineering services".

Source: [Honeck, Van Rompaey, Tran 2018].

Tourism's Surprising Lack of Policy Involvement

One of the defining experiences of the author's tourism career was the 2003 General Assembly of the World Tourism Organization, held in Beijing, China [UNWTO a]. Listening to the national statements of tourism ministers from around the world, the author realized that many were sharing experiences with the same policy problems, e.g. insufficient investment, lack of infrastructure, etc. Most striking, as a World Trade Organization official accustomed to hearing the statements of trade negotiators, was the near-total failure to mention tourism's involvement in either domestic or international policy making. Subsequently, it became very obvious that tourism ministers typically exercise much less political power than ministers of trade, finance, etc.

Nearly 20 years later, it is not clear whether the situation has fundamentally changed, despite the massive disruptions caused by COVID-19 (see: Box 3). It appears tourism ministers are rarely fully consulted with regard to trade, investment, visa policies, finance, transport, etc., despite their crucial roles in the tourism value chain. This is despite the fact that tourism is connected to almost every aspect of economic and social issues, including environment, youth, gender, MSMEs, rural development, etc.

Box 3 – Effective Tourism Advocacy?

At the APEC Tourism Ministerial Meeting in May 2022, "Ministers endorsed a set of guidelines for rebuilding the tourism industry across the region through investment, the creation of employment opportunities, human resource development, occupational standards, and support for small businesses". The "Policy Recommendations for Tourism of the Future: Regenerative Tourism" are described as concrete actions that member economies can consider in managing the next phase of the tourism industry.

Source: [APEC 2022a].

The Policy Recommendations state "Tourism is comprised of components that cut across other policy sectors. Therefore, tourism policy needs to be considered within its broader policy context, with leadership from policymakers at the highest level, whose support can help ensure that the impacts on tourism of related policy initiatives (for example cultural policy, workers' rights, gender equality and women's empowerment, and agricultural policy) are also considered".

Source: [APEC 2022b].

In addition, the Updated "APEC Guidelines for Tourism Stakeholders" state: "In seeking to address issues that pose as an obstacle to fostering inclusive and sustainable economic growth within the APEC region, we look to ensure services in the tourism industry are delivered in an efficient and effective manner. Furthermore, giving prominence to sustainable economic development in a balanced and integrated approach that pursues regional economic development through collaborative action." In terms of implementation, however, "The Guidelines" are somewhat timid: "To promote cross-fora collaboration in APEC, TWG members are encouraged to initiate joint efforts/initiatives between fora and share the experiences of the Guidelines".

Source: [APEC 2022c].

Meanwhile, the press release for the APEC Ministers Responsible for Trade Meeting, also held in May 2022, makes no references to tourism.

Source: [APEC 2022d].

Once the pandemic's devastating effects became apparent, inter-ministerial crisis committees emerged at the national level, mirrored by intergovernmental crisis committees at a multilateral level, including the UNWTO's Global Tourism Crisis Committee [UNWTO b – https://www.unwto.org/tourism-covid-19 (20 Oct. 2022)]. While tourism ministers are almost certainly included in national committees and, of course, they dominate the UNWTO's crisis committee, the author has found few indications of sharply increased tourism sector participation in international trade negotiations, or even in domestic policy making regarding national investment policies, basic infrastructure, etc.[2].

A refreshing example of tourism sector policy involvement is found in Brazil, where the National Confederation of Trade in Goods, Services and Tourism (CNC), via its "Vai Turismo – Rumoao Futuro" movement, circulated documents containing requests and recommendations for public poli-

[2] This could be a fruitful area for surveys, interviews and further research. Information on the trade policy making process of individual WTO Member governments can be found in publicly available reports of the Trade Policy Review Mechanism (TPRM) [WTO a – : https://www.wto.org/english/tratop_e/tpr_e/tpr_e.htm (20 Oct. 2022)].

cies in the tourism sector to candidates for governor of the 26 States and the Federal District in Brazil, as well as to candidates for the Presidency [UNWTO 2022c].

Reasons for tourism's apparent lack of political influence (with some significant exceptions, especially major tourism exporters) are complex [Honeck 2008]. They typically include the fragmented nature of the sector, which in most countries, is dominated by MSMEs (often distrustful of government efforts to increase tax revenues). With so many stakeholders, coordinating policy formulation and advocacy becomes quite difficult. Tourism's numerous and complex sectoral linkages – e.g. the fact that only some restaurant meals, taxi rides, shopping trips, etc. are tourism-related – make measurement and statistics (see below) more difficult. Consequently, the economic importance of the tourism sector (in terms of both revenues and employment) is often understated.

Far too often, tourism statistics are reported with considerable time lags; sometimes they are entirely unavailable, especially in the case of LDCs. For trade officials, exports traditionally involve raw materials and manufactures being shipped abroad; the trade of services is less familiar, and the fact that foreign visitors arriving into a country are the dominant characteristic of tourism exports can be quite confusing. All these factors strongly contribute to tourism's lack of political influence, including the WTO context.

Why Trade (and Investment) Policies are Important for Tourism?

As noted above, tourism ministers (and their ministries) are well-aware of the importance of tourism infrastructure and investment. Are they equally aware of the trade linkages? (see: Box 4). For smaller economies, especially, tourism-related infrastructure, such as airports, roads, electricity and other utilities, etc., often has high levels of imported components and foreign investment. Likewise, investments in tourism hotels, resorts, travel agencies, restaurants, etc. can also involve extensive foreign participation. Trade (and investment) policies strongly affect the "terms and conditions" of this foreign participation; obviously, the tourism sector needs to be involved.

Box 4: Tourism and Trade: a Global Agenda for Sustainable Development

- "International tourism accounts for 30% of global trade in services. In 2014, there were 1.1 billion international tourist arrivals up from 25 million in 1950, generating US$ 1.5 trillion in exports (international tourism receipts and passenger transport). For around one-third of developing countries, tourism is their principal export. The sector, which is estimated to represent 10% of global GDP and one out of every eleven jobs worldwide, is expected to continue expanding significantly to reach 1.8 billion international tourists in 2030".

- "Tourism has, therefore, a key role to play in maximizing the contribution of trade in services to development, job creation, and the achievement of the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs)".
- "Yet, the sheer complexity of the tourism value chain, with its myriad of players, means that fulfilling tourism's potential requires strong and coordinated action around Tourism Export Strategies that take fully into account the different frameworks governing the flows of travelers, services, goods and foreign direct investment (FDI)".
- "We will work to promote a deeper understanding of the links between the tourism and trade agendas, in turn enabling more supportive policies".
- "We will place particular emphasis on strengthening the capacity of tourism sector suppliers in developing countries, with focus on integrating small and medium-sized enterprises (SMEs) into regional and global tourism value chains. Finally, we will work to improve tourism-related data as statistical information on the many facets of the sector is pivotal in informing policy decisions, monitoring progress, and promoting results-focused management".
- "Looking ahead, it is our firm belief that the enormous potential of the tourism sector for growth and job creation justifies increasing the amount of aid towards tourism and expanding the size of tourism projects. In 2013, only 0.78% of Aid for Trade (AfT) disbursements went to tourism, even though the sector accounts for 6% of developing countries' exports. ITC and UNWTO call for allocating more AfT to the tourism sector, together with a shift to more comprehensive tourism projects that reflect the sector's full value chain".

Source: [ITC, UNWTO 2015, pp. vii, viii].

As noted, vast amounts of goods and services are essential to the success of the tourism sector. Availability and price competitiveness of these inputs helps determine overall tourism sectoral competitiveness. Prices for food, gasoline or electricity, as well as for inputs such as air conditioners, safari jeeps, ferry boats, etc., help determine whether tourism enterprises are profitable or not. Due to this, rather than simply being an interested bystander, the tourism sector must be highly involved in creating (and administering) domestic and foreign policies that potentially affect the cost, quality and availability of these hundreds of inputs.

Attention must also be given by tourism stakeholders to education and employment policies – including youth and gender-related issues - as well as to rural development policies, in order to ensure the supply of well-qualified, highly motivated workers and entrepreneurs. Globally, no country has a comparative advantage in every individual tourism-sector input; consequently, trade and investment policies at the bilateral, regional and multilateral levels become very important. The focus needs to be on services as well as goods, for example, ensuring access for essential tourism professionals not sufficiently available domestically.

Aviation and other transport policies directly affect the potential number of international visitors, and the prices they must pay. Trade-related environmental policies must also be considered, for example, carbon taxes on long-distance flights. World Trade Organization negotiations for both goods and services trade can have direct impact on the tourism sector, together with the results of bilateral and regional negotiations.

There has been a long history of exchanges between the WTO and UNWTO (and the institutions which preceded them). UNWTO officials have participated in many WTO meetings and events, including WTO Ministerial Meetings, WTO Public Forums, Tourism Symposiums, etc., often making statements and/or presentations. Conversely, WTO officials have participated in UNWTO General Assemblies, as well as meetings of the Statistics Committee, etc., also making statements and presentations.

In hindsight, past efforts to teach tourism officials complexities of the General Agreement on Trade in Services (GATS), the WTO agreement governing the international trade of services, were probably unnecessary (even trade officials not working on services often do not fully understand the GATS). Much more useful is ensuring that tourism officials understand the importance of being directly involved in trade and investment policy, and that they are able to communicate tourism sector priorities to trade and investment officials[3].

Why Tourism is Important for Trade (and Investment)?

One of the author's first experiences with trade and tourism came in 1998, when he was asked to write a background note [WTO 1998] for the upcoming services negotiations at WTO (see: Box 5). At the time, the author was not much interested in the sector, but was surprised to rapidly realise how important tourism could be for developing countries, especially LDCs.

Box 5: Tourism Negotiations at the WTO

Highlighting tourism's export opportunities, as well as attempting to correct perceived anti-competitive airline practices and address tourism classification issues, a group of developing countries in 1999 sponsored a WTO negotiating proposal to add a tourism annex to the GATS agreement. The proposal was

[3] Some of the earliest work in this regard was done by the Working Group on Liberalization of the World Tourism Organization (in which the author participated).

initially well-received, as it was one of the first indications of developing-country willingness to participate in the WTO services sector trade negotiations.

Source: [WTO 1999].

To assist discussion of the issues raised by the proposal, the author was requested to organise the WTO Tourism Symposium, held in 2001.

Source: [WTO 2001].

Publicly available documents for all tourism negotiations at WTO are available on the website of the Trade in Services and Investment Division (TSD).

Sources: [WTO b - https://www.wto.org/english/tratop_e/serv_e/tourism_e/tourism_e.htm (21.Oct..2022)].

The most recent tourism proposal, from Chile, Mexico, New Zealand and Panama, dated Feb 2019, calls for the launch of exploratory market access negotiations on tourism services.

Source: [WTO 2019].

The most recent tourism-related document is from the ACP countries[4]. The informal document includes an extensive description of the economic damage caused to tourism and related sectors.

Source: [Private communication].

Diversification away from commodity exports was – and still is – widely recognised as a major development priority, and tourism became an option for consideration. Among the greatest benefits is the massive employment potential for youth, women and low–skilled workers, together with extensive entrepreneurial opportunities for MSMEs in remote and rural areas, etc. Tourist arrivals by air – and especially the cargo space underneath most passenger flights – help lower air freight costs, while expanding connectivity, thereby increasing opportunities for e-commerce, horticultural exports[5], etc.

The arrival of thousands (initially) or even millions of tourists offers high-value-added direct sales potential, as well as low-cost opportunities to test new products and services (without the major expense of establishing abroad) [World Bank 2009]. If well-designed and managed, tourism-related

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[4] The African, Caribbean and Pacific Group of States (ACP) is an organisation created by the Georgetown Agreement in 1975. It is composed of 79 African, Caribbean and Pacific states, with all of them, save Cuba, signatories to the Cotonou Agreement, also known as the "ACP-EC Partnership Agreement" which binds them to the European Union. There are 48 countries from Sub-Saharan Africa, 16 from the Caribbean and 15 from the Pacific [see: https://my.southsouth-galaxy.org/en/data/african-caribbean-and-pacific-group-of-states-acp (30 Apr. 2023)].

[5] See, for example, "Emerging African Flower Exporters Place Continent on Global Map" [Hortfresh 2022] https://hortfreshjournal.com/emerging-african-flower-exporters-place-continent-on-global-map/ (23 May 2023).

infrastructure, such as airports, roads, electric power generation and distribution, etc. can be of “dual-use”, bringing development opportunities to many other sectors as well [Honeck 2012].

Other major trade opportunities – still unfortunately not widely recognised – are tourism value chains. While much attention and research has been devoted to increasing developing country (including LDCs) participation in manufacturing value chains, significantly less attention is being paid to tourism value chains, and services value chains in general, undoubtedly due to lack of data availability and other measurement issues (see below).

A notable exception is the 2013 publication “Aid for Trade and Value Chains in Tourism”. The report highlights [OECD/UNWTO/WTO 2013, p. 43]:

> The tourism sector is an important and growing sector with important spillovers into the rest of the economy. The sector is employment intensive and its significant potential to contribute to growth and poverty reduction is widely recognized. In order for the sector to fully exploit this potential a careful management of the inter-linkages with other parts of the economy is necessary.

The report further emphasizes [Ibid]:

> The successful development of tourism activities is therefore likely to require co-ordination among multiple government agencies at local, regional and national level, private sector actors and community stakeholders across a number of areas including trade, transportation, communications, education, sanitation and immigration. Greater co-ordination is required and should be encouraged[6].

Similarly, while agricultural export policies have long received a great deal of interest at WTO, far less attention is paid to the (extensive) agricultural supply opportunities linked to international tourism. An excellent example is Jamaica’s Tourism Linkages Network, which includes manufacturing and entertainment as well as agriculture (see: Box 6)[7].

Box 6: Jamaica’s Tourism Linkages Network

> “As priority policy, the Ministry of Tourism has targeted the development and strengthening of sustainable linkages between the tourism sector and other productive sectors of the economy — such as agriculture, manufacturing and entertainment — to which it is closely linked”.

[6] More recent tourism value chain work includes Duke University [Duke 2018], Destination Mekong [Mekong 2020] and One Planet Network [One Planet a – https://www.oneplanetnetwork.org/value-chains/transforming-tourism (25 Oct. 2022)].

[7] The SECO-UN Trade Cluster Project in Tanzania, officially titled “Market Value Chains Relating to Horticultural Products for Responsible Tourism Market Access”, is another good example [UNCTAD 2017].

"The primary objective of the Tourism Linkages Network is to increase the consumption of goods and services that can be competitively sourced locally. It also aims to create employment while generating and retaining the country's foreign exchange earning potential. The Network also aims to:
- support, facilitate and monitor the development of efficient marketing and distribution systems for local products and services required by tourism entities
- increase market awareness and intelligence of the targeted sectors through research and analysis
- facilitate and monitor the development of more effective and efficient information and communication systems to support relationship building and trade between local suppliers of goods and services, and tourism entities
- harness and harmonize existing mechanisms and initiatives being undertaken by business associations, ministries and agencies in an effort to improve the business environment for buyers and suppliers
- contribute and provide support to the development of viable economic and fiscal policies across industries and sectors to strengthen and facilitate linkages
- create opportunities for deeper facilitation of linkages between the Entertainment and Tourism sectors
- facilitate opportunities for better networking, information-sharing and communication across sectors".

Source: [Jamaica].

Trade, Tourism and Sustainability

For both trade and tourism, sustainability is a crucial topic; following the COVID-19 pandemic, resilience also became a major priority [WTTC 2022]. While the absolute necessity of making trade and tourism fully sustainable is by now very obvious, the interdependence actually goes deeper. In many situations, (eco)tourism is one of the most viable sustainable export options for a great number of countries, especially when the alternatives are logging, mining, clear-cutting forests for agriculture, etc.

Another example of sustainability interdependence involves protecting cultural heritage (in addition to natural heritage). In many cases, tourism revenues (ideally resulting from well-regulated activities) are one of the few available sources of funding. A good example is Bangladesh, with limited financial resources and multiple World Heritage sites, including the Historic Mosque City of Bagerhat as well as the Ruins of the Buddhist Vihara at Paharpur [Honeck, Akhtar 2014]

While (long-haul) air transport for tourism purposes is, of course, currently very carbon intensive, this can be reduced by encouraging longer, single-trip vacations rather than multiple, shorter stays, especially when combined with (legitimate) carbon offsets paid to the most vulnerable countries. It must be remembered that, especially for small island developing states

(SIDS), air transport is often a vital lifeline for family exchanges, medical access, trade, etc. Even more important, the poorest countries least responsible for (and most affected by) climate change must not be further punished by extensive flight restrictions [Honeck 2012]. Correspondingly, international trade and investment are extremely important for sustainable tourism, providing access to technology, professional expertise and financial resources.

Long recognising tourism's potential for promoting sustainable trade and development is the Enhanced Integrated Framework (EIF), an independent entity created to facilitate LDC trade (and housed in the WTO building in Geneva, Switzerland) [EIF a – https://enhancedif.org/en (22 Oct. 2022)]. Their sister website – Trade for Development News – contains numerous tourism articles, including several written by the author [EIF b – https://trade4devnews.enhancedif.org/en/search/node?keys=Honeck (21 Oct. 2022)]. In response to the COVID–19 pandemic, the EIF released an analytical note: Supporting sustainable tourism development in least developed countries amid the COVID-19 recovery (see: Box 7).

Likewise, the WTO's Aid for Trade initiative [WTO c] also involves sustainable tourism; details of the disproportionately low share of funding allocated to tourism are recorded in its background reports, and multiple sessions on tourism have been held as part of the bi-annual "Aid for Trade Global Reviews" [WTO 2022c], including several moderated by the author.

Box 7: Supporting Sustainable Tourism Development in the Least Developed Countries amid the COVID-19 Recovery

"Sustainable tourism has considerable development potential in many least developed countries (LDCs). The sector, with its extensive linkages to a myriad of stakeholders and activities, can contribute to economic growth, community development, intercultural dialogue and environmental conservation. The coronavirus pandemic has caused unprecedented disruption to the global tourism industry, and LDCs saw tourist arrivals plunge by 67% in 2020. The social effects of the crisis have been severe, as workers, small firms and communities involved in tourism struggle to sustain livelihoods and satisfy basic needs. This policy brief explores how, in the recovery from COVID–19, tourism development in LDCs can be supported, and puts forward a set of actions that align economic, sociocultural and environmental goals".

"Key Points: – Rebuilding tourism in LDCs is a priority, but the sector must be designed sustainably. Community and nature–based tourism are areas of competitive advantage for many LDCs, offering promising avenues for sustainable development. – Countries should develop a strategic and integrated approach to tourism development. Strategic tourism development planning can strengthen domestic linkages and reduce leakages thereby generating positive spillovers for the rest of the economy and ensuring benefits are spread equitably. – LDCs can seek to capitalise on the crisis and the tourism sector's visibility in order to mobilise finance. Tourism's higher profile can be a catalyst to attract public and private finance via strategies and programmes built around inclusion and long-term sustainability".

Source: [EIF 2021, p. 1].

In 2020 and 2021, the author helped organise (and moderated) 2 WTO webinars. "Building Back Better in Tourism: the Roles of International Organizations" was the first event, focusing on reimagining- and preparing for- tourism's future at a time when protecting both lives and livelihoods in the face of COVID-19 predominated [WTO 2020]. The second webinar, entitled "COVID-19 and Green Economic Recovery: What Roles for Sustainable Tourism?", co-organised with the WTO's Trade and Environment Division, was on how to improve the environmental, social and economic sustainability of tourism through, in particular, responsible trade and investment. It was highlighted that achieving sustainable tourism requires constantly monitoring impact, moving away from traditional measures to new indicators that include the environmental and social dimensions [WTO 2021b].

Tourism has yet to directly become a major theme of WTO environmental negotiations. Nevertheless, these negotiations have direct relevance to the tourism sector. Positive outcomes for the Environment Goods (and Services) negotiations [WTO d – https://www.wto.org/english/tratop_e/envir_e/envir_e.htm (21 Oct. 2022)] will facilitate easier access to environmental technologies and investments for tourism enterprises around the world, by removing or reducing tariffs and other trade barriers.

Further initiatives by WTO member governments include the Informal Dialogue on Plastics Pollution and Environmentally Sustainable Plastics Trade [WTO e], which is fully relevant to One Planet's Global Tourism Plastics Initiative [One Planet b – https://www.oneplanetnetwork.org/programmes/sustainable–tourism/global–tourism–plastics–initiative (21 Oct. 2022)]; cooperation between these initiatives must be facilitated. Another initiative at the WTO relevant to tourism is the Trade and Environmental Sustainability Structured Discussions [WTO f – https://www.wto.org/english/tratop_e/tessd_e/tessd_e.htm#fnt-1 (21 Oct. 2022)].

While the UNWTO has long participated in many WTO tourism meetings and events (and vice-versa), it still has not received full WTO Observer status. This would permit advance receipt of meeting agendas, documentation not yet released to the public as well as access to the majority of WTO meetings. Unfortunately, all requests for Observer status at the WTO are currently blocked due to a political stalemate. This situation must be corrected (see below). On the UNWTO side, resilience and sustainability are also major priorities, but WTO participation in relevant meetings, events, etc. remains limited (partly due to insufficient WTO resources). For example, the WTO has never participated in meetings of the UNWTO's Global Tourism Crisis Committee [UNWTO b – https://www.unwto.org/tourism-covid-19 (20 Oct. 2022)], and has not yet been involved with the Committee on Tourism and Sustainability [UNWTO c – https://www.unwto.org/committee-tourism-sustainability (21 Oct. 2022)]. An important exception is the Measuring the Sustainability of Tourism (MST) statistical initiative of the UNWTO, in which the WTO has long participated [UNWTO d – https://www.unwto.org/standards/measuring–sustainability–tourism (21 Oct. 2022)].

Protecting Biodiversity

Both trade and (eco)tourism are essential for biodiversity protection and regeneration but, if not well–managed and regulated, they could easily have negative effects. Much of the world's remaining biodiversity is located in developing countries, including LDCs, many of which do not have sufficient resources for adequate protection [Honeck, Snyman, Zambelongo 2019; Honeck, Kampel 2020; Honeck 2022]. While numerous national parks and protected areas have been created, with the stated objective of protecting both flora and fauna, too often, these are still "paper parks" with little funding, few rangers, etc. Local communities often have been excluded from formerly accessible park resources, receiving few economic benefits in return. In many cases, park revenues were not distributed to the communities concerned, instead being added to central government accounts.

Sustainable ecotourism and wildlife tourism, when well–managed, can provide significant resources, especially when revenues from highly popular protected areas are shared with less–popular ones. Increasingly, tourism revenues are now being distributed to local communities to incentivise biodiversity protection [TAPAS 2022; ALU – https://sowc.alueducation.com/research/ (26 Oct. 2022)], but this is not yet universal. At the same time, there is increasing recognition of the success and a critical continuing importance of indigenous peoples in protecting biodiversity [NATGEO 2018; IPBES – https://ipbes.net/ilk–publication–resources (26 Oct. 2022)], as well as a growing indigenous tourism sector [WINTA – https://www.winta.org (26 Oct. 2022)].

Attracting international visitors for ecotourism is a form of international trade that can provide crucial financial resources for biodiversity protection [ATTA 2022; TAPAS 2022]. The presence of ecotourists – both foreign and domestic – at national parks and other protected areas has also been shown to discourage the entry of poachers, illegal loggers, etc. (who would prefer not to be observed). Well-designed and administered trade, as well as investment, policies for ecolodges, travel agencies, etc. can help attract the necessary financial and technical resources for ecotourism development [TAPAS].

Realising Tourism Linkages Inside and Outside of WTO

Within the WTO, the Trade in Services and Investment Division is directly responsible for tourism services, but tourism-related trade linkages extend more widely; not only to the EIF and the Trade and Environment Division (as mentioned above), but also to the Development Division – which includes an LDC section and an Aid for Trade section – as well as the Economic Research and Statistics Division, the Institute for Training and Technical Cooperation, the Trade Policies Review Division and the WTO Gender Research Hub [WTO g – https://www.wto.org/english/thewto_e/secre_e/div_e.htm (21 Oct. 2022); WTO h – https://www.wto.org/english/tratop_e/womenandtrade_e/gender_research_hub_e.htm (21 Oct. 2022)]. Excellent coordination and information–sharing within the WTO is essential for effectively addressing the trade needs of the tourism sector. A major challenge has been ensuring that these entities inform each other in advance of relevant publications and events, to guarantee that tourism-related perspectives can be adequately addressed.

Outside the WTO, a number of international organisations (several also based in Geneva, Switzerland) address important aspects of trade and tourism. These include the WTO's sister organisation – the International Trade Centre (ITC) – which focuses on the business sector and is a joint venture between WTO and the United Nations Commission on Trade and Development (UNCTAD). UNCTAD also works directly on tourism, as does the International Labour Organization (ILO), the United Nations Development Programme (UNDP), the UN Environment Programme, UNESCO, the OECD, the World Bank, and even the IMF (to a certain extent).

Also important are international non-governmental tourism organisations, including the Adventure Travel Trade Association (ATTA) [see: ATTA] and the World Travel & Tourism Council (WTTC) [see: WTTC]. Again, effective communication between these institutions is important to ensure tourism is adequately addressed at the international level. An initially very effective tourism coordination effort was the United Nations Steering Committee on Tourism for Development (see: Box 8). In recent years, however, it has become inactive.

Box 8: United Nations Steering Committee on Tourism for Development

"The United Nations Steering Committee on Tourism for Development (SCTD) brings together the tourism-specific experiences and expertise of each of its Members with a view to creating synergies for a more coordinated, effective and efficient delivery of technical assistance to developing countries, thus complementing their efforts to establish a competitive national tourism sector".

"Since 2010, the SCTD is composed by: International Labor Organization (ILO), International Trade Center (ITC), United Nations Conference on Trade and Development (UNCTAD), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Industrial Organization (UNIDO), United Nations World Tourism Organization (UNWTO), World Trade Organization (WTO)".

Source: [UNWTO – https://www.unwto.org/sctd (21. Oct 2022)].

UN Agencies commit to make tourism work for development – Istanbul, 12 May 2011.
"The Special Event on tourism for sustainable development and poverty reduction brought together representatives from LDCs, including 15 Ministers of Tourism, various UN agencies and donor countries to debate the contribution of tourism to sustainable development. The gathering, which is the first public appearance of the UN Steering Committee on Tourism for Development, reflects the increasing relevance of tourism in the development agenda and represents a clear commitment of the UN system in making tourism work for development".

Source: [UNCTAD 2011].

Problems with Statistics

In many countries, there is a long history of the tourism sector being unable to sufficiently document its economic, social and environmental effects (both positive and negative). Fragmentation of the sector into subsectors and a multitude of MSMEs, with high levels of informality especially in developing and least-developed countries, complicates data collection[8]. Tourism's often-partial linkages to a wide range of economic sectors (as mentioned above), extending from agriculture to transport, add to measurement complications. Consequently, even national tourism and trade officials are often not fully aware of tourism's importance for their country (either domestically or internationally).

Another of the most obvious indicators regarding the problem is found in the UNWTO's "International Tourism Highlights" publication (now evi-

[8] WTO information on tourism statistics, and the trade of services in general, can be found in the World Trade Statistical Review 2021 [WTO 2021a].

dently replaced by the Tourism Data Dashboard [UNWTO f – https://www.unwto.org/tourism–data/unwto–tourism–dashboard (21 Oct. 2022)]. The 2020 Highlights, for example, features data until 2019, but even for the most basic information, i.e. visitor numbers and tourism revenues, there are many gaps for developing countries and especially LDCs [UNWTO 2020]. This is despite extensive information availability from UNWTO and other websites, as well as numerous technical assistance opportunities [UNWTO g – https://www.unwto.org/standards/un–standards–for–measuring–tourism (21 Oct. 2022)]. This appears to be a "Catch–22" situation[9]: many developing countries have not yet allocated sufficient resources to tourism statistics, undoubtedly because they are not fully aware of the sector's existing (and potential) significance. Advanced statistical methodologies for tourism measurement include the Tourism Satellite Account (TSA) [UNWTO h – https://www.unwto.org/standards/on–economic–contribution–of–tourism–tsa–2008 (21 Oct. 2022)], TIVA [OECD 2019] (Fig. 4), Big Data, and even the WTO's new TISMOS statistics [WTO i –https://www.wto.org/english/

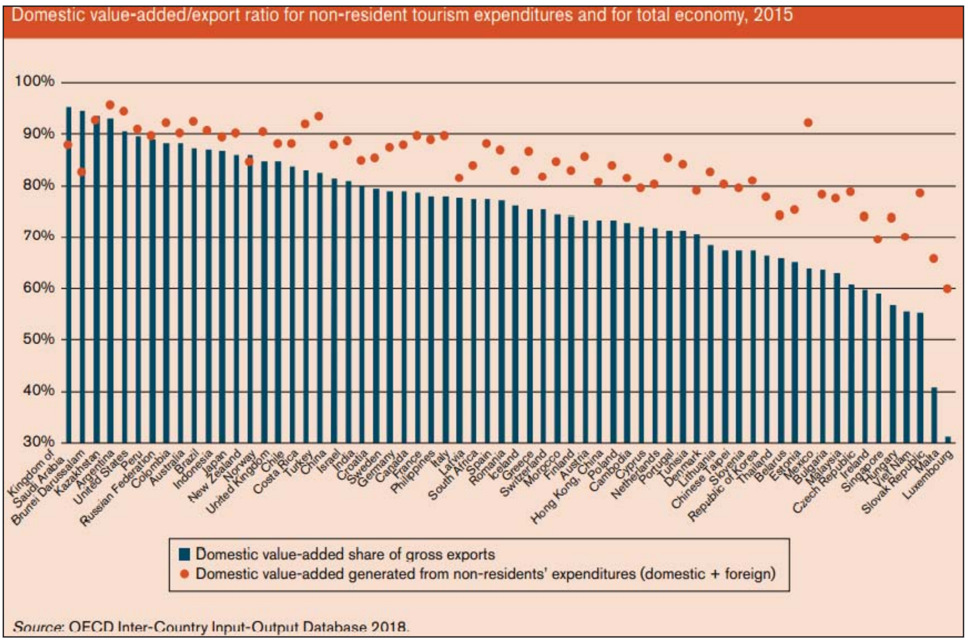

Fig. 4. The Share of Domestic Value-added in Tourism is Higher than in Total Exports
Source: [WTO 2019b, p. 59 (Figure C4)].

[9] This term was coined by J. Heller in his novel "Catch–22" (1961). It concerns a difficult (paradoxical) situation from which there is no escape, because it involves mutually contradictory or independent conditions. According to Cambridge Dictionary "… a Catch–22 is a difficult situation in which the solution to a problem is impossible because it is also the cause of the problem [https://dictionary.cambridge.org/dictionary/english/catch–22 (30 Apr. 2023)].

res_e/statis_e/daily_update_e/Tismos_methodology.pdf (21 Oct. 2022). Most importantly, the UNWTO is now in the last stages of developing the MST methodology, designed to measure tourism's environmental and social effects in addition to economic measurements [UNWTO d – https://www.unwto.org/standards/measuring–sustainability–tourism (21 Oct. 2022)]. However, without substantial additional financial and human capital resources, as well as sufficient political commitment, the current statistical problems are very likely to continue.

Continued Misunderstandings

Along with tourism's near-absence from current WTO trade negotiations, the dominant agricultural/goods mindset of trade negotiators continues (see: Box 9)[10]. Services stakeholders, meanwhile, remain fragmented among a wide range of ministries (telecommunications, transport, tourism, education, health, etc.), making coordination and joint advocacy significantly more difficult.

Box 9: Boosting Trade Opportunities for the Least-Developed Countries

A new WTO report on LDC trade contains some disturbing statements for tourism stakeholders:

"The international community needs to continue to support LDCs so that they can fully realize their potential in the agriculture and fisheries sectors, which are vital for the employment and livelihood of people in LDCs".
"The LDC exports of commercial services also declined more sharply than the global average, at -35 per cent compared to -21 per cent, reflecting the disproportionate share of tourism and travel to LDCs".

"Only a handful of LDCs, such as Bangladesh, Myanmar, Nepal and Senegal, have been able to make meaningful progress in exporting more sophisticated services exports, such as finance, computer services and professional services; however, tourism and business travel remain the primary service sector exports in LDCs. Because of this, LDCs services exports have been hit particularly hard by COVID-19. Travel exports dropped 88 per cent year-on-year in the second quarter of 2020 due to travel restrictions and lockdowns, and they hardly recovered in the third and fourth quarters. Although the shock caused by COVID-19 to service export demand is probably temporary, it is still crucial that LDCs build their supply- side capacity for services to diversify their economies".

[10] As also shown by the majority of WTO news items [WTO j – https://www.wto.org/english/news_e/news_e.htm (21 Oct. 2022)].

"These assessments found that several key factors influenced the economic performance of LDCs during the pandemic, i.e., high dependence on few commodities and on tourism, limited digital readiness, and supply-chain rigidity".

Source: [WTO 2022a, pp. 2, 5, 7, 25].

Although E-commerce, Environment, Digitalisation, MSMEs and Value Chains remain popular themes among trade negotiators, their many linkages to tourism often remain neglected. With limited exceptions, few tourism ministries appear to be actively supporting and promoting these connections, especially those from developing countries and particularly, LDCs. Conversely, tourism is still not yet a high priority for the WTO environmental negotiations, despite the obvious linkages to biodiversity protection, plastics, fossil fuels, etc. While significant WTO attention was paid to the devastating effects of COVID-19 on the tourism sector [WTO 2021c], the current focus seems to be more on diversification shifting away from tourism, and much less on support for tourism rebuilding, restructuring and digitalisation.

Even within the services community, tourism is often inaccurately perceived as a traditional, low value-added sector [WTO 2022d]. The inadequate wage levels and poor working conditions, in many Western countries [ILO 2022] only reinforce this stereotype, even if the situation in most developing countries is more favourable, especially when compared to agriculture and other alternative employment opportunities. What is not sufficiently brought to the attention of trade negotiators (despite the best efforts of the author and others!) are the many high-value-added opportunities – ranging from hotel architecture and the design of virtual reality applications to construction, marketing, finance and investment activities – being crucial parts of the tourism value chain.

Consequently, it is not surprising that the result of COVID-19's disastrous effects on the tourism sectors of most developing countries and LDCs would be an effort by trade officials to diversify away from tourism. What makes more sense, however, is to instead call for substantial new investments in redesigning, restructuring, retraining and digitalisation of the tourism sector, in order to prepare for its inevitable recovery and resurgence. This was done by the EIF [2021]. What is not mentioned in the WTO report (see: Box 9) is that services, especially tourism, are already a major growth area for LDCs (Fig. 5). Much time and many opportunities have been lost for LDCs in a sector which continues to have outstanding potential, and which – via ecotourism especially – can significantly benefit biodiversity protection.

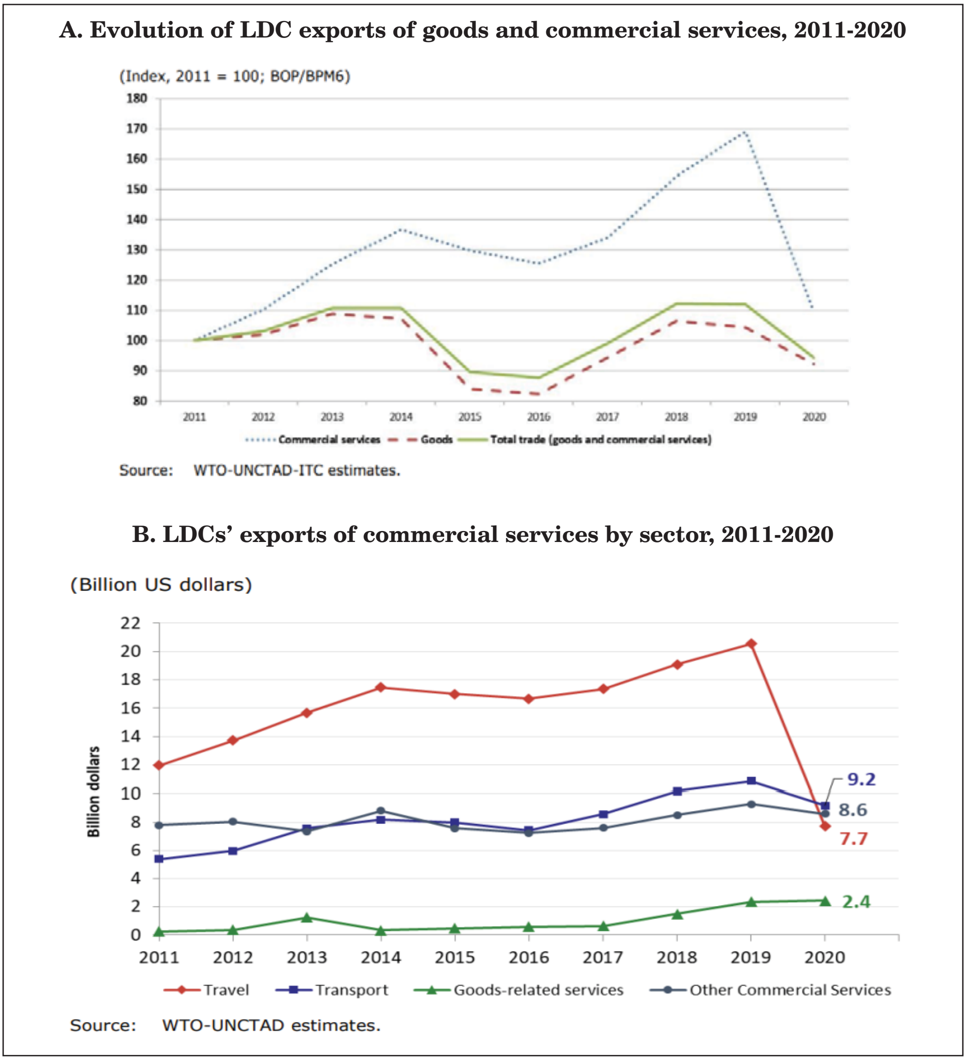

Fig. 5. LDC Global Competitiveness
Source: [WTO 2021d].

More recently, tourism received substantial attention in the EIF Annual Report for 2021 (69 references) [EIF 2022a], as well as in both of the background reports (see: Box 10) regarding the 2022 Aid for Trade Global Review, held in July 2022 [WTO 2022c]. The Aid for Trade reports include a Box written by UNWTO, entitled "Tourism: From crisis to transformation". Curiously, despite the ongoing sectoral crisis, tourism events were held among the dozens of sessions at either the 2022 Global Review or at the 2022 WTO Public Forum in September [WTO 2022e].

Box 10: WTO Aid for Trade Global Review 2022

"Aid for Trade at a Glance 2022":

"The difference between women's participation in the service sector and the support they receive through Aid for Trade programmes may represent an opportunity for a more targeted approach. Women often work and own businesses in retail trade, personal services, as well as communications and other business services. The highest shares of exports by small firms owned by women were in tourism and travel-related services, such as travel agencies, tour operators, hotels, and restaurants, as well as in transport. Tourism not only is an important source of female employment but also offers concrete opportunities for female business owners to trade internationally. Moreover, tourism was one of the hardest-hit sectors during the COVID-19 pandemic and has not yet recovered, particularly in low- and lower middle-income destinations".

Source: [OECD/WTO 2022a, p. 62].

"Aid for Trade Global Review 2022: Empowering connected, sustainable trade":

"As recovery consolidates, it is essential that tourism takes this crisis as an opportunity to accelerate the transformation towards a future built on competitiveness, inclusion, sustainability and strong governance that incorporates the lessons learned from the pandemic".

"Governance: Promote a whole of government approach to tourism development and management that is based on national and national–local coordination, advance public– private partnerships and community empowerment towards a model of public–private–community partnership, and create new mechanisms of multilateral coordination to increase tourism competitiveness and sustainability while building crisis preparedness".

Source: [OECD/WTO 2022b, p. 23].

As far as the author is aware, the UNWTO did not participate in any meetings or events at the WTO in 2022, perhaps due to budgetary limitations. The website for the UNWTO's Geneva Liaison Office last makes references to events in 2017 [UNWTO I – https://www.unwto.org/geneva-liaison-Office (22 Oct. 2022)]. A well-publicised visit of the UNWTO Secretary General to Geneva in February 2022 did not include the WTO [UNWTO 2022c].

More recently, on 26 September 2022, the G20 held its Tourism Ministerial Meeting [UNWTO 2022e] and, on the 27th, the UNWTO celebrated World Tourism Day [UNWTO 2022f], both in Bali, Indonesia (unlike 2021, the WTO did not receive an invitation to the G20 tourism event). Two major documents were released. The first, "Rethinking Tourism – from Crisis to Transformation", contains extensive information about UNWTO activities in a wide range of areas (see: Box 11). While emphasizing the need for tourism to be a priority among national and international policies, surprisingly, the document does not urge tourism stakeholders to directly participate in the policy making process. The second document is the “G20 Bali Guidelines for Strengthening Communities and MSME as Tourism Transformation Agents: A People-Centred Recovery”. An excellent overview of MSME issues, including a discussion of international cooperation issues [UNWTO 2022g].

Box 11: Rethinking Tourism – from Crisis to transformation

“Mainstreaming tourism in the global agenda: Tourism is a driver of growth and development and needs to be included as a priority in national and international economic and development policies. Creating a level playing field for the sector is important to develop and prosper”.

“Governance of the tourism sector came under the spotlight during the pandemic. The unprecedented disruption of the sector required commitments and leadership to rethink how to rebuild back better to address the deficiencies in the sector. UNWTO recognizes the importance of rethinking tourism governance at every level, while at the same time putting systems in place to restore trust in travel and so get the world moving again”.

“To further the partnership to grow green investments in the tourism sector, UNWTO and the International Finance Corporation (IFC) launched the Green Investments for Sustainable Tourism. Seven countries participated in the pilot phase (India, Indonesia, Jamaica, Philippines, South Africa, Thailand, and Vietnam), and the initiative will continue to grow. Alongside this, a new UNWTO Investment Guidelines Series:98 Enabling Frameworks for Tourism Investment was launched to focus on investment opportunities in several key destinations”.

“Looking ahead, UNWTO emphasizes the importance of whole-government approaches to tourism reform, alongside enhanced public and private partnerships. Tourism can only deliver on its unique power to provide opportunity and drive sustainable and inclusive growth if it is given practical and economic support. The future starts now”.

Source: [UNWTO 2022h, pp. 9, 44, 51, 58].

Conclusions: Finding Solutions – Short- and Near-Term Opportunities

It has long been the case that some governments have been much more successful in integrating trade and tourism than others, for a wide variety of reasons[11]. The intense disruptions of COVID-19 on the tourism sector – along with many other aspects of our societies – brought new attention and focus, and contributed to advancing mutual understanding and cooper-

[11] This could be an excellent area for further research.

ation. Nonetheless, significant gaps still remain, as illustrated by the recent WTO LDC report (see: Box 9 above), and the current near-disengagement of the UNWTO from many WTO activities (perhaps at least partly due to budgetary limitations?).

Overall, the tourism sector needs to do much more than simply being aware of – and complaining about – policy issues! It should imperatively insist on actively participating in the creation of tourism-related aspects of government priorities and policies for infrastructure, transportation, finance, trade, investment, rural development, education, etc., as well as being fully informed about progress in trade negotiations on tourism-relevant issues[12].

Tourism ministers need to convince their trade ministers (as well as their presidents and prime ministers) to support tourism's participation in negotiations, events, etc. at the WTO; not only the tourism-related aspects of services negotiations, but also those for e-commerce, environment, development, Aid for Trade and the EIF. The continuing extremely low share of tourism in Aid for Trade financing (see: Box 4 above) shows what is at stake. At the same time, trade officials also need to look imperatively beyond their sectoral prejudices and give sustainable tourism much greater consideration. WTO and UNWTO should further increase cooperation.

To achieve better results, the tourism sector needs to be more organised at a national level, consolidating into powerful professional and stakeholder associations and using joint advocacy together with activists for regional development, MSMEs, women, youth, etc. Tourism stakeholders need to much more convincingly demonstrate their sector's economic, social and environmental importance - as highlighted above - to justify active participation in policy debates. Frequent national presentations and discussions on tourism results/objectives need to be made by tourism officials. Within national governments, inter-ministerial forums led by Presidents or Prime Ministers are recommended to ensure better cooperation and overcome inter-ministerial rivalries.

Supporting the positions and arguments of tourism policy requires timely data and statistics, which need to be better collected and presented. The tourism sector urgently needs to insist upon, and actively help create, better and more comprehensive statistics - with the UNWTO's MST initiative leading the way [UNWTO d]. The international organisations: WTTC, G20, APEC, OECD, PATA and others, as well as the World Bank, ADB, AfDB, etc., should better support these efforts. Disproving the "less sophisticated" stereotype is crucial, e.g. by highlighting tourism's linkages to high-tech sectors such as virtual reality, etc. For developing countries and LDCs, this

[12] The new UNWTO Tourism Doing Business report for Tanzania is an excellent start [UNWTO 2022i].

could include income comparisons (farming and fishing typically earns less), value-added measurements, etc. Comparisons should always be made with the most viable alternatives.

UNWTO needs to help national tourism authorities with advocacy training as required (e.g. Aid for Trade access, participation in WTO negotiations, donor negotiations, etc.), statistical improvements, etc. on a regional basis, focusing on LDCs. Tourism stakeholders need to also join with development activists to convince lagging national governments to return to UNWTO membership.

The current list of 159 UNWTO members includes some surprising omissions: major tourism exporters such as the United States, Australia, Canada, and the United Kingdom are not present [UNWTO j][13]. Membership will require building coalitions with activists and associations for the environment, development cooperation, trade, finance and investment, youth and gender, MSMEs, rural development and entrepreneurship, etc. Past country visits by the UNWTO Secretary General were often limited to the tourism sector, fortunately, this seems to be changing somewhat [UNWTO 2022j]; in any case, visits should always include trade and finance ministers.

While the UNWTO's Global Tourism Crisis Committee has evidently been effective, presumably, its current role is gradually ending. Post-COVID, the SCTD (see: Box 8 above) needs to be revived, reflecting UNWTO's leadership role in the UN system, to help ensure a more coordinated (and effective) systemic response to address non-crisis, day-to-day tourism-related issues. The previous problem of sharing SCTD expenses could probably be addressed if the UNWTO Secretary General were to make direct requests to the UN agency heads concerned, avoiding the past situation of lower-level officials not having sufficient authority or resources to make financial contributions.

Surprisingly, the UNWTO has yet to receive full Observer status for any WTO negotiating body, unlike other major multilateral organizations such as the World Bank, FAO, ITU, etc. [WTO k – https://www.wto.org/english/thewto_e/igo_obs_e.htm (23 Oct. 2022)]. Reasons behind this omission are complex and highly political; nonetheless, it cannot be allowed to continue. To a much greater extent, the trade and tourism communities need to join together to find solutions. UNWTO should quickly return to more active WTO participation, insisting on being granted Observer status (with support from WTO member governments). We need to significantly increase tourism's visibility at WTO!

High-level exchanges and events should be resumed and expanded, including WTO's return to G20 Tourism Ministers meetings, greater UNWTO participation in WTO meetings and events, as well as WTO Director

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[13] Curiously, Canada and other non-members remain active (fortunately) in the statistical work of UNWTO.

General/DDG presentations at the UNWTO General Assembly, WTO participation in UNWTO environment meetings, etc. The World Trade Organization DG/DDG presentations should also be made at WTTC [see: WTTC], IHRA [see: IHRA], etc., and annual meetings. The UNWTO website needs to better highlight G20 Tourism Ministers meetings with a dedicated webpage, rather than occasional press releases. Increased priority, exchanges and financial resources need to occur on both sides.

The ATTA [see: ATTA], IHRA, WTTC and other private-sector tourism organisations need to join in WTO business dialogues [WTO l] in order to bring greater attention and media coverage to tourism's trade-related aspects. MSMEs, accounting for the vast majority of tourism-related enterprises, also need to actively participate [WTO 2022f; WTO m - https://www.wto.org/english/tratop_e/msmesandtra_e/msmesandtra_e.htm (23 Oct. 2022)]. UNWTO should inform the WTO's Informal Working Group on MSMEs about its newly adopted "G20 Tourism Ministerial document Guidelines on Strengthening MSMEs and Communities as Agents of Transformation in Tourism" [UNWTO 2022f].

Likewise, WTO needs to rapidly increase tourism-related resources in order to renew and expand tourism linkages both within and outside the WTO (see above), and to respond to the tourism needs of its Member governments. This includes for services, environment, Aid for Trade, development in general and statistics. The current apparent bias against tourism - and the trade of services overall – must be reduced. In the face of competing demands for both resources and the prioritisation of trade issues, however, increased focus on tourism will not occur unless specifically requested by WTO member governments.

Some examples of the continuing work which remains to be done are the Aid for Trade project in Laos on e-marketing for women-led SMEs in the eco-tourism sector [T4DLaos 2021], and the current EIF project on taking tourism exports online [EIF 2022b]. Other tourism opportunities include making both the UNWTO Code of Ethics and the new ICPT internationally legally binding upon individual WTO Member governments (and subject to dispute settlement procedures in case of violations), by adding them to existing commitments in GATS services schedules[14].

As shown in extensive detail above, there has already been a huge amount of analytical work and other efforts to explain trade-tourism interdependence, via the many WTO, UNWTO, ITC, WTTC events, publications, etc. Let us not waste what has already been accomplished[15]! The

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[14] Willingness to make these commitments can be used as "bargaining chips" in other areas of WTO trade negotiations [Honeck 2011].

[15] As a first step, the publication "Tourism and Trade: A Global Agenda for Sustainable Development" needs to be updated and more widely distributed [ITC, UNWTO 2015].

most puzzling aspect is: why are the trade-tourism misunderstandings continuing and how can this be finally remedied? As the APEC tourism policy note states (see: Box 3), "To promote cross-fora collaboration in APEC, TWG members are encouraged to initiate joint efforts/initiatives between fora and share the experiences of the Guidelines".

Now is the time to break with past practices, and to make cross-fora collaborations between trade and tourism actually happen. As highlighted on the UNWTO website, "we are stronger together!"[16].

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[16] "In the face of an unprecedented challenge, the UNWTO boosts and diversifies tourism's recovery advancing partnerships with UN agencies, international organizations, the private sector and top media. We work coordinated to ensure the benefits of tourism are shared widely and fairly. Because we are stronger together!" [UNWTO k – :https://www.unwto.org/news/covid-19-working-together (24 Oct. 2022)].

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MANAGEMENT OF STATE POLICY IN THE FIELD OF SUPPORT, LAW AND PREVENTING INSOLVENCY OF TOUR OPERATORS DURING THE COVID-19 PANDEMIC AND THE WAR IN UKRAINE[1]

Dominik Borek, Andrzej Gut-Mostowy***

Abstract

Purpose. The objective of the research was to discuss the measures enacted by the Polish state during the COVID-19 crisis and the war in Ukraine for the support and protection of the market of tour operators against insolvency.
Method. Descriptive analysis based on secondary sources, mainly legal acts and data gathered by the Ministry of Sport and Tourism in Poland.
Findings. The results show the effectiveness of legal instruments enacted by the Polish government during the COVID-19 crisis and the war in Ukraine. The measures taken concern the protection of the tour operator market against insolvency. The number of insolvencies shows the effectiveness of actions taken by the state. Legal regulations in this area were discussed as part of empirical and dogmatic-exegetical research.
Research and conclusions limitations. The research was focused on activities undertaken by the minister responsible for tourism disputes in the Republic of Poland.
Practical implications. The factual measures taken in Poland can be applied by other governments.
Originality. The presented analysis and opinions are presented in English for the first time.
Type of paper. Case study.

Keywords: tour operators; SARS-CoV-2; COVID-19, insolvency protection, state policy, tourism policy.

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[1] The views expressed in this paper are those of the authors and should not be taken as reflecting the position of any authority, entity or institution. This article presents the legal status as of 25 June 2022.

Introduction

Insolvency of a tour operator, according to the *Act on Package Travel and Linked Travel Arrangements of 24 November 2017* [*Act on Package Travel* 2017], is a situation in which a given trader is unable to comply with their contractual obligations under package travel contracts concluded with travellers and to ensure covering the costs of continuing their package travel or the costs of the travellers' repatriation, or to ensure the refund of payments to the travellers made by them in respect of the package travel or part thereof [Borek 2021]. One of the main reasons for which a tour operator may find themselves in a situation of insolvency is the occurrence of extraordinary and unavoidable circumstances due to which the organiser is unable to fulfil a concluded package travel contract. Notably, the term "unavoidable and extraordinary circumstances" refers to a situation beyond the control of the party who invokes such a situation and the consequences of which could not have been avoided, even if all reasonable measures had been taken [*Act on Package Travel* 2017]. Such circumstances may cover, for example, warfare, other serious security problems such as terrorism, significant risks to human health, such as the outbreak of a serious disease at the travel destination or natural disasters such as floods, earthquakes or weather conditions which make it impossible to travel safely to the destination as agreed in the package travel contract, etc. [Directive 2015/2302]. If a package travel contract is terminated due to the occurrence of extraordinary and unavoidable circumstances, the tour operator shall, no later than 14 days after the contract is terminated, refund all payments made in respect of the contract by or on behalf of the traveller, and the traveller shall not be required to pay any termination fee. This follows directly from the regulations of the *Act on Package Travel* [2017].

The article is focused on activities undertaken by the ministry responsible for tourism disputes in the Republic of Poland. The main goal is to discuss legal measures and assess how Poland fared in the tour operator market. The results of the research show the numerous legal instruments enacted by the Polish government during the COVID-19 crisis and the war in Ukraine. In the article, an evaluation is made of the applied legal solutions from the perspective of time. The descriptive and legal analysis was based on secondary sources, mainly legal acts and data gathered by the Ministry of Sport and Tourism in Poland, and also on the authors' experience as national administration representatives responsible for the implementation of statutory regulations. Law is one of the normative systems in society - the operation of law in the sphere of social and economic life, which is tourism. The dogmatic-exegetical method was also used, which allowed to evaluate the literature on the subject and review legal regulations.

COVID-19 as an extraordinary and unavoidable circumstance

Extraordinary and unavoidable circumstances that occur globally, not spot-wise[2], are the most dangerous for tourism businesses. Their spot-wise occurrence can also be threatening for the business activity, but in most cases, there is a possibility of offering a substitute package of the same or higher quality to the traveller [Borek, Zawistowska 2020]. Extraordinary and unavoidable circumstances that occur on a global scale can result in mass cancellations of packages by travellers or by tour operators themselves. The outbreak of the COVID-19 pandemic was a global-level event. In order to save the tour operator market, the Polish state, firstly, included Article 15k in the *Act of 2 March 2020 on Special Solutions Related to Preventing, Counteracting, and Combating COVID-19, Other Infectious Diseases and Emergencies Caused Thereby – Act on Special Solutions* [2020] [Borek, Sztandera 2021]. The included regulation revised the procedure of withdrawal from a package travel contract, set out in Articles 47(4) and 47(5)(2) of the *Act on Package Travel* [2017][3]. The *Act on Special Solutions* provides that the withdrawal from a package travel contract by a traveller or its termination by the tour operator, the withdrawal or termination of which had been directly related to the outbreak of the SARS-CoV-2 epidemic, took effect, by virtue of law, 180 days after notification of withdrawal by the traveller or notification of termination by the tour operator [Borek, Świtaj, Zawistowska 2020]. The *Act on Special Solutions* lays down the rules and procedures for preventing and combating SARS-CoV-2 infections and the spread of the viral disease among humans, including rules and procedures for taking measures to neutralise as well as prevent infection sources, and cut pathways for spreading the disease. The national solution, therefore, led to the actual introduction of an additional "notice period" of 180 days as from the date of the notification of the withdrawal or termination. From a regulatory point of view, this was nothing more than the introduction of a notice period, a solution well-known, e.g. in labour law, in which a notice takes effect after the expiry of a specific period. Under the Labour Code [1974], the notice period for terminating an employment contract, either fixed-term or indefinite-term, depends on the number of years of employment by a given employer and, in principle, is as follows:

- 2 weeks if the employee has been employed for less than 6 months;
- 1 month if the employee has been employed for at least 6 months;
- 3 months if the employee has been employed for at least 3 years [Poradnik Przedsiębiorcy 2022].

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[2] Spot-wise i.e. limited to a certain area/range, etc.

[3] The procedure concerns withdrawal from a package travel contract after providing a relevant notification and after the payment refund within 14 days of the notification.

However, it should be borne in mind that in the case of an employment contract, the notice period started on the first day of the month following the month in which the notice is provided. In the case of a package travel contract, as described, the notice period started on the day following the date of the notice. After the 180-day notice period, the tour operators had 14 days to refund any payments made by the traveller. This was because, according to Article 46(6) of the *Act on Package Travel* [2017], only after the effective termination of a package travel contract did the tour operator have to give a refund of the payments made by or on behalf of the traveller no later than within 14 days as from the termination notice. Thus, as can be seen, tour operators actually refunded the payments after the expiry of 194 days of the notice of termination or cancellation of the package travel contract [Borek, Zawistowska 2021].

The European Commission has decided to initiate a dialogue on the modification of the provisions of Directive 2015/2302 [2015] in several Member States. This regarded the provision of refunds to travellers within 14 days from the date of termination of the contract. Modifications to the indicated term were introduced in Croatia, the Czech Republic, Cyprus, France, Greece, Lithuania, Poland, Portugal and Slovakia. Poland was the only country to solve the case comprehensively, because travellers were reimbursed from a special fund. In non-European Union countries, focus was on saving tour operators through restructuring measures. Such a scheme was used, for example, in Vietnam [Binh, Nguyen, D'Souza, Bui, Nguyen 2022], Thailand [Chouykaew, Jirojkul 2022], Iceland [OECD 2020], and Brazil [Barbosa 2020].

As an alternative to the payment refund, a traveller could receive a travel voucher to be used in line with the parliamentary act. The withdrawal from or termination of a package travel contract was not effective and the notice period was not running if the traveller had accepted, from the tour operator, a travel voucher for a new package to be bought within 2 years of the original package [Borek, Wyrwicz 2021]. Thus, the travel voucher could be used for 2 years (as from the original package) to pay for a new package travel. The payment deadline was the last day of the original package. For example, if a trip to Paris was originally scheduled on 14-19 April 2020, then the travel voucher expiry date was 19 April 2022. The use of the travel voucher meant concluding a new contract for a package travel that could start even before the travel voucher's expiry date. In the provided example, a new contract could be bought with the travel voucher no later than on 19 April 2022. Yet, if this was a first-minute contract, the travel could take place even in the second half of 2023. Given the above, it must be concluded that the episodic provision on the travel voucher still applies to an unknown number of cases alike the one described in the example. Travellers had, of course, the right not to use the travel voucher but to claim the refund of payments made in respect of their package travel. However, many consumers understood the position of tour operators and did not raise serious allegations.

The Travel Refund Fund

The Travel Refund Fund was established by an act of Parliament – *Act on Special Solutions* [2020]. It was ja loan mechanism unprecedented in terms of its organisation system unique in Europe [cf. Fedyk, Sołtysik, Bagińska, Zięba, Kołodziej, Borzyszkowski 2022]. The institution running the Travel Refund Fund was the Insurance Guarantee Fund (IGF). The establishment of the Travel Refund Fund has prevented many insolvencies by stabilising the financial situation of individual tour operators, making it possible for them to maintain market competitiveness [Information by the Minister of Sport and Tourism 2021]. The measure of effectiveness regarding aid provided to tour operators is the number of tour operators' insolvencies declared during the pandemic, as compared to the number of insolvencies declared in the years preceding the pandemic's outbreak in 2020 [Information by the Minister of Sport and Tourism 2021].

The statistics in Table 1 indicate that the overall number of insolvencies, as compared to the overall number of tour operators, was small and remained below 1% (about 0.2%). Moreover, there were changes in the number of entrepreneurs (due to suspension or termination of business activity, or deletion from the register of tour operators and traders facilitating linked travel arrangements).

Table 1. Number of insolvencies between 2018-2021

Year	Number of insolvencies	Number of entrepreneurs	Change in the number of entrepreneurs
2018	1 declared insolvency	4,286	-----
2019	10 declared insolvencies	4,581	+295
2020	10 declared insolvencies	4,294	-287
2021	2 declared insolvencies	4,326	+32

Source: data gathered by the Information by the Minister of Sport and Tourism [2022].

The years 2020-2021, despite the pandemic that significantly hampered tourism worldwide, did not translate into numerous insolvencies of tour operators [cf. Johann 2022]. The Travel Refund Fund worked as follows: a tour operator filed an application to the Fund for refunding, the payments made by travellers for package travel cancelled due to the COVID-19 epidemic. The refund could be sought only by tour operators who:

1) had received non-cash payments;
2) were entered in the relevant register of tour operators and traders facilitating linked travel arrangements – *Act on Special Solutions* [2020].

Similarly, a traveller seeking a refund of his/her payments made to the tour operator had to file an application with the Insurance Guarantee Fund via an IT system [Fig. 1]. The Insurance Guarantee Fund informed the tour operator of the application filed by the traveller. An application could be filed solely by a traveller who had signed a package travel contract terminated due to the COVID-19 pandemic. The application filed by the tour operator had to match the application filed by the traveller (the IT system verified this by comparing the reference points). After receiving the tour operator's application as well as that of the traveller, the Insurance Guarantee Fund assessed their completeness. After confirming the completeness and correctness of data, the Fund, within 30 days of receiving the later of the applications, verified them and checked whether money was available from the Travel Refund Fund. Within 14 days of positive verification, the payment was refunded to the traveller by the Travel Refund Fund. The system prevented swindling, ensured targeted aid and was focused on travellers to whom the refund was really due because of the SARS-COV 2 epidemic.

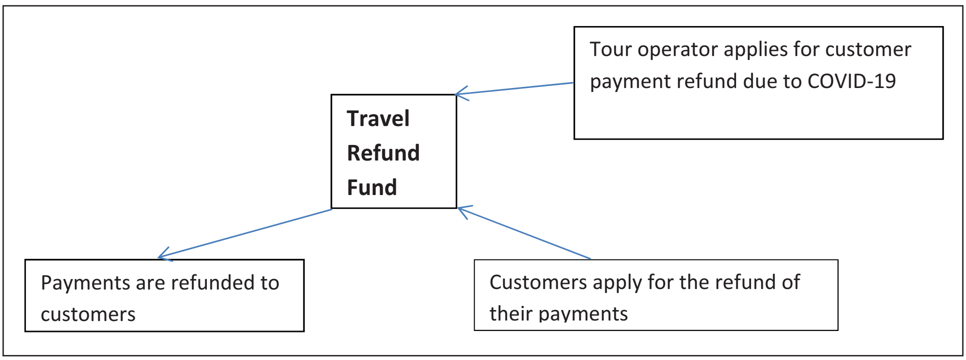

Figure 1. Operation of TRF.
Source: own elaboration based on the provisions of *Act on Special Solutions* [2020]

An additional form of verification was the mandatory initial payment of so-called "handling fees" [Fig. 2]. Within 7 days of filing their application, the tour operator had to pay the following "handling fees" to the Tourism Aid Fund (TAF) *Act on Special Solutions* [2020]:
1) deposit: 7.5% of the total value of the refunds covered by the application;
2) fee – in the amount of:
   a) 2.5% of the total value of the refunds covered by the application if it was filed by a micro-, small- or medium-sized enterprise, or;

b) 4.1% of the total value of the refunds covered by the application if it was filed by a large-size enterprise.

In practice, this looked as follows. A tour operator seeking payment of EUR 1,000,000 to travellers had first to pay EUR 75,000 as a so-called "deposit", and EUR 25,000 or EUR 41,000 as a so-called "fee". The deposit formed a part of the amount then refunded by the Travel Refund Fund (TRF) to the traveller. The fee (the second or third amount) covered the interest on the money borrowed by the tour operator, and was payable as a single payment.

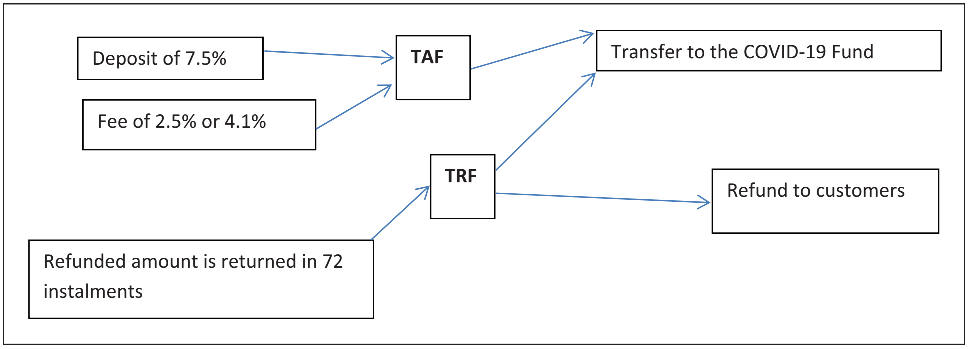

Figure 2. Operation of the TRF and TAF during COVID-19.
Source: own elaboration based on the provisions of Act on Special Solutions [2020].

The required fees increased the credibility of the tour operators who had to contribute a certain amount themselves in order to receive the aid. As can be seen in the provided example, the amounts were not small. Thus, an entity on the verge of bankruptcy would likely have a problem with this specific type of loan. However, the tour operators were in a very difficult position and economic situation due to the lack of money for refunds to customers. The interest rate proposed by the legislator was thus, very advantageous for the tour operators. It should be remembered that the aid scheme was notified to the European Commission as non-discriminatory, fair and socially and economically useful. The instrument was duly notified by EC decision of 21 September 2020 in case SA.58102 (2020/N), OJ C 326, 2.10.2020, p. 13 [EU decision 2020]. The aid mechanism offered preferential "loans" to tour operators for refunding payments made by the customers. The main feature of the loans was the payment of the refunds directly to the travellers to whom they were due from the tour operators. It is worth emphasizing that the mechanism was voluntary, i.e. the use of the aid was not mandatory.

According to the *Act on Package Travel* [2017], the tour operator was responsible for appropriate provision of all travel services covered by the contract. In the event of the withdrawal from a package travel contract by a traveller or its termination by the tour operator, the withdrawal or termination of which had been directly related to the outbreak of the SARS-CoV-2 epidemic, the tour operator could seek refund for the travellers of payments made by them in respect to the package travel. The rules and procedure concerning application for the aid were set out in the *Act on Special Solutions* [2020] [Borek 2022].

The Tourism Aid Fund

In the *Act on Special Solutions* [2020], the so-called Tourism Aid Fund (TAF) was established. It was necessary to ensure support for tour operators in future situations similar to the COVID-19 crisis. According to Article 15kc of the *Act on Special Solutions* [2020], funds gathered in the Tourism Aid Fund shall ensure the refund of payments made by travellers whose package travel had not taken place or will not take place due to the occurrence, on the territory of the Republic of Poland or the travel destination, of unavoidable and extraordinary circumstances confirmed by the minister responsible for tourism in agreement with the minister responsible for financial institutions [Legislacja 2022]. The Tourism Aid Fund was first used in connection with the war in Ukraine. The core part of its operation is an inflow account into which contributions for package travel participants are paid. The contributions have to be paid by tour operators in the maximum amount of EUR 6 per traveller [Borek, Zawistowska 2021]. The contributions to the Tourism Aid Fund will make it possible to provide real assistance to tour operators if travellers' payments need to be refunded in the future. The intention has been to develop an instrument consistent, to the greatest possible extent, with the Travel Guarantee Fund (TGF). Therefore, the contributions to the Tourism Aid Fund and the Travel Guarantee Fund [Borek 2020] are so strongly linked to one another and paid in an identical way. The Minister of Sport and Tourism, in consultation with the Minister of Finance, permitted payments from the Tourism Aid Fund aimed at supporting tour operators in connection with trips to Ukraine that were to take place after 24 February 2022. The Ministers, in accordance with the path set out in the parliamentary act, found that due to the declaration of martial law in Ukraine on 24 February 2022, unavoidable and extraordinary circumstances occurred on the Ukrainian territory, and their occurrence provides grounds for payments from the fund [UFG 2022]. The payments were possible only if the tour operator and the traveller filed applications (each of the parties separately) containing mutually coherent data that was compared in the IT system [Akhtar, Khan, Khan, Ashraf, Hashmi, Khan, Hishan, 2021]. The Insurance Guarantee Fund verified the data contained in the applications within 30 days of receiving the later of them. Applications could be filed until 8 March 2022, only in electronic form, via the Travel Guarantee Fund's website: www.tfg.ufg.pl. They had to be filed no later than 14 days following notification of the traveller's withdrawal or the tour operator's termination of the package travel contract to be implemented on the territory of Ukraine [UFG 2022]. Therefore, if the notification of the withdrawal was filed on the first possible day after the occurrence of the extraordinary and unavoidable circumstances (i.e. on 24 February 2022), the application could be filed no later than on 10 March 2022. The 14-day application filing deadline was based on the provisions of Directive 2015/2302 according to which, after the effective withdrawal from the contract, the payment had to be refunded within 14 days. In the said period, it was only possible to file an application for a refund, not to receive it. Yet, the submission of a correct application is, in fact, equivalent to the payment of the funds, which will be paid no later than within 30 days following verification and approval of the application[4]. The fact of filing the payment application within the deadline is taken into account, which facilitates handling the case in accordance with the regulations at a later stage. To be eligible for funds from the Tourism Aid Fund, a notification by a traveller of the withdrawal from a package travel contract to be implemented on the territory of Ukraine, or a notification of a package travel contract's termination by the tour operator, could be submitted between 24 February 2022 and 24 March 2022 [UFG 2022], but no later than 14 days after notification of the withdrawal from the contract. Therefore, the protection covered only package travel to take place in Ukraine after 24 February 2022. Each package had to include at least two types of travel services (passenger transportation, accommodation, renting a means of transport, or other) combined into a single programme and covered by a single price (and including accommodation [Fabiyani, Sudiro, Moko, Soelton, 2021] or lasting over 24 hours) [UFG 2022]. As a result, a flight to Lviv and subsequent bus transport from Lviv to Kiev could not be considered package travel because it was a single type of service, i.e. transportation of passengers. Similarly, the rental of a canoe and subsequent rental of a yacht is a single type of service, i.e. vehicle rental [Borek 2022]. The same regulations regarded a 5-day overnight stay in a 5-star hotel followed by a 3-day stay at a 3-star campsite, which is a single service in the form of accommodation [Anguera-Torrell, Aznar-Alarcón, Vives-Perez, 2022]. The category most difficult to interpret is the last one, called "others". An example can be entrance to an amusement park followed by entrance with a guide to a museum (these services cannot be classified

[4] As a rule, the Insurance Guarantee Fund, after receiving an application from the tour operator and an application of the traveller via the Fund's IT system, and following confirmation of completeness and correctness of data contained therein, verifies them within 30 days of receiving the later of the applications. The Insurance Guarantee Fund transfers money from the Tourism Aid Fund within 14 days of the date of the positive verification.

as passenger transport, accommodation or rental of a means of transport). The protection has not covered "1-day trips" lasting less than 24 hours and not including accommodation, or single services such as a flight to Kyiv or a meal at a restaurant in the Lviv market square. TAF is an instrument convergent with TRF, therefore, the differences in the instruments used to counteract COVID-19 and the war in Ukraine are similar. Both mechanisms deal with extraordinary and unavoidable circumstances.

Pre-Pillar, I Pillar and II Pillar

It is worth remembering that assistance from the Tourism Aid Fund was also available to foreign customers of Polish tour operators. If a package travel to take place in Ukraine had been paid for by a traveller in any currency other than the Polish PLN, the refund amount was converted into the Polish currency based on the foreign currency's average exchange rate announced by the National Bank of Poland on the day preceding the tour operator's application for payment to the traveller [TFP *Pytania i Odpowiedzi*, 2022].

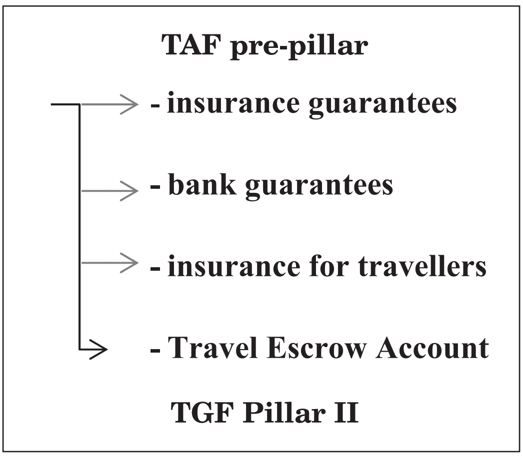

Figure 3. TAF: pre-pillar and two security pillars.
Source: own elaboration based on the provisions of *the Act on Special Solutions* [2020].

The method of assistance provision by public authorities to tour operators during the COVID-19 pandemic crisis has proven to be effective as a target solution. The Travel Refund Fund model has been introduced as a target solution in the form of the Tourism Aid Fund to be used in future emergencies. The Travel Refund Fund required notifying the European Commission because it was a state-aid instrument. The latter is permissible only if developed in an appropriate manner and implemented in accordance with EU regulations. The funds in the Travel Refund Fund were public. Thus, their transfer to travellers on behalf of tour operators constituted a form of public support, i.e. state-aid. The Tourism Aid Fund has been designed in such a way that the funds do not come from the state budget but directly from tour operators. The fund, therefore, has no features of state-aid. Consequently, the instrument does not need to be notified and provides support for future crisis situations[5].

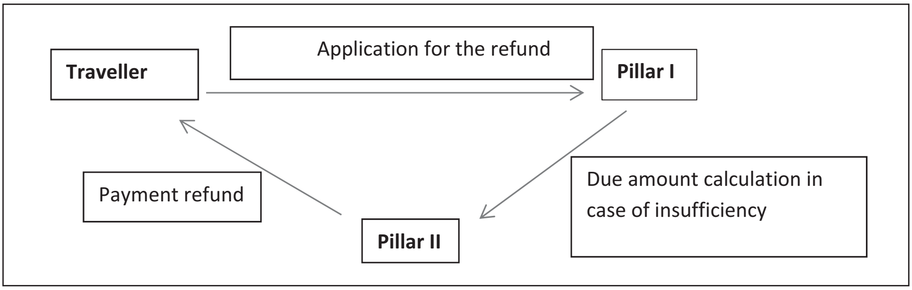

Figure 4. Payment refund with the use of Pillar I and Pillar II.
Source: own elaboration based on the provisions of the *Act on Special Solutions* [2020].

The Tourism Aid Fund constitutes a type of pre-pillar [Fig. 3 and 4]. It is launched in cases of risk that a given trader will not be able to refund the customers' payments due to the occurrence of extraordinary and unavoidable

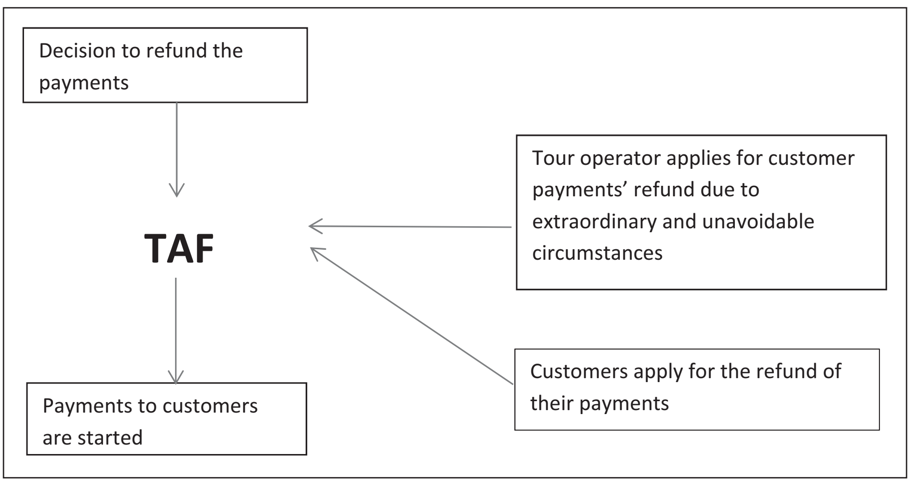

Figure 5. Operation of the TAF.
Source: own elaboration based on the provisions of the *Act on Special Solutions* [2020].

[5] Despite no obligation to notify the instrument, the EC was notified according to this procedure. Its description was included in the EC decision of 21 September 2020 in case SA.58102 (2020/N), OJ C 326, 2.10.2020, p. 13.

circumstances. Failure to refund such payments is equivalent to declaration of insolvency. To avoid such situations, the Tourism Aid Fund was launched, from which such payments are refunded to customers [Borek, 2022].

The system has been working well in the case of the war in Ukraine because no insolvency cases caused by this extraordinary circumstance have been reported. We hope that the Polish insolvency protection system in the form of the TAF as a pre-pillar, the financial safeguards as Pillar I and the TFG as Pillar II will become a model for EU solutions.

Conclusions

Nowadays, some European countries inquire Poland at to what regulations are in place in this area and how they have been implemented. In June 2022, the 1st Bulgarian-Polish Tourism Business Forum was held. During the event, discussions were held on broadening tourism cooperation with Bulgaria, also in the field of financial safeguards against insolvency of tour operators. The cooperation will find confirmation in another event to be held soon after the recent mission led by Poland. International cooperation is becoming particularly important in the difficult times of the COVID-19 pandemic and in the face of Russia's aggression against Ukraine. The Russian aggression has caused fear and anxiety among people, not only in Europe, but around the world, as well as uncertainty about the future. This directly impacts the behaviour and choices of travellers as well as the losses in tourism. The discussion of research results should be deepened, in particular, reference should be made to research carried out by other authors and solutions used in other countries. The Scientific contribution of the article and directions of further scientific research should concern the implementation of the discussed principles in other EU countries.

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TWO TYPES OF COUNTER-MEASURES AGAINST INBOUND OVERTOURISM IN JAPAN: CASE STUDIES IN KAMAKURA AND KYOTO[1]

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Abstract

Purpose. In this study, destination management organization (DMO) structure and its performance are discussed. Two leading tourist destinations in Japan, Kyoto and Kamakura, are used as a case study to illustrate the types of countermeasures against overtourism. It adheres to the traditional management theory and contingency theory, while expanding on its limitations. Then, advice is given regarding the implementation of new research on DMO structure. Based on the case study, a new DMO study direction is proposed.

Method. The context of the article concerns exploring and confirming what happened in DMOs. In this case, a qualitative research method should be appropriate, namely case study. Specifically, a comparative case study was employed because the research is synonymous with the scientific method of discovering and establishing general empirical propositions. However, in our study, the theory building aspect is important.

Findings. Based on the case study, the DMO in Kyoto was prompted to employ a new device against overtourism, however, Kamakura passed a legislation regulating entry regulations. An initial hypothesis is made and differences of their organizational structure features are discussed.

Research conclusions and limitations. DMO structure would match its performance, however, only one case study was discussed in the research.

Practical implications. Although not intended to be prescriptive solutions, the findings of this study could be used as a blueprint for DMO structure design theory. DMO structure should correspond to the kind of destinations developed.

Originality. This article advances the knowledge of designing effective DMOs. Their memberships are quite important because they influence what resources and technologies need to be selected when the DMO rationally and reasonably develops the destination.

Type of paper. Case study.

Key words: Japan DMO, DMO structure, DMO performance, case study

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Introduction

This study is aimed at developing a hypothesis regarding the relationship between structure of destination management organisations (DMO) and their performance responses to overtourism. Our research question is mainly focused on why countermeasures against overtourism differ according to DMO. Following the case study method, we introduce two types of DMO behaviour that are in contrast with bipolar solutions. Kyoto and Kamakura are two DMOs in Japan. Both are well-known destinations for international as well as domestic visitors. However, their approaches to combating overtourism are quite different, which we speculate can be attributed to different organisational structures.

The research agenda of the study is based on a fairly traditional management theme related to organisational structure and its performance [Burns and Stalker 1961; Lawrence and Lorsch 1967; Woodward 1965]. In the study, a few examples are presented of this matching hypothesis on DMOs and destination management performance, with emphasis on how the management approaches to overtourism in Japan differs. We will demonstrate a few examples of countermeasures against overtourism in Kyoto and Kamakura and formulate a proposal for the organisational structure of DMOs that could be appropriate for destination management strategies.

Since the United Nations Specialized Agency World Tourism Organization (UNWTO] introduced "A Practical Guide to Tourism Destination Management" in 2007, DMOs have become very popular around the world. A DMO is defined as a coalition of many organisations that work together to achieve a common purpose in a certain region. Its role is to integrate the varied goals of local stakeholders and drive their efforts to become a tourist destination into a cohesive strategy [World Tourism Organization 2007, p.2].

In Japan, the introduction of DMOs was slightly delayed compared to its global reputations. The DMO legislation process began in 2015. When they were first introduced in Japan, it was expected that they would act as catalysts for regional economic development. Between 2016 and 2021, 401 DMOs had been registered in Japan, with 173 nominated DMOs awaiting registration in 1,748 municipalities in 47 prefectures [Japan Tourism Agency 2022]. The primary purpose of DMOs in Japan was to re-construct the "earning potential power" in regional areas. The initial purpose behind creating DMOs did not relate directly to tourism development. That was the unique nature regarding the origin of Japanese DMOs: some of them originated from travel bureaus, while others were related to accommodation, transportation and non-profit organisations.

This fact may be related to several existing patterns of destination development by DMOs. Some develop accommodation-intense destinations, while others create historical heritage ones. These are brought about by the focus of development, which varies and depends upon the origin of the DMOs. In the same vein, the DMO's approaches to countermeasures against overtourism also vary. One DMO employed a high-tech approach (controlling visitor circulation), while another passed rules and regulations (restricted admission).

In this study, we examine two types of countermeasures as case studies, and then pose a hypothesis based on traditional management theory about organisational structure and performance to determine why countermeasures vary among DMOs. To achieve this purpose, this paper is organised into the following sections. First, in next section, we will review earlier and more recent related works, primarily involving organisational structure and its performance. In the review, we will formulate the theoretical framework of this research. Secondly, the methodology and case study settings will be introduced. We employ the case study approach in this research because the nature of the issue has been still evolving and we do not yet know the results of the countermeasures against overtourism in Japan. We will also present the inbound tourist data for Japan from the past 20 years. The data suggest the deadline by which Japanese DMOs needs to prepare a strategy to combat overtourism in Japan. Third of all, we will summarise our findings from the case study and ascertain to what extent our theoretical framework can explain the results. Then, we will discuss the theoretical novelty of our findings. Finally, we will present our conclusions and recommendations for future research.

Literature review

Our research is founded upon three main themes: the organisational structure and performance of DMOs, overtourism, and traditional management theory. Our fundamental framework is based on contingency theory, which, as described in the early works by T. Burns and G.M. Stalker [1961] and Woodward [1965], focused on the matching organisational structures and environmental conditions, including those technological. In these studies, the importance of such matching to achieve high performance is emphasised.

Given this fundamental framework, we expect that the performance of DMOs is influenced by their structures, particularly within the context of counteracting overtourism. Our model is based on such an assumption, and in subsequent sections of this paper, we will review the current scientific debate related to this topic.

DMO structure and its performance

A DMO is an organisation that has its origins in travel bureaus, municipal governments, unions of accommodation and private companies. It has its own organisational structure as well as a linkage structure to other organisations, the latter being the primary focus of previous research. P. Beritelli, T. Bieger and C. Laesser [2007] focused on the coordinating role played by DMOs. They acknowledged that while DMOs were responsible for promoting and developing tourist attractions, they lacked the authority to bring stakeholders together in a specific region. As a result, they concentrated on the integration level of DMO centrality. Based on corporate governance theory, they distinguished two ideal types of governance structure for DMOs: corporate-based and community-based. Through case studies, they found that an integrated, centrally-managed tourist destination could develop a DMO strategy that was more distinct, focused and differentiated. They also observed that decisions were made more rapidly, implemented more quickly and effectively.

In the same vein, J. Elbe, L. Hallén and B. Axelsson [2009] noted that DMOs have three types of co-operation structures: limited, moderate and broad co-operation. They recognised that the role of the DMO was to market (i.e., promote and develop attractions) in a specific region or destination. They also recognised that the DMO was deficient in both financial resources and personnel, rendering it incapable of adequately promoting and enhancing the appeal of regional tourist attractions. Consequently, a concerted effort between the DMO and local stakeholders, characterised by collaboration rather than competition, was deemed imperative for the development of competitive tourist destinations. They formulated their ideal DMO using six case studies as supporting evidence.

In their seminal study on DMOs and their performance, F. d'Angella and F.M. Go [2009] focused on collaborative tourism marketing practice, particularly the relationship between DMOs and tourism stakeholders such as hotels, restaurants, heritage sites and transportation. The DMO structure was regarded as a collaborative network. Although they defined DMO performance as minimising risks while maximising stakeholder rewards, they also paid attention to the DMO's social aspects by attempting to assess collaborative tourism marketing through the lens of stakeholder theory, particularly the relationship between the DMO and tourism firms, within the context of two comparative case studies, Barcelona and Vienna. In their study, a DMO seeks to collaborate (or "orchestrate," to use the authors' terminology) in its decision-making on design, organisation and the management of relationships in the network, on which the economic performance of both the DMO and its stakeholders depend.

These studies allow to imply that the structure of the DMO is related to its yield performance; namely, that the specific structure (i.e., corporate-based or broad co-operation) can achieve, for instance, high DMO performance. We employ this logic in this study.

Overtourism research

The problem of overtourism arises when a destination receives an excessive influx of tourists, exceeding its capacity in terms of accommodation, attractions and infrastructure. T. Mihalič [2020] regarded overtourism as the acceleration and growth of tourism supply and demand, resulting in the destruction of cultural attractions and negative impact on the destination's social and economic environments. Based on this understanding, she conceptualised the complex phenomenon of overtourism and offered suggestions for sustainable tourism that involve responsible DMO management at a specific destination. She identified two paradigms commonly employed in discussions on overtourism: one that addresses its positive impact, and the other its negative influence.

The positive impact involves conventional, optimistic thinking, which maintains an accepting attitude towards visitors and suggests that overtourism can be solved through countermeasures such as the peak-shift method, which is similar to dynamic pricing. This approach aims to disperse visitors both spatially and temporally. The notion that destinations should seek to attract more visitors by promoting their amenities is natural, given that many destinations rely heavily on tourism to drive economic growth [Dwyer *et al*. 2014].

In contrast to the negative impact perspective, the sustainable perspective implies that discussions regarding overtourism have not adequately considered the impact on regional residents and the resulting changes to both the physical and cultural environments of destinations [Viega *et al*. 2018]. In recent overtourism studies, divergence from the conventional perspective has been noted, as reducing or restricting the number of visitors from a sustainable standpoint has been proposed, acknowledging the potential for tourism to negatively affect the lives and culture of residents [Pinke-Sziva *et al*. 2019].

However, in a comprehensive literature review by A. Capocchi *et al*. [2019], it has been suggested that resolving overtourism for all stakeholders is a challenging task. While most sectors of the tourism industry exhibit a favourable economic perspective towards overtourism, residents, adopting a social perspective, tend to adopt a critical stance.

This result has implications for the role of DMOs, as it compels them to adopt different strategies. While DMOs are traditionally viewed as promotion agencies from one perspective, they can be viewed as city management authorities from the other. We will employ this conceptual framework to develop our theoretical hypothesis in the following section.

Matching hypothesis

We have identified two key findings pertaining to DMO structure and countermeasures against overtourism. Firstly, the performance of a DMO may relate to its organisational structure. While prior studies have been focused on DMO structure as comprising network linkages [Fyall and Garrod 2020], in the present study, we examine the internal structure of the DMO to comprehend the relationship between organisational structure and performance. Secondly, DMOs employ a variety of countermeasures against overtourism [Dodds and Butler 2019].

Although there are three main countermeasures – mitigation, reduction and prevention – the selection of a particular approach by a DMO is not theoretically trivial; rather, the DMO's structure logically aligns with its countermeasures. For instance, a DMO with flexible structure might tend to choose mitigation measures, while a DMO with hierarchical structure, may prefer preventive measures. As previously discussed, we propose that a matching hypothesis can be developed by using a contingency theory framework. According to findings from some recent works, unless only one factor is specified, the performance of a firm is determined by organisational factors [Gunday *et al*. 2011; Hansen and Wernerfeldt 1989]. In all of these studies, it has been suggested that organisational performance should match organisational factors, which are included in its structure. Based on this reasoning, we postulate an adaptive relationship between the DMO's organisational structure and its anticipated performance.

DMOs may have varying structures – depending on the composition of their boards, their origin, objectives and accomplishments – which could have impact their outcomes. Additionally, DMOs can also be measured by conventional structure dimensions: formalisation, centralisation and complexity.

According to J.L. Gibson, J.M. Ivancevich and J.H. Donnelly Jr [1994, pp. 496-497], formalisation concerns the extent to which expectations regarding the means and ends of work are specified, written and enforced. An organisational structure described as highly formalised would be one with rules and procedures to prescribe what each individual should be doing; that is, delegated specialisation. Centralisation refers to the location of decision-making authority in the hierarchy of the organisation. More specifically, the concept refers to delegation of authority among the jobs in the organisation (centralization – decentralisation). Complexity is the direct outgrowth of dividing work and creating departments. Specifically, the concept refers to the number of distinctly different job titles or occupational groupings, and the number of distinctly different units or departments. The fundamental idea is that organisations with many different kinds of jobs and units create more complicated managerial and organisational problems than do those with fewer jobs and departments. Complexity, then, relates to differences among jobs and units (horizontal – vertical). Employing these dimensions allows us to position the hypothesis so as to investigate traditional research approaches.

Based on these traditional understandings of the matching hypothesis, each organisation can be polarised by each dimension [Lawrence and Lorsch 1967]. In Table 1, our hypothesis is shown.

Table 1. Matching hypothesis of DMO structure and countermeasure selections

Structures	Hierarchical	Flexible
Formalisation	Specialised (rigid and rigorous)	Delegated (flexible and ambiguous)
Centralisation	Centralised	Decentralised
Complexity	Vertical	Horizontal
Origin	Travel bureau, municipal office	Companies, private organisations
Counter-measure	Regulation, rule	New technology

Source: The framework based on Gibson et al. (1994), and elements in the table by authors.

In relation to the issue at hand, it is assumed that the DMO structure and its counter-measure must logically match. For instance, a DMO with a flexible structure might tend to choose mitigation counter-measures; in contrast, a DMO with a hierarchal structure might prefer to choose preventative counter-measures.

Through a case study examining the cities of Kamakura and Kyoto, in the remainder of this paper, a discussion will be introduced and different countermeasures against overtourism explored.

Case study setting

In this section, we explicate our research methodology and present our case study, which is exploratory and conceptual in nature. The hypotheses are predicated upon the concepts drawn from contingency theory, specifically the work by O.R. Lawrence and J.W. Lorsch [1967]. With the aid of this conceptual framework, we discern the salient factors causing alignment between DMO structures and counter-measures against overtourism. The empirical aspect of our study entails an exploratory case study conducted in Kyoto and in Kamakura, Japan, which serves as a comparability counter-measure to the framework propounded herein.

Our case study is focused on the DMO Kyoto and Kamakura Municipal Government. Both are famous tourist spots in Japan, where traditional Japanese town landscapes, temples and shrines can still be seen. Prior to COVID-19 in 2020, more than 50 million tourists visited Kyoto and 20 million tourists visited Kamakura. Since 2019, therefore, it is possible that these cities have coped with overtourism. In this paper, two different counter-measures are presented – one by Kyoto and one by Kamakura – and a hypothesis is developed, explaining why such differences occur.

Our source for this study includes academic tourism literature and tourism practice surveys, newspapers, business magazines and personal contacts. The academic sources were accessed through depositories and online databases accessible via our universities' academic library service, Google and ResearchGate. In Table 2, this information is summarised, the data mainly being from 2019.

Table 2. Basic information for Kyoto and Kamakura

	Kyoto	**Kamakura**
Mayor	Daisaku Kadokawa (68)* 3 consecutive periods	Takashi Matsuo (47)* consecutive periods
Prefecture	Kyoto Capital city of Kyoto	Kanagawa 11th city out of 33 cities
Population (2022, estimated)	1,449,683	172,526
Property area (km^2)	827.83	39.67
Characteristics of properties	Inland, basin	Seaside, surrounded by hills
Location	370 km from Tokyo 43 km from Osaka	44.8 km from Tokyo 373 km from Osaka
Accessibility	Shinkansen (Super Express). Three train lines from surrounding big cities. Highways and interstate roadways.	Train line. Highway.

*: As of 2022, Mayor Kadokawa is 71 years-old and Mayor Matsuo is 49 years-old.

Source: Statistical Bureau in Japan [2023].

DMO origin and structures

As discussed above, the Japan DMO operated on a registration system. While any type of organisation, private company or NGO/NPO, and even groups, can register with the Japan DMO, they will be assessed initially as a "nominated DMO". The nominated DMO reports its activity for a year to the Japan Tourism Agency, at which point, it will be judged for promotion [Japan Tourism Agency 2021].

DMO Kyoto was founded as the Kyoto Tourist Bureau 15 years after WWII, in 1960 (legislated in 1961). The Bureau was a membership organisation and included only organisations that worked for tourism development in Kyoto in collaboration with Kyoto City, the prefecture, accommodation, transportation and several stakeholders. In 2017, the Bureau was designated as the registered DMO Kyoto, and was formally named the Kyoto City Tourism Association. Currently, the board of committee comprises mainly presidents and CEOs of private companies in Kyoto. The number of memberships reached 1,471 in 2022 and the operation budget is JPY 780 million (EUR 5.57 million) [Kyoto City Tourism Association 2018].

The organisational structure of the Kyoto City Tourism Association was expounded in a 2018 report by the association [Kyoto City Tourism Association 2018]. The structure is characterised by a small hierarchy composed of various sections. As illustrated in Fig. 1, the structure is subdivided into three levels—operation, managing and direction—with four sections responsible for marketing functions. The DMO marketing is implemented by four sections, each of which has its own function. The heritage exploitation section is primarily focused on discovering amenities that include historical as well as natural landmarks, and frequently creates new amenities, such as tourist sites, pathways and even artificial features, such as shopping centres and streets.

These developed amenities are substantiated by external relations, such as hotels, transportation or advertising companies, novelty and souvenir companies, and so on. Due to the fact that DMO Kyoto is neither a manufacturer nor a publisher, these relations are sustained through collaborative promotion and business invitation sections. New amenities are then posted by the planning and promotion section. A unique feature of DMO Kyoto's organisational structure is that it integrates these four marketing-relat-

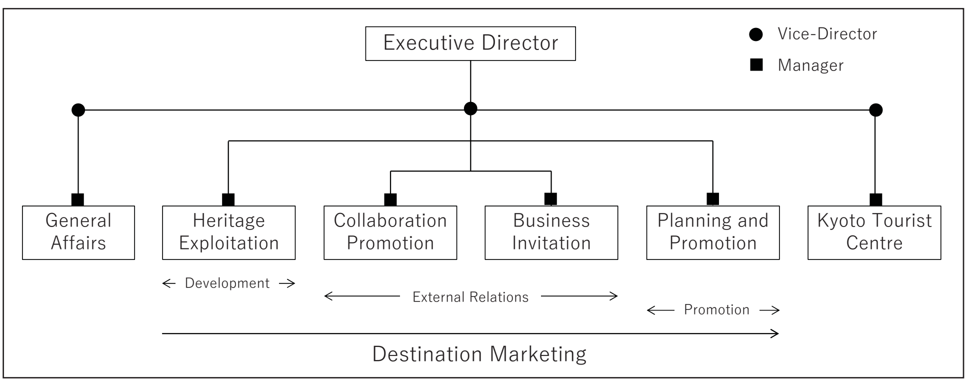

Figure 1. Organisational Structure of DMO Kyoto

Source: Organisation of DMO Kyoto, https://www.kyokanko.or.jp/history/ (date of access: 20 Jan. 2023).

ed functions under one vice-director. Because of the short communication length from on-site to director, this system is well-suited for the exploration and adoption of new technologies.

Although some groups and organisations are currently registering as nominated DMOs [Application of DMO Registration 2022], Kamakura does not have a typically structured DMO. So far, the traditional travel bureau has promoted some of the tourist spots in Kamakura. Therefore, the division of the Citizen Life Support department in the Kamakura municipal government is responsible for tourism management and, therefore, acts as DMO. Here, tourism management involves the enrolment of ordinances and rules, while implementing annual events (e.g., ritual festivals and fireworks) [Kamakura City Tourism Emerging and Promotion Centre 2009; 2010].

In Figure 2, the organisational structure of Kamakura municipal government is shown, with focus on its tourism-related departments. The entire organisation is a complex hierarchy, as it is a municipal government with more than 17 divisions. Each division has several departments, but here, we need only information about the Citizen Life Support division, which contains five departments: regional linkage, commerce and indus-

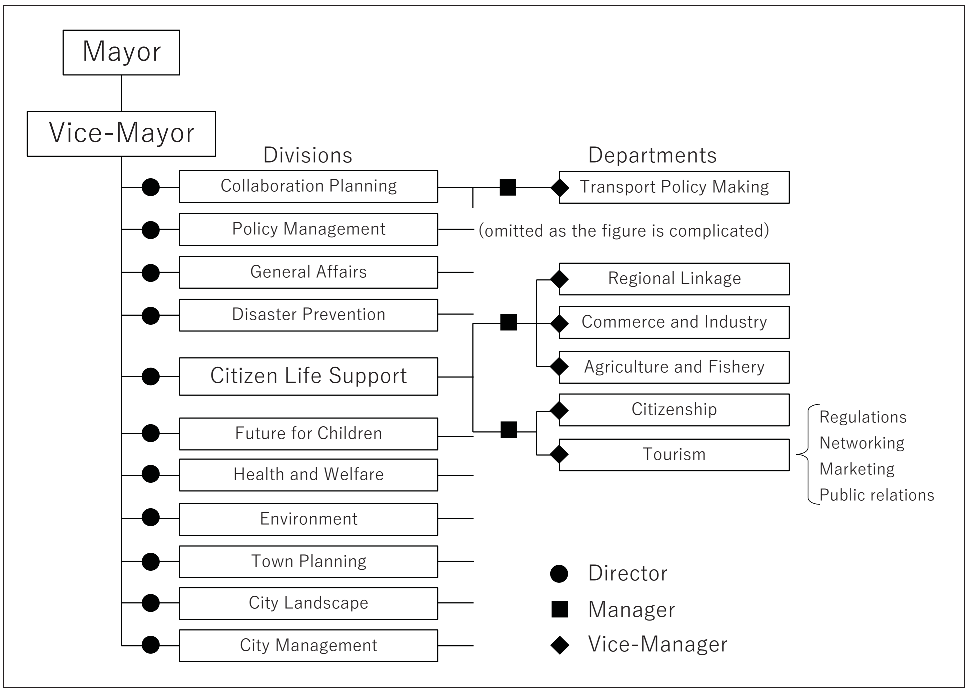

Figure 2. Organisational Structure of Kamakura Municipal Government
Source: Kamakura City [2020].
Note: Each division consists of other departments, but these are omitted in the figure.

try, agriculture and fishery, citizenship and tourism. Each department has a vice-manager who supervises on-site work. Each department is monitored by a manager. There are two managers in the Citizen Life Support division and they are overseen by its director.

This hierarchical structure inherently limits the manager's span of control and authority through the official job description. Even at the department level, all official meetings are presided over exclusively by the director of the Citizen Life Support division [Kamakura City Tourism Emerging and Promotion Centre, 2009], indicating a high degree of centralisation and formalisation. Furthermore, due to the tourism department's approach of assuming all roles as though they comprise one marketing unit, the resulting complexity is horizontally high and potentially ambiguous.

Theoretically, the differences in organisational structure between DMO Kyoto and Kamakura municipal government may result in the development of different counter-measures against overtourism. These counter-measures are reviewed in the next section.

Overtourism and its counter-measures

Overtourism in Japan was recognised around 2013, when inbound visitors exceeded 10 million (Fig. 3). One reason for such overtourism was the boom in the Chinese economy. Since 2013, the volume of inbound visitors has

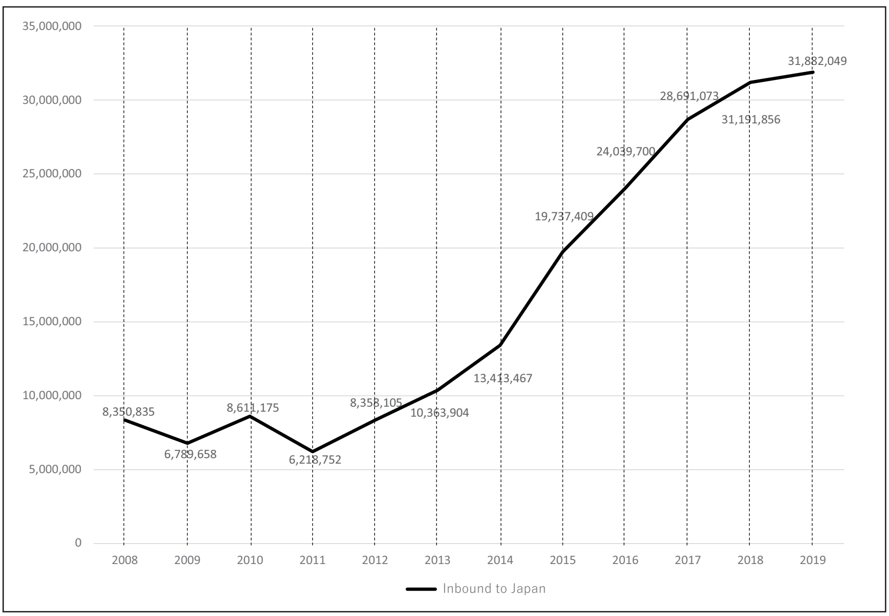

Figure 3. Number of inbound tourists to Japan
Source: Japan National Tourism Organisation (10 Aug. 2022).

grown rapidly. In just three years, the number of visitors doubled, with over 24 million visitors in 2016. As discussed above, Kyoto and Kamakura are Japan's most popular destinations, with most visitors travelling to these destinations.

In Kyoto, overtourism was recognised in 2013, when the number of visitors exceeded 50 million (see Fig. 4). Problems were initially evidenced by an increase in littering and noise from an increasing number of private accommodations, such as Airbnb. Residents complained that buses were crowded in local areas, preventing local residents from using them: the silent and calm atmosphere in temples and shrines was compromised; foreign tourists chased "*maiko geisha*" and trespassed onto private property. Visitors often violated local rules and customs [Nihon Keizai Shinbun 2019].

Kamakura also acknowledged its overtourism problem in 2013, when the number of visitors exceeded 20 million (Fig. 4). Compared to Kyoto, Kamakura is smaller city; it is surrounded by hills and is located next to the ocean. Initially, over-tourism was evidenced by severe traffic congestion. Even emergency vehicles were unable to pass quickly because of congestion on the roads.

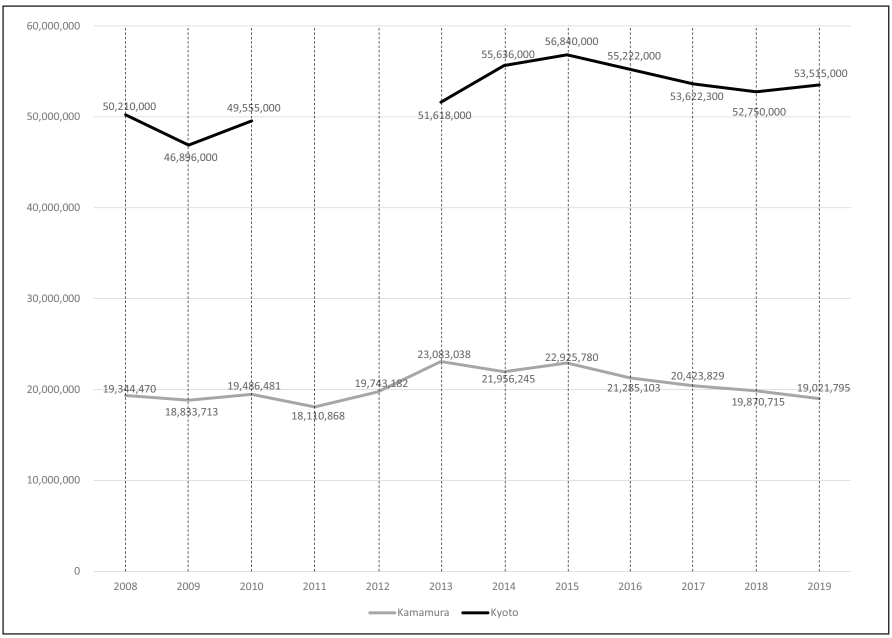

Figure 4. Number of visitors to Kyoto and Kamakura

Source: Kyoto Prefecture Tourism Division (2019);
Kamakura City Tourism Department (2022) (18 Aug. 2022).

Notice: Kyoto did not announce the number of visitors for 2011 and 2012.

One event took place in 2017 prior to the establishment of the counter-measures in Kyoto and Kamakura: the Ministry of Land, Infrastructure, Transport and Tourism announced that it had selected “Tourism and Transportation Innovation Areas” with which to experiment and implement overtourism counter-measures, such as traffic demand control, including area pricing, the use of information and communication technology (ICT), as well as artificial intelligence (AI). The objective of these measures was to create attractive tourist destinations towards the realisation of an “advanced tourism country” [Mai-Navi News 2017].

Kyoto and Kamakura were selected as areas in which to conduct experiments on area tourism congestion counter-measures, which included the use of ICT to monitor the movement of people and vehicles. Both cities were chosen because they had narrowed down the areas where they would conduct area-wide overtourism counter-measures based on local issues and past efforts.

AI learns and analyses the history of past traffic congestion and uses advanced technologies to collect data regarding the movement of people and vehicles. AI detects changes in traffic and predicts the occurrence of traffic congestion, while ICT optimises the flow of people and vehicles based on AI analysis and prediction results.

In accordance to this experience, Kyoto and Kamakura developed their own overtourism counter-measures. In Kyoto, counter-measure development was led by DMO Kyoto, which established three goals: 1) to reduce crowds, 2) to harmonise residents’ happiness and tourist utilities, and 3) to analyse the desirable level of tourism prosperity in Kyoto. The most efficient method to address the three problems was to scatter visitors to various spots and regulate the visiting time. To do so, DMO Kyoto decided to employ an AI forecasting system called “Kyoto Tourism AI” [Kosaka 2020]. This system informs visitors with three forecasts, the first of which is five-level identification of crowding at famous destinations according to time ranges. The second recommends routes based on the first forecast, which could potentially control visitors’ movements in Kyoto. The third forecast is the “concierge” function, which is expected to control Kyoto visitors by changing visiting hours.

Unlike Kyoto, the counter-measures in Kamakura were led by Kamakura city. They compared six methods: 1) scattered visiting spots, 2) private car restriction, 3) modal shift to public transportation, 4) time diversification, 5) park-and-ride, and 6) induction to the seaside and longer stays.

One experience persuaded Kamakura to choose the enrolment of visiting restrictions. As shown in Figure 4, Kamakura experienced overtourism beginning around 2013. Since that time, Kamakura has learned about road pricing policy. This policy was expected not only to reduce the number of visitors immediately, but also to act as a precautionary counter-measure against a potential influx of tourists for the Tokyo 2020 Olympic Games [Honda 2015]. However, this study was mainly led by the department of transport policy-making. The independence of these departments became one factor that delayed decision-making, which is typical in bureaucratic organisations.

In 2018, Kamakura experimented with restricted admission to the Enoshima line (train transportation). It issued a primary admission ticket for residents to take the Enoshima line from May 3rd to May 5th, 2018. The experiment was a success, and the duration was extended from April 27th to May 6th, 2019, including an increase in the number of covered stations [Ushiyama 2019]. Consequently, the number of visitors to Kamakura decreased, as shown in Figure 4. Subsequently, Kamakura decided to restrict the entry of visitors in 2018 and enacted a “nuisance prevention ordinance” in 2019.

The aforementioned case descriptions may stimulate speculation as to why the counter-measures taken by Kyoto and Kamakura differ, which will be discussed in the next section.

Findings and Discussion

In this section, we will summarise the findings of the case study and present theoretical discussion points below.

In relation to the findings, we have identified two key points that can be extracted from the above case study. First of all, the counter-measures against overtourism taken by DMO Kyoto and the Kamakura Municipal Government differ significantly. Although both have experimented with the AI tourist forecasting system, DMO Kyoto tried the system while Kamakura Municipal Government has not. One reason for this difference is that the former is a sort of private company, while the latter is a (local) government. The latter is not likely to adopt am uncertain new technology due to the precedent principle.

Secondly, there are fundamental differences in destination management. Such differences may influence attitudes towards employing counter-measures against overtourism. That is, the missions or goals, are different. While DMO Kyoto focuses on becoming the sustainable leading international destination, Kamakura Municipal Government does not. Tourism development is just one of the municipal government’s missions. Tourism is not the government’s main priority, nor is it responsible for managing it. The other fundamental differences are their scales and geographic locations, as shown in Table 3. Although Kyoto City has a larger population and covers more land than Kamakura, the number of visitors per land area (average visitor density) and per population are the reverse of what one might expect. Specifically, the number of visitors per population in Kamakura almost triples that of Kyoto. The theoretical implications of the above two findings are reviewed in the next section.

Table 3. Comparison of overtourism between Kyoto and Kamakura (2019)

	Visitors (M.)	Land (km²)	Population (1,000)	Average visitor density (persons/km²)	Visitor excess rate (Visitors/ Population)
Kyoto	53.5	827	1450	177	37
Kamakura	19.0	40	172	1301	110

Source and calculations: Table 2 and Figure 4.

Notice: Average visitor density = visitors (year) / 365 / land.

In this section, it is discussed how the above findings relate to the theoretical issue of this study: the match between organisational structure and counter-measure choice. There are two main points for the first of which it is asked whether the findings can prove the matching hypothesis. One possible answer is affirmative, as the respective counter-measure choices made by Kyoto and Kamakura seem reasonable based on the structures of both organisations. DMO Kyoto, again, originated in the travel bureau, but is now mainly organised by membership private companies. Its decision-making freedom is greater than that of Kamakura Municipal Government. For example, the development of Kyoto Tourism AI was initiated by the marketing department in DMO Kyoto, and was led chiefly by younger staff. These younger employees were familiar with new information devices; they managed them easily and did not hesitate to implement them. The relatively flat and un-hierarchical organisational structure of DMO Kyoto may have aided it in more readily choosing an uncertain new technology (here, counter-measure).

In the same vein, Kamakura Municipal Government represents hierarchical structure. Under such conditions, the decision-making process is often prolonged, not only due to its numerous responsible positions, but also its various high-level positions, where decision-making is concentrated. Decision-making freedom is low at lower levels of the organisation. Furthermore, the municipal government is responsible for maintaining laws that legally and reasonably rationalise the distribution of tax according to the principles of fairness, equality and transparency. In such conditions, as proposed by traditional management theory, budget planning tends to veer towards the precedent principle (doing what was done before). The municipal government hesitates to adopt a new counter-measure. Consequently, enacting regulations against overtourism is one reasonable counter-measure and the only method available to the local government.

However, the above interpretation is inadequate in sufficiently addressing the match between structure and counter-measure. The possibility of these matchings, being mere coincidental occurrences, cannot be disregarded.

The second point is related to the possibility mentioned above: if the matching cannot explain the previous theories, any other possible explanation should be found. Thus, it is necessary to determine whether a theory (here, still a hypothesis) exists that can explain the different attitudes towards selecting counter-measures.

One possible explanation is path dependence theory [David 1985; Mahoney 2000], which can clarify how current situations are the result of past events. The accumulation of past experiences implicitly and inevitably influences decision-making options. Hence, one possible explanation as to why DMO Kyoto selected an AI tourist forecasting system as its overtourism counter-measure is based on past experience. In 2016, prior to its experience with AI, DMO Kyoto promoted time-shift-travelling. Visitors shifted from day- to night-time visiting, with DMO Kyoto promoting "Night Kyoto" and suggesting tourist spots that were open longer and which had illuminated gardens. These counter-measures were expected to limit the attraction of various destinations in Kyoto to inbound visitors.

However, path dependence theory has not yet been formulated rigorously; conceptual ambiguity remains [Martin and Sunley 2006]. Specifically, if path dependence works, new and innovative results cannot occur. Applying this theory to our context, new counter-measures may not be chosen. When considering the adoption of new counter-measures (in general, technologies), reliance on past experience, i.e. the precedent principle, may hinder the ability to identify incentives for innovative decisions. An imperative for the development of a theory that integrates emerging technologies has effectively arisen.

Conclusions and Limitations

In this study, we present the DMOs' choice of counter-measures against overtourism in Kyoto and Kamakura. Our research was focused on the match between organisational structure and choice of counter-measure. Following the traditional organisational theory, contingency theory, it was considered the hypothesis that the respective counter-measure choices of DMO Kyoto and Kamakura Municipal Government must match their organisational structure.

Therefore, we would like to propose a new management study examining the matching hypothesis between DMO structure and its performance (here, quickness of employment the new technology). In this paper, two types of DMO structure were introduced as a case study. DMO Kyoto is mainly run by private companies, while Kamakura is run by the municipal government, and does not have an independent DMO, so far.

Although the case study can be interpreted as a plausible hypothesis, it cannot be used to test the hypothesis [Flyvbjerg 2006]; as such, we suggest the possibility that this theme become a productive item on the DMO research agenda. This is because there are differences in performance, even in financial results, among DMOs. We would expect this to be a difference in match between DMO structure and the choice of technologies. For example, it would make no sense to develop an attractive theme park at a destination already renowned for its historic and scenic spots. A DMO in such a destination can be designed as a mechanical organisation. On the other hand, at a destination without scenic spots, it is necessary to develop new amenities and create new tourist attractions.

In future work, issues related to DMO structure and its performance may be addressed. We do not claim it is the contingency theory, but it could develop into the DMO structure adaptation theory.

This study has some limitations, two of which have just been implied. Those stemmed from case study issues: generalisation and validation. However, we believe that an empirical study will test our hypothesis and possibly yield significant results. Therefore, empirical research should be conducted in the future.

Additionally, we recognise at least one limitation of this study. That is, the definition and measurements of DMO performance must be considered. In this paper, we focus on two DMOs, DMO Kyoto and Kamakura Municipal Government. However, the tourism department in Kamakura Municipal Government is not a formal DMO, but merely functions as if it were. Under these conditions, the tourism department of Kamakura Municipal Government cannot choose any other organisational structure besides hierarchy; flat- or network-organisation not being available. Nonetheless, the decision-making structure in the bureaucratic organisation depends on the types of leadership of mayors and governors. It is up to them to solve problems of bureaucracy.

Future research is paramount in order to delve into novel theoretical foundations within the field and enhance our comprehension of the intricate interplay among DMO structure, counter-measures against overtourism and performance outcomes. As diligent scholars, we are resolutely committed to undertaking this imperative inquiry, thereby making a substantive contribution to the advancement of knowledge in this domain.

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DISCUSSION, ESSAYS, SCIENTIFIC REPORTS AS WELL AS POLEMICAL AND INFORMATIONAL ARTICLES

Ladies and Gentlemen, Dear Readers.

We are pleased to inform you that by the decision of the Editorial Board, we are launching a new section in our journal – **"*Discussion, essays, scientific reports as well as polemical and informational articles*"**. In it, we intend to publish studies sent to our Editorial Office, which for various reasons (mainly formal), do not meet all the criteria that strictly scientific/research articles should meet and therefore, cannot be published in the basic section of our journal (i.e. in the first part, where we publish only peer-reviewed scientific articles). Nonetheless, we still consider these texts valuable, inspiring and serving the dissemination of knowledge and the development of scientific research in the field of tourism. We mean, above all, works that in the submitted form differ (in terms of form, structure, citation, references to literature, etc.) from the requirements for scientific articles and, as such, cannot be subjected to standard review procedures. However, we have decided that there is a certain part of popular science works (e.g. essays) that can be a good basis for open discussion, an exchange of views, and even an inspiration for future, original (innovative) studies on tourism. Such works are usually written by experienced practitioners, tourism industry experts, journalists and other people who are not academics and do not use traditional scientific techniques, who are often able to identify issues and research problems that escape research and scientific analysis.

An example of such a work is the text sent in by Max Haberstroh, which we decided to publish in this section as first, recognising that it can greatly contribute to the ongoing discussion on the directions of tourism development and research on tourism as well as tourism policy. Despite some academic experience, the author is not a classical scientist, but rather a publicist with an international reputation, being, at the same time, an expert in tourism issues concerning many tourist projects. In the work sent to us, which is more of an essay than a scientific article, he has presented many interesting diagnoses, theses and positions, sometimes rare and very brave, as well as those with which one can and should be polemicised. Although it is probable that not all theses and conclusions can be agreed with, they are certainly worth scientific consideration and inclusion in future research projects. There is also a category of articles that are mainly informative (and not analytical) in nature, containing unique (rare) information and data that are vastly significant for science and tourism research they are worth disseminating. This is the nature of the second article published in this new section of our journal. It should be emphasized that both of the above-mentioned articles – as works that are not strictly scientific articles – were not subject to review procedures, and were published on the basis of the decision of the Editorial Board.

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TOURISM: FROM REARGUARD ACTION TO VANGUARD VISION?

Max Haberstroh*

Abstract

Purpose. The aim of the study is to show the potentialities of travel and tourism on how to strengthen their impact, increase economic, environmental and social effects and demonstrate their industrial relevance in ordinary and extraordinary times.
Method. This is an essay, based upon extended documentation, expert-talks, lectures given at technical universities and 40+ years of professional experience in management positions and on assignments in more than 20 countries.
Findings. Leaving one's 'comfort zone' is a must to explore new shores – a useful idea in daily life and often a painful insight in times of crisis. We recall travel and tourism being highly affected by COVID-19, while its impact as a service industry was considered non-relevant. A nightmare and a wake-up call, too: more of the same is a no-go, rearguard action that will be useless. Instead, a strategic vanguard vision will include cross-cooperation, a change of paradigm and the enhancement of travel and tourism from a purely commercial viewpoint as a service industry to its higher purpose: Travel & Tourism (T&T) as an orchestrated cluster of multi-level communication tools, empowering T&T leaders to develop, promote and brand a country or region as 'a place to live, to work, to invest and to travel to'. Furthermore, the self-proclaimed "world's Number One peace industry" [see: *International Handbook on Tourism and Peace* 2013], is prone to play a far more important role as a recognised peace-maker on international forums.
Research conclusions and limitations. The findings represent a personal expert opinion, they will require large-scale surveys and extensive interviews to be empirically verified.
Practical implications. A more visionary leadership, cross-sector as well as key-stakeholder networking and structural amendments will be necessary; pilot projects are recommended.
Originality. The Author is not aware of any similar endeavour.
Type of paper. Discussion (polemical) article.

Keywords: sustainable tourism, UNWTO, WTTC, fragmented industry, COVID-19, comfort zone, peace through tourism, power of form, natural patterns, vision, cross-promotion, branding, cross-cooperation, cultural heritage, values, democracy.

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Leaving One's 'Comfort Zone'

There seems nothing more up to date than Heraclitus' 'all is change' adage that "you cannot step into the same river twice, for other waters are continually flowing on" – calmly, vivaciously or as hot-tempered rapids. In view of the COVID pandemic, the World Health Organization (WHO) strikes out all around: in its October 2021 'Global Covid-19 Vaccination Strategy in a Changing World', WHO determined: "For vaccine delivery, efforts need to continue and increasingly emphasize delivery approaches to implement vaccination for adults, making vaccination for the life course a reality. Since months ago we have perceived a mere crawling Covid-19". Injecting for a lifetime? Sounds like a backyard pot-junkie, outrageous!

For the time being it is interesting to see that COVID-19 and some of its once dreaded variants have been fading away from public perception, including all the desperate actions we took to keep the pandemic at bay. Occasional ups and downs were obviously reason enough to make virologists' alarm clocks ring – while the world is facing new challenges, although – to start with the Russo-Ukrainian war, sharpened social and economic crises due to high inflation and skyrocketing energy prices, an increasing number of global calamities ascribed to the effects of climate change, the physical and psychic aftermath, especially with children, of a 2-year-plus struggle of the pandemic – and a stiffening upsurge in a disastrous political leadership.

Summarising these challenges means little less than facing converging forces that could overstrain our capacities in the long run – if we maintain unable to turn around the helm. And T&T is right in the middle! Says Dr. Dagmar Pruin, Chairwoman of 'Brot für die Welt', in the No. 1 2022 magazine jointly published with TourismWatch: "Tourism must no longer be confined to regional economic policy, but will have to change to global political configuration ... Climate change and biodiversity crisis will cause shocks that are visible by now and that will question tourism much more than the present pandemic can do".

There is a basic insight: travel & tourism cannot be separated from the totality of social and economic life. It can only be seen and evaluated as part of the overall picture. Therefore, it is imperative to show our common responsibility in view of the growing impact of all the crises and their involvement in our daily lives.

Now there are indications that politicians are once again cluelessly stirring in the hotpot of virologists' and epidemiologists' varied analyses and controversial recommendations, while people keep shaking the head in disbelief about updated autumn 2022 standards to wear masks on trains and buses, but not aboard an aircraft. The situation is tightening all the more that governmental subsidies to low-income citizens and small and medium-sized enterprises (SME) are considered insufficient. Their immediate problem, however, is less the pandemic than disrupted supply chains, skilled labour shortage, high inflation and soaring energy costs.

Nobody has forgotten that during the heyday of the pandemic, government subsidies often came too late or just in time to finance mere entrepreneurial rearguard action. Besides sanatoria, special-care homes and hospitals, the hospitality sector was particularly affected. Despite certain politicians' smiley rhetoric, we experienced a calamity to both business and charity, a fatality for travel & tourism, a deadlock to socialising, and the absence of any kind of 'vanguard' vision. The difference today is that we are itching to deal with a number of add-on crises, including the war in Ukraine, unexpected and fallen out of time as it is, while reinvigorated social life during a hot summer and a warm autumn has drawn the curtain over COVID-19, leaving travel & tourism as the allegedly most beautiful minor matter in the world.

Let us take potluck with events: COVID-19 allegedly took us by surprise, last year's Afghanistan disaster, too, and Russia's attack on Ukraine even more – nothing to say about those daunting long-time signals of climate change. Have we failed to realise the symptoms or have we just become too apathetic to seek and treat their roots? Have we become totally immune to common sense?

To be sure, from the very beginning, the pandemic revealed a large amount of structural and situative government failures, namely in Germany, over a period of some 20 years or more. Nonetheless, when COVID-19 struck, many people sympathised with the authorities, as they openly admitted the alarming situation they had to handle – unprepared and short-taken.

The same holds for those natural disasters, such as the floods along the Rivers Rhine and Moselle, yet with a difference: when authorities, instead of admitting their failure of having seized preventive measures, tried to conceal and downplay facts, people's trustfulness was gone. Trainees are forgiven their dilettantism, leaders need to show professionalism.

The only really shining occurrence to cheer at were those many people, young and old, who spontaneously arrived to provide hands-on help. This may be seen as a consolation and evidence that solidarity is not dead – something that also holds for the tourism and hospitality sector, which has come to help the uprooted and desperate. Many people's readiness to help refutes today's seemingly unbroken trend towards cocooning in one's own comfort zone. A social trend, by the way, that COVID-19, the war in Ukraine and a feeling of growing uncertainty may have tightened, but did not totally cause: undisturbed for decades, today's middle-class lifestyle, enhanced by all kinds of welfare-state conveniences, has allowed us to become short-winded comfort-zone dwellers. Evoking change, yet anxious to avoid too much, we have been happy with an occasional change of scenery.

And that is actually what holidays are for – we have certainly got used to things that make a difference: the adventure tour that is offered sounds exciting, but it should not exceed a day's duration and better end up safely at the hotel bar. No risk – no fun? That is only what you think! Alike children of happy-go-lucky Arcadia, we are devoted to diversion: hypes are 'cool', speed is 'hip', selfies are fun, 'instagramable' shooting is a must, sprinting through life is 'sexy'.

Until recently, our "modern throw-away society" has been going well with the rhythm of drag-and-drop or hire-and-fire, since things were – and still are – meant to be as exchangeable as people – dangerous symptoms of advanced infantile capriciousness. It fits well to an appalling contradiction: while we, as 'millennials' or 'generation Z', voluntarily digitalise our privacy on social media platforms, a highly sensitised official approach to data protection impedes police, anyway understaffed, from effectively tracking down fraud and crime.

Alas, what we do not mind, does not matter. After all, there is social media in abundance: Twitter, Instagram, TikTok, Snapchat ... or Meta/Facebook: a click is good for friendship, another click is enough to 'un-friend'. Indeed, sometimes we would consider 'funky' a more personal friendship, but is there going to be not too much involvement? Making a commitment – being accountable – showing modesty – how corny! Party-poopers, as they are! Trendy 'influencers' are our new idols to imitate, disregarding biased reporting, standardised poses and angles – there are enough followers willing to pay.

What is up? – 'It's WhatsApp'! A nice way to freely cross seas and continents via the Internet. However, we still have a hard time to master digitisation: the 'dinosaurs' technically, the 'nerds' mentally. Our social media--dominated 'second-hand lives' may often do well without old values and virtues. Applicable to both running a care-giving home or a concentration camp, these virtues were contemptuously rated as just 'secondary' by parts of the anti-establishment generation of the 1960/70s. Who cares that honesty, integrity and accountability have been felt as if left in the attic of casual oblivion?

That held for years – until Britain's Queen Elizabeth II all of a sudden passed away, 96-years-old and more than 70 years on the throne, an icon of a past Age. Her subjects and many nations across the globe joined in mourning a highly respected and beloved monarch whose virtues of discipline, integrity, commitment and warmheartedness resounded through the country and the world, competing very much with her colourful outfit she publicly would always keep faithful to – "in order to make it easier for the waiting people to spot her", as an insider quoted. There is little doubt that one person can make a difference!

Since the 1990s the value of 'old virtues' has been like flaring up: in an effort to 'go sustainable', travel & tourism remembers nature and culture to upgrade its eco-social perception, while major companies and institutions have been sensitised to link up hard and soft factors, hold a mission statement, show their commitment to Corporate Social Responsibility (CSR), and employ a Compliance Manager – which is, ironically enough, comparable to the office of a 'censor' in the times of ancient Rome.

Back in the 1990s, free-wheeling thinkers were encouraged to make mistakes, in order to improve on them. Today, rather than applied in search of excellence, compliance has been found out good enough to enforce conformity. Entrepreneurial stringency is back again, and marketeers are just happy to see their message go 'viral'. More and more people seem to appreciate 'herd behaviour', following anything from 'mainstream' patterns to 'cancel culture'. In fact, people shy away from making mistakes. No wonder that today's real visionaries, especially those in public functions, find it increasingly difficult to make their vision everyone's cause.

The winds have changed, and the word 'authority' works a circuit. Facing challenges of global impact, people demand leadership, disfavouring long paths to make decisions – both in private businesses and the government: the way we took to combat COVID-19 is evocative: sometimes panic-stricken, sometimes hesitant, rarely consistent. Yet our approach favouring containment still competes with, say, China's uncompromising zero-COVID option that arguably fits well into the country's communist system. Still, both sides keep struggling, fluctuating between fear and hope, as global travel & tourism does.

There is an undeniable impression that fear has changed COVID-19 from a biological to a systemic challenge – now, into a so-called 'endemic' situation. Endemic means that the immunity of the population is so high that there are hardly serious cases any more. We call this 'herd immunity'. When the pandemic started, the word 'herd immunity' circulated around many countries as a possible goal to reach, in order to combat or at least contain the virus.

Sometimes technical notions are cautiously transferable, for instance, with political 'herd immunity' to target as a prevention measure against propaganda and other authoritarian temptations defying freedom and democracy. It may sound daring, but even little propagandistic doses of authoritarian governments are anything but homeopathic: they include a toxic ideological cocktail of straightened traditions, abused religion and fake news, wrapped up in a shining law-and-order mantra. This composition is prone to particularly entangle perceived losers and explains why, even in democracies, leaders are flirting or having already changed to more or less authoritarian forms of governance.

Let us not fail to ask ourselves: are we not sometimes scared of freedom? - how about our degree of tolerating other patterns of opinion, lifestyles -- and their expression, deviating from 'mainstream' templates? Is inclusion no merely wishful thinking, false labelling or a camouflage of outright ostracism to defend our own cultural 'herd immunity' we perceive endangered? Our freedom is our neighbour's freedom, after all.

On the other hand: how about our cultural resilience to fundamentalists of all kind, who, in the name of minority protection, try to impose their viewpoints upon the majority of us? Do we recognise undercurrent trends, manipulated news and biased presentations? Does our system have a 'mission statement'? Do we know it? Is it cohesive and strong enough to mobilise people, or sufficiently weak and fuzzy to bother nobody? Does our system favour natural and authentic or mainly functional authority? Are we more scared of 'leadership' or of chaos? -- Scared, scared ...! Because we do not believe any more; are we uprooted?

In terms of our social development, we are well aware that fatal processes have accelerated. Just to name a few: softening-up family structures, questioning proven values, blasting sound identities to militant 'agitations of identity', allowing 'cancel culture' to go viral against a hitherto uncontested cultural heritage, both tangible and intangible, such as historical monuments, folklore that is being attested 'cultural appropriation', ideological genderism on language and diversity, and the like. Who wonders that disorientation gradually has affected members of all social classes, and that industrialised countries in particular show widening fissures in their social fabric? Do we use tolerance as an excuse, or are we ready to stand up for our own values?

The latter will cost effort. Life tells us what counts: without efforts to reach goals, life turns shallow, and stress can be positive! Phobia shies away from even acceptable risks. However, listening to negative forecasts only, we make doomsday our anticipated ideological dogma and tolerate crazy-glue as the Last Generation's. tool to act up, while in its true sense, tolerance is a noble attitude. However, if tolerance means indifference, decadence is the outcome: law becomes relative and justice corrupt. When randomness shakes hands with arbitrariness, our culture will have ceased to be open, trustworthy or cosmopolitan. It will be reduced to provincialism, suspicion and self-content. The vogue term is 'cancel culture': ideological dogmatism, whistle-blowing and exclusion are some of its key-features. An example can be seen in China's close meshed, dreaded and unanimously stigmatised Orwellian surveillance system, based on fear and outright repression.

Democracy and a social market economy as the hub of freedom and wealth is no fast-selling item. Therefore, in order to survive, democracies will have to be militant. Thus, it is worth remembering that the way their citizens are living together "is based on conditions that the liberal, secularized state cannot guarantee" (Ernst-Wolfgang Böckenförde). We understand that these conditions, depending on the imponderable and arbitrary decisions of others, may profoundly vary from our own life concept. T&T is part of it, and vigilance is in high demand. The question 'are we leaving our comfort zone – now?' cuts the cackle.

War & Conflict vs. Peace Through Tourism – But Not Only

Although fragmented into a few thousand 'big fish' and millions of small and medium-sized enterprises (SME) and public institutions, T&T boasts itself on being the largest industry in the world – animated by ideals and committed to serve and provide enthusing travel experiences. Moreover, tourism even regards itself as the number one peace industry [*International Handbook on Tourism and Peace*, 2013]. Does T&T come up to this noble pretension?

Travel & tourism is an industry which, to a large degree, affects and is being affected by others. It must be built up and developed carefully, in order to prove resilient and not to inflict severely on the social, cultural and ecological fabric it is poised to protect. As a matter of fact, tourism needs freedom in order to create peace.

Looking at tourism's high-flying claim to promote international understanding, we may find out: at its worst, it is a fake (e.g. all-inclusive travel!), at its best, it' is an approach, and pronounced in public speeches, it is wishful thinking. It feeds the myth shared by stakeholders that prejudice would disappear, and stirs up the silent hope shared by ourselves – the travellers, that exactly this would not happen and we can afford to stand by our standardised opinions. Rather than locals, we meet compatriots on holidays. The intended bottom-up effect toward international understanding is minimal: most holiday contacts are sporadic and only casual. They fade away with time, just as travel stereotypes sometimes do. Our memory emphasizes gorgeous moments, exciting cities, dramatic landscapes and romantic sea-sides to remember – maybe without missing to add some extra colour to our holiday experiences when we meet friends. So, let us be modest, yet also underpin a certain positive long-term 'grass-root' effect of mutual understanding and respect, as travellers meet locals, have fun and learn about – and from – other ways of life and cultures.

How can we say that T&T effectively contributes to create and maintain peace? Has anyone ever heard of a substantial role that a tourism organanisation, jointly with others, has played, for instance in an effort to prevent Putin's Russian invasion of Ukraine? Or to keep, say, war-torn Afghanistan a peaceful, even tolerant country and tourism destination, about the way it used to be in the 60s?

It took decades after the war to make Vietnam resurge as an attractive travel destination, even with a communist regime in a capitalist setting (!) and friendly relations with the United States and the world. Political negotiations, business companies' networking and President Clinton's historic visit in 2000 made normalisation of government and business sector relations their key-purpose. Travel & tourism was following suit, yet preceding steps that might have shown the commitment of the World Tourism Organization (UNWTO) or the World Travel and Tourism Council (WTTC) are hard to recall.

Can we take Vietnam a daring blueprint for 'normalisation' of relations with the Afghanistan Emirate? And with Russia, after all, in the wake of Ukraine deserted by war? May we expect again, say, around the 2040s, mountain tourism in the Hindu Kush, with Islamist Talibans as friendly tour guides, or crammed tourist buses around Russia's Golden Ring, with the national airline brandishing Aeroflot's once insinuating blockbuster advertisement "I'm Natasha – fly me"?

Twenty years after the Vietnam War, Samuel P. Huntington published his political blockbuster "The Clash of Civilizations". Huntington's theory that future wars would not be waged between countries but cultures, lead to controversial discussions - and the resurgence of the "Dialogue Among Civilizations", a counter-thesis which Austrian philosopher Hans Köchler defended in 1972, in a letter addressed to UNESCO, followed by a symposium ("The Cultural Self-comprehension of Nations"), and left in oblivion ever since - until in 2007, former Iranian President Mohammad Khatami picked up Köchler's approach and initiated the Foundation for Dialogue among Civilizations (FDC) in Geneva, Switzerland, although with little international feedback. Hans Köchler's enormous efforts and ideas, widespread in academic circles, stand in sharp contrast to the low degree of public international awareness, then and now. Apparently, the proverbial academic 'ivory tower' kept upright, and no tourism luminary came up to open the gates!

Today, it seems that the world is gliding from Cold War via Cold Peace and innumerable proxy wars, right away into a fully-fledged global war zone, possibly not along Huntington's cultural 'fault lines', yet roughly along the old, familiar West-East divide. It is hard to bypass the idea that political blindness may trigger "patterns, originating in the return of events – but only for the most part", as the philosopher Leibniz said. What a bankruptcy of political creativity, ever since the Iron Curtain got holes, the Wall fell and people started travelling – from East to West.

There is another ironic thesis to these patterns: "When Man penetrates the world as a bandit, the world will enforce him to keep living as a bandit. This is the world's response, we could say, its revenge", writes Ludwig Fusshoeller in "*Die Dämonen kehren wieder*" ["The Return of the Demons" – p. 292]. Visitors who are regarded as intruders, will be treated as such, be they simple tourists, outreaching business people – or foreign armies! What can we say? 'Bye-bye to welcome culture' won't be enough, neither indiscriminate border shut-downs to halt refugees, nor condemning war attacks, or blocking war-mongers' bank accounts and excluding them from international organisations.

Is it high time to think bolder, speak harder and act tougher? Are we lining up with the 'hawks', if we plead for sharpening sanctions on the Russian intruder, providing heavy arms to attacked Ukraine, in an effort to help a friend? Or is it now the turn of good-willing pacifists to wave the banner of non-violence and negotiations with an obdurate aggressor? Anyway, it might be wise to double-check prospective sanctions, if they hurt the sender more than the recipient. What remains, however, is the unsolved problem on how to retaliate, among the shades of the atomic bomb, yet more so the old question on how to practice Christ's command to love your enemy. Ghandi tried it - his opponents were the British. Would he have succeeded against Putin?

Each war has its history, this one too, and the narrative does not follow a clear divide between the bad and the good guys, as much as propagandists may pretend. Preparing for the worst, maintaining alert, defending ourselves, helping our friends (including those in Russia!), we had better not forget about our spiritual creed and the lowest common denominator to reach the enemy: maintaining dialogue – as ambivalent as it may be – using heavy armour and the force of prayers to support our friends and help change the culprits' mindset to realising the huge benefits even for themselves, the benefits of making peace. Time for travel & tourism leaders to join in some brainstorming with politicians, walking off the beaten track.

travel & tourism: 'David' vs. 'Goliath'

Depressing news on more war and less peace should not prevent us from using flashbacks as lessons learnt, and the interrogative still seems appropriate: would the time preceding the present war situation not have justified the committed interference of travel & tourism, as ingenious attempts, with its peak organisations UNWTO and WTTC, to help renew the dialogue among the antagonists, long before bombs had fallen, visibly and forcefully, on behalf of the idea to make peace through tourism – even though not only? One might counter, what for? Were not scores of Western politicians on the knocker in Moscow, banging their heads against a brick wall? Time was tight, however, obviously too tight to correct earlier decisions. The time may be right now, with the Bali G20 Summit providing a gorgeous frame to the fissured patchwork of global leaders, to agree on a condemnatory sentence of using war as “a mere continuation of policy by other means“ (Carl von Clausewitz).

It is easy to buckle to 'Goliath'-like mighty political hardliners, to shy away from the powerful oil and gas lobbies with their illusive cross-sector tentacles, or to surrender to the notorious military-industrial complex. Nonetheless, recent experiences provide a telling argument to little 'Davids' who have caused those 'Goliaths' tremendous headache and told ourselves strong lessons: with highly motivated Ukrainians ferociously fighting outnumbered Russian invaders – and earlier with Talibans on motorbikes and much earlier with Viet-Congs in rubber sandals with kalashnikovs, fervour and local support. All of them were challenging high-tech armies, self--assured and seemingly well set up, but doubtful as they really were, fighting on foreign soil.

Is it presumptuous to say that tourism could and should assume the role of another 'David'? No, it is not - no less than the sector's proposition itself as the number-one peace industry. Communication is crucial – from the baseline upward. How many times could political controversies and public conflicts not be avoided due to communication in default? Disposing of a manifold orchestrated cluster of multi-level communication tools par excellence, travel & tourism could have a potentially strong voice to peace, justice and human dignity. The World Tourism Network (WTN) has set promising milestones: these days, with the WTN Declaration for the G20 Summit 2022 in Bali, earlier, with the 'Scream-for-Ukraine' initiative, showing the sector's solidarity with war-torn Ukraine and, last but not least, with the 'Tourism Hero' award-winning programme. These are moves prone to step out of the noble ivory tower, reaching the people. There are many of them, and they are different and often enough openly or secretly at cross with their governments, Russians included. Cross-sector communication channels should open up in joint creative and urgent messages to help stop this war.

Thanks only to Putin, and that is the top-irony, NATO re-invented itself. Witnessing this extremely pathological war between brother nations, we ask ourselves how to contribute to soon end up this war? What can the tourism sector do – against all odds? Are there already ideas on how to revive T&T in Ukraine, Russia and Belarus after the war? Should we leave it up to politicians alone to act 'out-of-the-box'?

In the case of Saudi Arabia, 'out-of-the-box' actors are royal officials seated in Riyadh, the capital. Having lived for decades in a kind of splendid isolation, the country is opening up to tourism now - and more so, as we learn, despite the abuse of human rights, discrimination of women and LGBTQ criminalisation. But there is "change on the horizon", says e-TN turbo news, evocatively.

After all, things have developed already: UNWTO runs a regional centre, and WTTC has an office in Saudi Arabia. "The Kingdom is now the center and magnet for global tourism without argument", according to e-TN. Says Ms. Gloria Guevara, special advisor to Saudi Arabia's Minister of Tourism and former WTTC President and CEO: "Money surely talks ... This is ... a fantastic opportunity, specifically when the tourism sector goes through a transition accepting Covid as a way to live and no longer as a threat".

On September 27, we were celebrating World Tourism Day. UNWTO chose the motto 'Rethink Tourism', with focus on "growth, both in terms of size and relevance". 'Relevance' is the buzzword to remember! Is there not a real chance to obtain enhanced relevance - now, with a little help from Saudi friends? It is certainly indecent and unserious to spread doubts at this early stage, and to err is human, but if free travelling and socialising is epitomised as the essence of travel & tourism, the Saudi reality may desire to keep "jumping over its shadows, with tourism in the driver seat" (Gloria Guevara), unless Peter Ustinov is rightfully quoted: "I believe in the seriousness of laughter." (Felizitas von Schörnborn: "Peter Ustinov – 'Ich glaube an den Ernst des Lachens'", 1997, by Langen-Müller in der F.A.Herbig Verlagsbuchhandlung GmbH München).

Fun and laughter are, anyhow, key to travel & tourism's otherwise serious business. All the more, the sector cannot steal itself away from political commitment and responsibility. In doing so, T&T can well be 'David', increasing its political weight to provide social and environmental cross-sector campaigns with the highest impact and symbolic rating possible. It is a way forward, a genuinely strategic proposition, focusing on 3 issues:

1. Travel & tourism: boon and bane of a fragmented industry, with its assets and contradictions;
2. The role of travel & tourism both as an outstanding service industry, yet, moreover orchestrated as a cluster of multi-level communication tools in order to enhance perception and image of the travel destination in its totality – as a place to live, to work, to invest, and to travel to;
3. Branding the ('desti-')nation: taking a close-up peek, we admit that branding is inherently authoritarian; to the benefit of a positive perception and image of our destination, we impose binding guidelines upon our corporate (political) visual identity, using technical terms from the military, such as 'strategy', 'tactics' or 'campaign', in order to be recognised! These are indeed terms that may defy our sense of a peaceful civil life. How can the authoritarian nature of branding be transmuted into a non-violent power of form?

The Non-Violent Power of Form

Modern travel & tourism originated in Europe and spread around the world. At the beginning, the basic purpose of tourism was to provide travellers with pleasant holidays at reasonable costs. In the meantime, T&T has developed itself to a sophisticated service industry, offering tailor-made travel packages including meticulously elaborated itineraries. More and more countries, regions and cities have become aware of their enhanced value as attractive travel destinations. They acted accordingly, in terms of investing in infrastructure as well as strengthening their destination marketing and branding techniques.

There is one name in Germany, who back in the ‘Roaring 1920s’, started to pave the way for a better understanding of branding: Mr. Hans Domizlaff. The ‘Master of Brands’, as he was also dubbed later, became a brilliant creator of industrial brands and interpreter of political symbolism. He projected the entrepreneurial wisdom of nature to human psychology and called it simply “*Markentechnik*”, or Branding. In the meantime, numerous experts updated procedures and techniques, but the essence remained.

What does ‘Branding’ mean? – At its best, a brand highlights customers’ ideas of a product or service, and ‘branding’ points to the process a simple label goes through to become a ‘brand’.

A glimpse of a brand is enough to become aware of the idea for which it stands. A brand offers orientation, creates identity and perception and, therefore, makes an image emerge. A real brand crystallises somebody’s entrepreneurial or political vision and mission, the purpose of his/her product or service, and in doing so, provides the most condense way to express the core-message. A strong brand owes its success particularly to a strong idea that enhances customers’ benefits, keeps its promise and thus, multiplies brand assets.

Branding aims at the very sense of ‘development’: qualitative growth, with a quantitative increase being entailed as an almost collateral asset. In the first place, competitiveness provides evidence of (potential) customers’ positive perception and its intangible result: a good image. In the second place however, it is the proven excellence of product or service that creates intangibles again: product or service recognition and finally – the distinctive brand.

Given its outstanding psychological, emotional and strategical importance, its graphical visualisation and long-term impact on identity and image, branding should be the foremost ‘guardian’ of corporate communication and implementation, yet also be given a separate subject besides marketing and promotion.

Domizlaff refers to the natural pattern: “At first, a brand is just an idea, but then it becomes a living creature, an organism on its own” (from: “*Die Gewinnung des öffentlichen Vertrauens*”/’Winning Public Confidence”). It reads like the evolutionary process of nature. The physical part, the ‘organism’, is complemented by the metaphysical part, the ‘idea’, which comes first.

In terms of National or State Branding, Domizlaff insists: “With regards to meaning, and contrary to our conventional idea of ‘rational’, form should not follow function, it ought to be an expression of the state system. The ‘invisible’, non-violent power of form could rule people much better than physical violence or restricting laws”. In fact, the ‘branded state’ reveals its form – and function, as so does the ‘branded tourism destination'. Domizlaff had a soulmate, decades later: in his futuristic architecture, the Brazilian architect Oscar Niemeyer would always prioritise form over functionality.

Natural Patterns to Follow

"A strategy of innovation is contained not in 'plans', but in the pattern of commitments, decisions, approaches, and persistent behaviours that facilitate doing new things", says Henry Mintzberg ("The Rise and Fall of Strategic Planning").

Who provides this pattern?

In view of his 19th century explorations in South America and Russia, Alexander von Humboldt serves as a shining example of looking at things from a different angle: having dedicated his life to cross-disciplinary scientific research, he ignored any distinction between natural science and humanities. He branded his book "*Kosmos*" as a composition of reason and emotion, and evoked the natural pattern as a system of best practice, both in management and architecture.

Less survival nature itself has no purpose, no goal, nor will. Attaining biological maturity, the 'natural system' follows natural fits which complement and supplement one another. It is good to remember Leibniz's admonition: "Nature has established patterns originating in the return of events, but only for the most part. (…) Being 'organic' rather than organizational, the natural system points to the deficiencies of Man's 'cocooning' tendencies to avoid risks, which, rather than acting in a more holistic way, generally follow sharply defined functions and strongly centralized hierarchical structures".

Looking at the rich biodiversity, which we ourselves are a part of, however, we may conclude that natural organism is far more apt than man-made organisation, to manage complexity and even to 'economise by creating abundance'. Admittedly, this sounds as a paradox. In all its varied abundance, nature stands for self-sufficiency, complementary impact, ecological economy, diversification and decentralisation.

As a matter of fact, nature has developed a systemic way of complementing properties between species, and an instinct that even includes co-operative elements reminding us of human 'solidarity'. When it comes to tourism, 'eco-tourism', for instance, enters a sensitive liaison with nature, following its kind invitation to let us be enchanted by its rich biodiversity, if we do not abuse it.

Travel & tourism, the industry, is well-advised to dive more profoundly into the depth of 'bionic construction and management', to apply its strategies on how to grow and flourish, to compete and cooperate and to learn how to economise by creating abundance.

Foremost Promoters of Cultural Heritage and Values

Summer 2022: War in Ukraine, refugees, energy crisis, inflation, natural disasters such as drought, wildfires and floods, and the aftermath of COVID-19, the pandemic that compelled us to hide our smiles under a strange mask for 2 years, while distancing replaced warm embraces. A scenario that made us familiar with treating unfamiliar conditions has been pending during the hot summer months – pending, but not ending. The pandemic is lingering, but autumn has turned out to be warm enough for people to spend time out; the temperature has been simply too warm for a COVID-19 wake-up call.

Instead, it is time to scrutinize the real impact of the world's largest industry, when it comes to the showdown between forces of indifference and solidarity, arbitrariness and equity, suppression and freedom. The world has become shakier, everybody feels it, and 'fragmentation' is the word that describes best the loop we feel caught in, without finding an exit.

Is 'fragmentation' an expression of 'diversity', which anyway gives us enough headache to handle? Are 'fragmentation' and SME (small and medium-sized enterprises) structures just a welcome excuse for tourism's markedly low profile, when in times of an extreme crisis, the bell tolls? Can tourism still create an effect or is it only deeply affected?

COVID-19 has been regarded as the sector's litmus test. The pandemic still reveals big gaps to fill. Travel & tourism could have made a difference, and still can do so. While due to the 'Delta' variant we were jolting once again over the COVID-19 potholes of our crumbling health-care runways, the 'Omicron' mutant turned out less tough albeit more contagious, while virologists were delivering their doomsday homilies.

Post-pandemic tourism has been planning change, but again, hardly had the familiar political pattern of missed opportunities and public restrictions started to show up, has the way to obtain and concretise 'normalcy' in private and public lives been taken by Georg Jellinek's 'Normative Power of the Factual': masks fell, pubs and restaurants opened, football stadiums filled up, open-air and indoor concerts and other social events, defying their pandemic spreader potentials, sprang up like mushrooms. COVID-19 could not have become more 'endemic'! While US economist Jeffrey Sachs' research brought to daylight that the pandemic originated in a laboratory, and the Lancet COVID-19 Resource Centre is trying "to bring the COVID-19 pandemic to a close", everyone cheered when the famous Oktoberfest 2022 took place and Cologne opened its Old Town to welcome tens of thousands of fancy-dressed enthusiasts to celebrate the roaring Carnival kick-off on the sunny day of November 11th [https://theintercept.com/ (12 Nov. 2022)].

It seemed largely forgotten that, facing the pandemic, our tourism and hospitality industry has figured among those mainly middle-class businesses that, due to their alleged 'minor-relevance' to social life, have been let down by indifferent or ignorant politicians. The question “are they the only ones to be blamed?” has been reduced to merely rhetorical in the wake of the 2022 summer-time jollies.

Just to recapitulate: in times of COVID-19, it is remarkable that, despite huge efforts to meet health regulations, Travel & tourism and the entire hospitality sector, as well as all institutions of arts and culture, sports and leisure, have been considered as ‘systemically non-relevant’, and forced to shut down more arbitrarily than others. Why did T&T not stand up adequately, demonstrating its social and economic relevance?

Maybe since long ago, tourism had already been “weighed, but found too light”. Despite alarming symptoms, we need not interpret this Biblical message as fatal as the notorious ‘writing on the wall’, addressed to the hedonistic Babylonian King Belsazar. Yet, what it insinuates is threatening enough: that tourism is simply not taken seriously! The perceived happy-go-lucky business has an image problem.

Travel & tourism is actually broken down in 2 spheres: the private sector-induced business, including e.g. travel, hospitality, pleasure and events, as well as tour agents and operators; followed by the public sector, including government or NGO organisations, tourism associations on different levels from community to national and international, as well as training and advanced training institutes. According to common sense, in our free market economies, the public sector, providing the framework for the private sector to do business, often harvests enough criticism.

We usually try to extrapolate past experiences to projections for the future. The results are determined by lag indicators. These are outcomes of actions previously taken – or not taken. However, in order to reach a healthy growth, we also need new performance drivers – new ideas, options, links, which may turn out complementary to one another. Changing the method is the only option if a different outcome is desired.

That means changing parameters to reshape the public framework for the private business sector, and our view of Travel & tourism as an orchestrated cluster of multi-level communication tools, integrated in an all-over ‘place management’. Enhancing tourism as an industry amongst others will demand a new approach to vision, mission, guidelines, strategy and operations. Depending on the importance given to sustainable tourism as the destination’s foremost promoter of cultural heritage and values, on local, regional or national levels, a (Tourism) Promotion Board will best be empowered to create cross-sector and -industry clusters, and entrusted to act as the ‘promotional flagship’, whose spearheading effects will reach out to ‘branding’ an area, city, region or country (under an ‘umbrella’ brand), in terms of ‘a place to live, to work, to invest and to travel to’.

My professional experiences in many emerging tourism destinations tell me that at a national level, a conventional ‘Ministry of Tourism’ has too often been identified as a proven loser in trying to exert influence on fellow ministries involved. A potential solution could look like this: the suggested (Tourism) Promotion Board, as a policy unit with special legal status, will be directly responsible to the Prime Minister or even the President (as the country's 'Supreme Promoter'). Such a leverage demands leadership. It would enhance the political weight of official tourism meetings at national or international stages – and the influence of the host organisation entirely. A good option may even be to upgrade, accordingly, the ailing UNWTO and WTTC (World Travel and Tourism Council) in tandem, just to name these 2 global organisations, in an effort to get them revamped and reassume leadership.

The mission of Travel & tourism is too important to be left up to worrywart bureaucrats and freewheeling business quickies. One of tourism's key-missions is anchored in the preservation of cultural heritage, tangible and intangible. A breath-taking example of architecture which has survived centuries, and regular events that have never ceased to display the region's colourful traditions, is a vivacious reminder of an impressive 'sustainability' momentum, derived from a clear, open-minded vision and a strong identification of the people, fulfilled by their cohesive mission.

We cannot but acknowledge the biological and psychological proposition that a healthy growth depends on sound roots and proven values. Only if we stand up to our cultural values and the way we live them, will we be perceived, recognised and – respected. From this point of view, T&T, and its representatives, must not stand by as merely folkloric guardians of cultural heritage, but should act as their enlightened visionaries and foremost promoters.

The following question is haunting: is it presumptuous to say that tourism, measured by its own claims, could and should help to tip the scales in favour of a better world?

Given the actual state of our society as a whole, in which tourism is embedded, it would be illusionary to give travel & tourism the capacity to trigger substantial changes in the near future. Helping 'to tip the scales in favour of a better world' would be an ambitious proposition, if not left as a paraphrase of good will – to live and let die.

However, if understood as key to shape a destination's intended perception inside and outside, and applied accordingly by both stakeholders and local people, tourism can determine a region's or country's overall identity and impact on its image – as the leading vector of an encompassing 'place marketing' – far beyond the limits of tourism promotion itself. It might take years and convincing personalities at the very top to spread the message. After all, it is about nothing less than the question on how to empower travel & tourism as a more influential industry and societal partner. Pro-active and creative leadership is mandatory in order to invigorate communication networks, overhaul conventional structures, push cross-cooperation in terms of promotion, strategy and operation. It is all about sustainability, conceived as an elementary approach to endurance, resilience and flexibility.

Co-Creating the True, the Beautiful, the Good

Sustainability has become the buzzword of anything from competitiveness to eco-friendliness. It sounds like echoing our yearning for lastingness in times that have always so much liked to capture the very moment – and now to re-capture it, as it seems that we will not get rid of the pandemic anytime soon – nor the war in Ukraine, the energy crisis and all the other evils haunting us.

Sustainability aims at getting to the roots of the problem, rather than treating the symptoms. People who speak a Romanic language refer to '*tourisme solidaire*' or '*Turismo solidario*'. The way we show up reflects our mental condition, our spirit. Sustainable tourism means responsible tourism that tries to 'catch the spirit', in life-affirming solidarity. Travel & tourism is perceived as an outstanding business sector of macro-economic diversification. Enjoying potentials to unfold, sustainable tourism – in a world of upheaval – is prone to becoming the very 'trailblazer' for the True, the Beautiful, the Good.

Until 3 years ago, prior to the pandemic, Travel & tourism offered us a golden platform to discover the world, adapted to both high- and low-budget travellers. The former were considered 'privileged' and intentional, the latter preferably labelled as 'bargain hunters', with an unerring eye for 'last-minute' opportunities. Travel destinations were opening up at a high-speed, attracting tourists by means of advertising and sales promotion – an instrumentation that was increasingly focused on selected target-groups and particular life-styles.

Until today, mass-tourism itself has been ruled by the industry that: 'standardisation, assembly and serial production' still largely characterise modern travel organisation, now supplemented and complemented by the Internet, social media and digitisation. From the cramped conditions of every-day itineraries, we switch to more of the same on our holidays, yet with different programmes, different people and at different places. We flee the masses and land in the masses. The 'seasonal trap' drags thousands to the same place at the same time, just to be elsewhere. "Loneliness, how overpopulated you are", noted Stanislaw Jerzy Lec, a Polish writer.

Three years ago, we suddenly found ourselves in the midst of the ups-and-downs of a capricious pandemic and the viruses various mutations, haunting bewildered virologists and overwhelmed governments, whose decrees to combat the virus kept swinging from distancing and wearing masks to complete business and school lock-downs. There was the bleak side: tour-operators and hotels were groaning with thousands of booking cancellations that might have been worth a foot-note over another meaning of the notorious 'cancel culture'. However, living in tourism destinations, yet maybe not mainly from tourism itself, some people even found positive sides to COVID: "It is so quiet now, lakes have become clean, there is no littering along trails, nature recovers ...". Sustainability seemed to work better without people! Too bad that people come along as service providers, tour operators, hotel owners, managers, tour guides, room-maids, receptionists, care-takers, and ... clients! Hence, the hospitality and tourism sector defends a strong approach to human dignity.

Despite the growing use of artificial intelligence and hominids, their capability as substitutes to real people is fading, as applied sciences meet humanities – when it comes to the more emotional and spiritual spheres, including mind and heart, consciousness and conscience, confidence and trust, mentality and soul. Hospitality and tourism includes elements of charity, yet it is a business done by humans for humans, and confidence as well as trust are key.

However, man-sized high-tech capacities to exploit the globe as efficiently and effectively as never before, has yielded Man's increased share of environmental degradation, species extinction, litter pollution and climate change-induced disasters. We are all aware that travel & tourism, too, has its share in this, and we should take responsibility, accordingly. Let us get started at the baseline: aware that rest and recreation are human rights, we should get used to asking ourselves whether 'tourism for all' is legitimate in the case of tools such as budget flights to fun spots, as a quasi, inherent part of our civil rights.

There is reason enough to be concerned about the Janus face of the human impact on our natural contemporaries, as amazing as it is – yet utmost scary also. In a spirit of greed, megalomania and stupidity, the verbal translation of the biblical command "Fill the earth and subdue it" (Genesis 1:28) has been perverted. The late 18th century kicked off industrialisation, and since 1960, the world population doubled to 8 billion now. Reason enough for the Dutch atmospheric chemist and Nobel prize winner Paul Crutzen to create the term '*Anthropocene*'. His indication that we are living in the 'Age of Man' was meant as an alert (it is significant today to underscore that the word 'Man' in this context stands for 'human being', namely for all of us; this used to be clear to everyone, before genderism embarked on riddling linguistic implicitness). Increasing repercussions to our failures are hard to overlook in the present world of upheaval.

Rearguard action will be useless, it is better to create our vanguard vision in a way that our partners and customers will make it their cause! In our commitment to sustainable travel and tourism, the great opportunity for us is now – in the Age of Man – to assume responsibility and 'build bridges': to link up with our bundled capabilities and our orchestrated cluster of multi-level communication tools, the talents of tourism's varied stakeholders, and to strengthen cooperation between the government sector and private business, and amongst both of them, and with the public media inside and outside Travel & Tourism – in an effort to enhance T&T to state-of-the-art standards, to spearhead cross-promotion of our city, region or country, as a place to live, to work, to invest and to travel to – and to realise and visualise our joint evolutionary mission as God's 'co-creators' of the world.

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"Being different – and evolve!"
Professional Credentials

Mr. Max Haberstroh disposes of 40+ years of professional experience in tourism management and development. He has worked both in Germany and abroad, including organisations in South America (Amazon Cooperation Treaty Organization), Africa/Indian Ocean (Conservation International), Russia (Volga-Don Association), Eastern Europe/Balkans & Caucasus, Ukraine, Central Asia Silk Road countries and China (German Technical/International Cooperation – GIZ, and Centre for International Migration and Development – CIM), Middle East and South-East Asia (German Foreign Office).

Mr. Haberstroh has profound experiences with public tourism bodies and Public-Private Partnership initiatives re. tourism development on senior management level *(Tourism development planning; Tourism sector regulatory reform; Tourism services and value chain analysis; Eco-tourism development; Community mobilisation and training; Skills development; Communication and visibility).* Besides different lead consultancies he held the functions of a Tourism Director and Marketing Manager for Destination Management Organizations in Germany (i.e. Nuremberg Convention and Tourist Office) and the Director of Training and Advanced Training of the German National Tourist Board. Mr. Haberstroh entered his international career in the mid-1970s, as an assistant to the German Foreign Office (Administrative Attaché), as he worked at embassies in Vietnam, Laos, Thailand, Singapore and Iraq, and later as a journalist on a press trip through South-East Asia.

A member of the German Federation of Journalists (Deutscher Journalistenverband – DJV), Mr. Haberstroh has published numerous articles in tourism trade magazines, both in print and online. He currently publishes online articles, essays, interviews for WTN/e-TN. He held lectures on intercultural communication at Biberach University (Baden-Wuerttemberg, Germany).

Mr. Haberstroh is a highly qualified, polyglot team-worker, *with broad experience in marketing/promotion, institution building, good governance and policy developing*. He has elaborated schemes in view of establishing or overhauling management structures, organizing interdisciplinary and cross-sector working groups ('Creative Circle' workshops), and coordinating all the activities involved.

His visionary approach has been focused on 4 topics: (1) Integrated Brand management (Corporate Identity, mission/vision statement), (2) impact of travel & tourism on economy, environment and society/culture, (3) the proposition of peace through tourism, (4) Cross-Industry cooperation (i.e. linking Sustainable Travel & Tourism with Renewable Energy).

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NATIONAL TOURISM ADMINISTRATIONS AND OTHER TOURISM POLICY INSTITUTIONS IN OECD COUNTRIES AND PARTNER ECONOMIES

Wiesław Alejziak*

Summary

This article is mainly informative and contains the most important data on organisations responsible for the creation and implementation of tourism policy in the structures of government administration in 57 countries from different parts of the world, including 38 countries belonging to the OECD and partner economies (countries) of this organisation. Most of the information (concerning 50 countries) comes from the *OECD Tourism Trends and Policies 2022* [OECD 2022] report[1], which was released on November 30, 2022, and was prepared on the basis of data sent by relevant institutions from individual countries[2]. These circumstances make the information provided in the article probably the most up-to-date regarding the functioning of organisations acting as National Tourism Administrations (NTAs) in countries that play a key role on the international (global) tourism market. It is estimated that they, in total, account for about 70% of the entire potential of world tourism, regardless of the metrics used to measure this potential, i.e. whether it be analysed through the prism of arrivals or departures, domestic or foreign tourism, income or expenses, number of tourist and tourism-related companies, employment, etc., the majority of tourism-related activities are concentrated in OECD countries. The aforementioned report, in which the objectives and priorities of tourism policy were analysed, and examples of specific activities and practices from individual countries were provided, is a study that not only allows to confirm opinions about the high tourism recovery challenges and the outlook ahead, but in it, the need for co-ordinated, forward-looking policy approaches to set tourism on a path to a more resilient, sustainable and inclusive future is also highlighted [https://www.oecd.org/cfe/ tourism/oecd-tourism-trends-and-policies-20767773.htm]. Due to the above, in this article, only a narrow range of issues raised in the report is presented, focusing on the issues of organisations, briefly referred to as NTAs, as responsible for the creation and implementation of tourism policy in individual countries. The role of the OECD itself is also better understood, its presentation preceded by a short description of the Organisation for Economic Co-operation and Development itself and the impact of its activities on the development of tourism in the world, as well as the main goals and tasks that are set for organisations performing NTA functions in their countries.

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[1] This report was produced by the OECD Center for Entrepreneurship, SMEs, Regions and Cities (CFE), as part of the work programme of the OECD Tourism Committee. This was carried out in co-operation with the EU. Online: https://www.oecd.org/cfe/ tourism/oecd-tourism-trends-and-policies-20767773.htm, p. 4.

[2] Information on additional 7 countries comes from the World Travel & Tourism Council publication published a few years earlier [WTTC 2015].

Introduction

Recently, tourism and tourism policy in virtually all countries of the world have faced great and largely unexpected challenges. This applies especially to the last 2-3 years[3], when after several decades of an almost uninterrupted dynamic development of tourism, there was a real downturn in this industry, caused first by the COVID-19 pandemic, and now by Russia's attack on Ukraine and the global effects of the resulting war. Different organisations and various researchers are trying to predict how tourism will cope with these new challenges, which is reflected in a large number of publications, reports and forecasts outlining different scenarios in this regard.

At the end of 2023, the previously mentioned OECD report [2022] was published, which can be considered particularly interesting and worth analysing in terms of tourism policy. It is a study providing not only reliable analyses of the current state and trends considering tourism policy in over 50 countries (mainly OECD members and so-called partner economies of this organisation), but also identifying the most important challenges for tourism, the policy aimed at its reconstruction as well as development in the face of changes caused by the COVID-19 pandemic and the actions of countries related to it. The analyses contained in it are conducted from a global perspective and are focused on the future, strongly emphasizing the need for international cooperation and coordinated approaches to tourism policy on such a scale. It seems that without such extensive, integrated actions, it would be difficult to direct tourism towards a path of development which would be more resilient, more sustainable and more inclusive.

The content presented in the quoted report fits well into the thematic issue of "Folia Turistica" journal devoted to the broadly understood tourism policy. Recommending that one should read the entire report, which contains greatly interesting content and references to the title of this special issue of the journal, *Tourism Policy. From the postulate of unstoppable growth to the imperative of sustainable development: Are the tourism sector and tourism policymakers ready for a reset?*, this article presents only selected threads concerning organisational structures that clearly show the ways in which tourism issues are constituted and located in the administrations of individual countries. Due to the solely informational nature of the article, broader descriptive analyses and interpretations have been abandoned and limited only to showing the diagrams and leaving the issues of analyses as well as possible conclusions to the readers.

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[3] That is, the 2020-2022 period and the first quarter of 2023 (this issue of the "Folia Turistica" journal is being published in June 2023).

Organisation for Economic Co-operation and Development (OECD)[4]

The OECD is one of the most important international organisations with a global reach, the primary goal of which is to promote policies aimed at achieving the highest possible sustainable economic growth, employment and living standards in member and partner countries and, in general – as stated in the organisation's mission given on the official website – "… to shape policies that foster prosperity, equality, opportunity and well-being for all" [https://www.oecd.org/about/]. The OECD tries to achieve these objectives by undertaking joint actions for balanced economic development and promoting the development of world trade, based on multilateral non-discriminatory principles, in accordance with international obligations [https://www.gov.pl/web/edukacja-i-nauka/oecd-organisation-of-economic-cooperation-and-development2]. The OECD was established in 1961 on the basis of *the Paris Convention* of December 14, 1960. It is worth adding that the predecessor of the OECD was the Organisation of the European Economic Community (OEEC), which was established on April 16, 1948 to administer American and Canadian aid for the reconstruction of Europe after World War 2 – the so-called Marshall Plan. At the end of the 1950s, steps were taken to transform the OEEC into an organisation with much broader tasks, leading to its transformation into the OECD, which is still operating today. The new organisation began its activities on September 30, 1961, and its members became members of the former OEEC, as well as the USA and Canada. The OECD headquarters are in Paris.

Membership, authorities, organisational structure

Originally, 18 countries belonging to the OEEC and, as already mentioned, the USA and Canada, were members of the OECD. Later, other countries joined the organisation (including Japan – 1964, Australia – 1971 and New Zealand – 1974). Currently, the OECD, which is sometimes called the "Club of the richest countries in the world" [Borne, Doliński 1997, p. 162; Kachniewska 1998, p. 11] includes 38 countries: Austria, Australia, Belgium, Canada, Chile, Colombia, Costa Rica, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Israel, Italy , Japan, Korea, Latvia, Lithuania, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, Slovak Republic, Slovenia,

[4] The characteristics of the OECD presented in this section of the article are largely taken from the work by: Alejziak and Marciniec [2003, pp. 106-112], which was supplemented with selected, up-to-date information on the activities of this organisation.

Spain, Sweden, Switzerland, Türkiye, the United Kingdom and the United States [https:][5].

The most important organ of the organisation is the OECD Council, which is made up of the heads of the member states' permanent representations. The Council is assisted by an Executive Committee that implements its decisions. On the other hand, day-to-day support for various OECD bodies is provided by the Secretariat, which consists of 11 substantive, 5 administrative and technical directorates. It is headed by the Secretary General, who is appointed for a 5-year term. The fact that the OECD alone employs over 2,000 people proves the size and importance of the OECD.

The activity of the OECD is largely based on the functioning of auxiliary bodies, including, in particular, various types of committees. Two basic types can be distinguished: general (e.g. Development Assistance, Technical Cooperation, Economic Policy) and sectoral committees (Trade, Maritime Transport, Industry, Energy, Agriculture, Tourism, etc.). The activities of the committees cover almost all spheres of activity that have impact on development, both global and regional (in total, there are about 150 industry committees and working groups). Tourism in the OECD has an important role and a special industry committee.

The OECD Tourism Committee is an institution acting as an international forum for coordinating tourism policy. It has been operating continuously since 1948, so it still functioned as part of the OEEC. On the Committee's website, we can read that [https://www.oecd.org/cfe/tourism/oecd-tourism-committee.htm]:

> The Committee provides policy-makers with a concrete analysis of key challenges and policy responses that will shape tourism in the years to come. The Committee actively promotes an integrated, whole-of-government approach linking tourism to policies such as economy, investment, transport, trade, inclusive growth, employment, innovation, green growth, local development, SMEs and entrepreneurship. The Committee also supports work on tourism policy performance and evaluation through its tourism policy reviews. The Committee is expanding its global reach by co-operating closely with Partner countries and by deepening its engagement with the private sector. The aim is to more effectively share knowledge, good practices and contribute to shaping global debates on tourism. The Committee has a strategic partnership with the

[5] Poland became a full member of the OECD on November 22, 1996. Since 2010, eight new countries have joined the OECD. The most recent countries to join the OECD were Colombia, in April 2020, and Costa Rica, in May 2021. On 25 January 2022, The OECD Council decided to take the first step in accession discussion with 6 candidate countries to OECD Membership – Argentina, Brazil, Bulgaria, Croatia, Peru and Romania [see: The OECD Council 25 Jan. 2022 – https://www.oecd.org/newsroom/oecd-takes-first-step-in-accession-discussions-with-argentina -brazil-bulgaria-croatia-peru-and-romania.htm]. Accession Roadmaps for Brazil, Bulgaria, Croatia, Peru and Romania were adopted at the Council meeting at Ministerial level on 10 Jun. 2022. Conversations regarding the next steps with Argentina are on-going.

> European Commission, and has a long-standing history of co-operation with other organisations such as the World Tourism Organisation, the United Nations Environment Programme, International Labour Organisation, and the Asia-Pacific Economic Cooperation. Examples of projects which have benefited from international co-operation include the Tourism Satellite Account, the travel visa facilitation agenda, the 10YFP Sustainable Tourism Programme [6]and the work on supporting quality jobs in tourism.

The activity of the Tourism Committee consists mainly in coordinating international tourism policy in close cooperation with other committees of the organisation. This has been the case particularly since 1971, when a special Tourism Working Group was established within the Committee, the task of was to develop the foundations of the organisation's long-term tourism policy. At that time, the group set 3 basic goals and tasks, focusing on the following issues [Łazarkowie 2002, pp. 90-91]:

- control of policy and structural changes that affect international tourism, both inside and outside the OECD area;
- liberalisation and facilitation of tourism and related sectors of activity;
- researching various aspects of tourism development and publishing the results of these studies.

From the very beginning, the OECD Tourism Committee has been actively working to liberalise international travel and related trade, combating all forms of protectionism, both in tourism itself and related sectors. Already in the 1980s, together with the OECD Trade Committee, it actively participated in the Geneva discussion on services, providing relevant data not only on tourism services, but also on services directly or indirectly related to it (telecommunications, banking, insurance, etc.). These activities brought measurable effects in the form of creating the General Agreement on Trade in Services (GATS) in 1994 and the integration of tourism issues into the activities of the later established World Trade Organisation (WTO).

The most important initiatives and activities of the OECD regarding tourism policy and their effects on the functioning of the international tourism market

Various OECD initiatives and activities are addressed both with regard to the economic and social aspects of the lives of millions of people around the world. For over 60 years, this organisation has been creating rules and instruments for carrying out policies in virtually all spheres of the global

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[6] 10-Year Framework of Programmes on Sustainable Consumption and Production Patterns (10YFP). Online: https://www.unep.org/explore-topics/resource-efficiency/what-we-do/one-planet-network/10yfp-10-year-framework-programmes.

economy. As far as tourism is concerned, a particularly important role was played by so-called liberalisation codes, including, in particular: *the Code of Liberalisation of Capital Flows* and *the Code of Liberalisation of Current Invisible Transactions* (covering the issues of cross-border provision of services), as well as *the National Treatment Instrument*, concerning rights for enterprises with foreign capital from member states [Łazarkowie 2002, p. 93]. These codes contain the basic principle that residents of all OECD countries should have the same freedom to do business in a country as its residents. However, some countries have prepared national treatment exclusion lists, according to which they reserve the right to treat foreign companies separately. With regard to tourism, certain restrictions concerned, for example, the activities of travel agencies, which in some countries could only be run by residents living in them (e.g. Canada) or could only operate if they were established in a given country (e.g. Belgium)[7].

In addition to the liberalisation codes, two other documents were also of great importance for the development of tourism: *The Decision – Recommendation of the OECD Council on International Tourism Policy* and *The List of Measures Perceived as Obstacles to the Development of International Tourism*. The first of them concerned, *inter alia*, the conditions of travel in OECD countries, particularly, administrative formalities in this regard. The second gave a detailed indication and description of the most important barriers faced by travellers and enterprises operating in the tourism sector in OECD member countries [Kachniewska 1998, pp. 10-12].

Since the service sector is a relatively underdeveloped branch of statistics, the OECD is constantly striving to improve tourism statistics and to standardise reporting in this area (especially the special Working Group on Statistics, established in 1971). The organisation developed and approved a document in the form of *OECD Guidelines for a Tourism Satellite Account*, which was presented for the first time in Ottawa in June 1991. In it, ways are presented of recalculating and standardising data on production, consumption, added value and the level of employment in the economy. It has been updated and improved many times, and its current version - developed in cooperation with the World Tourism Organization and EUROSTAT, as well as the United Nations Statistics Division – is available at: .

The OECD regularly reviews national tourism policies in member states. These activities are aimed at: deepening the mutual understanding of current issues falling within the competence of tourism policy, identifying gaps and faults, but also promoting good solutions in national tourism policy programmes. This whole work leads to the creation of very valuable information that has its overtones in decisions made. These decisions have

[7] In Norway, the condition for obtaining a license to run such an office was being in the country for at least 2 years [Cf. Łazarkowie 2002, p. 93].

resulted in, among others: developing partnerships in the private sector, increasing the importance of environmental issues in the formulation of policy principles, recognising the role of local authorities in the processes of tourism organisation and management, and of the broader application of macroeconomic indicators in determining the directions of tourism development. To further deepen knowledge on these topics, the OECD organises regular discussions on key topics related to the role of governments in tourism in the form of international conferences. An example is the conference "Future Challenges for Tourism Policy" held in Mexico in 1996, during which an analysis of changes in governmental organisations and non-governmental structures managing tourism was conducted, defining scenarios for the future and trying to create projections of future tourism policy models. Looking from the perspective of more than two decades that have passed since then, it should be said that they turned out to be largely accurate, which is confirmed, i.e., by the information contained in the *Tourism Trends and Policies* – 2022 report, as well as other content presented in this article.

National Tourism Administration (NTA) as the main creator and implementer of tourism policy

Tourism is a phenomenon that requires coordination of activities carried out in various sectors of the economy and at various levels of management, as well as solving many problems generated by tourist arrivals (especially when their number is large and leads to so-called overtourism). Therefore, the development of tourism must take place in a planned manner, and the best way to achieve this goal is to carry out a tourism policy. Countries and areas where tourism has been allowed to develop in an unchecked manner (i.e. where tourism policy has not been pursued or has been conducted ineffectively) almost always experience social, economic, ecological, cultural and even political problems. On the other hand, a conscious tourism policy, implemented by specialised state institutions, in consultation with the private sector and local governments, allows such problems to be avoided. Therefore, the majority of countries in the world have had their own tourism policy for a long time [Jefferies 2001][8].

Tourism, and consequently tourism policy, have different meanings and varying positions in the structures of administration and state management, which means that in different countries, they may be subject to

[8] It is also worth adding that, to some extent, other entities of the tourism market also implement their tourism policy, including international organizations or large tourism concerns, tour operators, airlines, hotel chains, etc. [Alejziak 2011].

different ministries and government agencies, which are often referred to as national tourism administrations (NTAs)[9]. Although state institutions play a key role in the implementation of tourism policy, their effectiveness depends, to a large extent, on cooperation with local governments and the tourism industry. The basic types of state institutions and bodies that are necessary for the proper functioning of the tourism sector can be divided into the following groups [Wodejko 1997, p. 171]:

- state legislatures;
- central, non-tourist state administration bodies (e.g. ministries of communication, environmental protection, foreign and internal affairs);
- national tourism administration (NTA and NTO);
- advisory bodies of state and tourism administration;
- tourist economic bodies;
- tourist social organisations.

A distinct administrative apparatus, called the tourism management system, is always responsible for the overall development of tourism in individual countries. It is a group of logically related institutions and organisations at central, regional and local levels, which are responsible for tourism issues. They further affect the actual sphere of processes taking place on the tourism market. The basic elements of such a system can be analysed at various levels of administration and management, but 3 basic levels of such a system are usually distinguished: central (national), regional and local. Each of them has one or more organisations with specific powers used for shaping tourism policy.

Even though the final shape of tourism policy is influenced by many different governmental organisations[10], currently, in most countries of the world, the basic structure of the central level of the tourism management system consists of 2 organisation types:

- **The National Tourism Organisation (NTO)** is most often a specially appointed non- or quasi-governmental institution responsible for all marketing activities including, in particular, promotional activities. This activity is carried out mainly at a national level, but NTOs cooperate closely with regional and local organisations in this field. By taking over specific functions, tasks and instruments from the central state administration bodies, they become part of the central tourism manage-

[9] D. Jefferies proposes the introduction of a new term to the tourism terminology – Official Tourism Administrations (OTA), which would apply to all organizations involved in the implementation of tourism policy at the national level [Jefferies 2001, p. 10].

[10] For example, a review of the involvement of government institutions in tourism, carried out in the early 1980s by J. Kosters, showed that "... there is not a single department in the entire Dutch government apparatus whose scope does not concern tourism to a greater or lesser extent, although basically one only the ministry is responsible for tourism" [Cit.: Ostrowski 1981, p. 46].

ment system (examples of such organisations may include, for example, the German DZT, Italian ENIT, Spanish TOURESPANA or the Polish Tourist Organisation). National Tourist Organisations bring together representatives of the majority of interested parties and entities operating on the tourism market, specifically including: government administration, local governments, economic self-governments in the tourism industry (tourism and hotel chambers as well as associations), social organisations, tourist associations, etc., tourist promotion, and in many countries the scope of their activities is much wider. In their activities, they must closely cooperate with National Tourist Administrations (often directly or indirectly reporting to them), which are usually ministries responsible for the overall development of tourism and the tourism policy pursued by a given state.

- **National Tourism Administration (NTA)**. Organisations performing this function play a fundamental role in the entire system of tourism management and the implementation of the state's tourism policy. It is created by the central government administration bodies to which the issues of tourism are assigned at a given moment. NTAs may assume the form of either a separate ministry of tourism or only a separate organisational unit operating within the structures of some other ministry (department, division, section), which exclusively deals with tourism issues[11]. In Europe, the most common solution is to place tourism issues in some "non-tourism" ministry (e.g. transport or cultural heritage), or in some ministry combining tourism issues with another field (e.g. trade or sport). A relatively common solution is to place tourism issues in the ministry of economy or other ministries of this type (e.g. the ministry of industry). In other parts of the world, there are very different solutions, but it is relatively common to establish separate ministries of tourism, especially in those countries where tourism plays an important role in the overall economy, generating large incomes, employment, etc.

As mentioned earlier, this article is limited to presenting and analysing only national tourism administrations (NTAs), bearing in mind the fact that they are responsible for all issues related to the functioning of the tourism market and economy, as well as state policy in this regard. Therefore, below

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[11] An example of implementing such solutions may be in Germany, where general supervision over the development of tourism was exercised by the Federal Minister of Economy for many years but, in practice, the current activity was carried out by a separate part of this ministry in the form of the Tourism Policy Section (currently, this is the Ministry for Economic Affairs and Climate Action, where there is also a separate section of tourism policy). Solutions of this type are present both in countries that are important reception (e.g. Austria, France, Greece) and emission markets (the aforementioned Germany, USA or Lithuania).

(see Table 1), there is a list of ministries (with a few exceptions – such as Canada, the USA or Switzerland) responsible for the travel and tourism sector (M inisterial Responsibility for Travel & Tourism). This list was created as a result of compiling data published in two reports, created independently of each other, developed by two different international organisations: in 2015, such a list was presented in the work - Governing National Tourism Policy – published by the World Travel & Tourism Council [WTTC 2015, p. 16], while in 2022, an even broader list (concerning as many as 50 countries) was published in the cited OECD report [2022].

Table 1. National Tourism Administration (Ministerial Responsibility for Travel & Tourism)

Country	NTA (Ministerial responsibility for Travel and Tourism) by WT&TC – 2015 year	NTA (Ministerial responsibility for Travel and Tourism) by OECD – 2022
1. Argentina	Ministry of Tourism of Tourism	NO DATA
2. Australia	Ministry Trade and Investment	Minister for Trade and Tourism
3. Austria	Ministry of Science, Research and Economy	Federal Ministry of Labour and Economy (State Secretary for Tourism)
4. Belgium	(*Wallonia*) Ministry of Local Authorities and Cities	• Flandres: Flemish Minister for Justice and Enforcement, Environment and Spatial Development, Energy and Tourism • Wallonia: Minister for Public Service, Tourism, Heritage and Road Safety
5. Brazil	Ministry of Tourism	Ministry of Tourism
6. Bulgaria	Ministry of Tourism	Ministry of Tourism
7. Canada	Industry Canada	Department of Innovation, Science and Economic Development
8. Chile	Ministry of Economy, Development and Tourism	Ministry of Economy, Development and Tourism
9. Colombia	NO DATA	Ministry of Commerce, Industry and Tourism
10. Costa Rica	NO DATA	Costa Rican Tourism Board (Board of Directors)
11. Croatia	Ministry of Tourism	Ministry of Tourism and Sport
12. Czech Republic	Ministry of Regional Development	Ministry of Regional Development
13. Denmark	Ministry of Business and Growth	Ministry of Industry, Business and Financial Affairs
14. Egypt	Ministry of Tourism	NO DATA
15. Estonia	NO DATA	Ministry of Economic Affairs and Communications
16. Finland	Ministry of Employment and the Economy	Ministry of Economic Affairs and Employment (Department of Innovations and Enterprise Financing)
17. France	Ministry of Economy, Industry and Digital Affairs	Ministry in charge of Economy and Finance, with cooperation of Interministerial Council for Tourism (chaired by the Prime Minister)

18. Germany	Federal Ministry of Economics and Technology	Ministry for Economic Affairs and Climate Action (Tourism Policy Division)
19. Greece	Ministry of Economy, Infrastructure, Shipping and Tourism	Ministry of Tourism (Secretary General for Tourism Policy and Development)
20. Hungary	NO DATA	Cabinet Office of the Prime Minister (Minister leading the Cabine has the responsibility for Tourism and Hospitality)
21. Iceland	Ministry of Industries and Innovation	Ministry of Culture and Business Affairs Department of Business Affairs and Tourism
22. Ireland	NO DATA	Department of Tourism, Culture, Arts, Gaeltacht, Sport and Media
23. India	Ministry of Tourism	NO DATA
24. Indonesia	Ministry of Tourism	Ministry of Tourism and Creative Economy
25. Israel	Ministry of Tourism	Ministry of Tourism
26. Italy	Ministry of Cultural Heritage and Tourism	Ministry of Tourism
27. Japan	Ministry of Land, Infrastructure, Transport and Tourism	Ministry of Land, Infrastructure, Transport and Tourism
28. Korea	NO DATA	Ministry of Culture, Sports and Tourism
29. Latvia	Ministry of Economics	Ministry of Economics
30. Lithuania	NO DATA	Ministry of the Economy and Innovation (Tourism Policy Division)
31. Luxembourg	NO DATA	Ministry of Economy – General Directorate for Tourism
32. Maldives	Ministry of Tourism	NO DATA
33. Malta	NO DATA	Ministry for Tourism
34. Montenegro	NO DATA	Ministry of Economic Development and Tourism
35. Mexico	Ministry of Tourism	Ministry of Tourism
36. Morocco	NO DATA	Ministry of Tourism, Handicrafts and Social and Solidarity Economy
37. Netherlands	NO DATA	Ministry of Economic Affairs and Climate
38. New Zealand	Ministry of Business Innovation and Employment	Minister for Tourism (Ministry of Business Innovation and Employment)
39. Norway	NO DATA	Ministry of Trade, Industry and Fisheries
40. Peru	NO DATA	Ministry of Foreign Trade and Tourism MINCETUR
41. Philippines	Ministry of Tourism	NO DATA
42. Poland	Ministry of Sport and Tourism	Ministry of Sport and Tourism
43. Portugal	Ministry of Economy, Innovation and Development	Ministry of Economy and Maritime Affairs
44. Romania	NO DATA	Ministry of Entrepreneurship and Tourism
45. Saudi Arabia	NO DATA	Ministry of Tourism

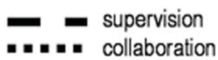
46. Serbia	Ministry of Trade, Tourism and Telecommunications	Ministry of Trade, Tourism and Telecommunications
47. Slovak Republic	Ministry of Transport, Construction and Regional Development	Ministry of Transport and Construction (Tourism Section)
48. Slovenia	Ministry of Economic Development and Technology	Ministry of Economic Development and Technology (Directorate for Tourism)
49. South Africa	Department of Tourism	Minister for Tourism
50. Spain	Ministry of Industry, Energy and Tourism	Ministry of Industry, Trade and Tourism
51. Sweden	Ministry of Enterprise and Innovation	Ministry of Enterprise and Innovation
52. Switzerland	Federal Department of Economic Affairs, Education and Research	Federal Department of Economic Affairs, Education and Research (State Secretariat for Economic Affairs – SECO)
53. Thailand	Ministry of Tourism and Sports	NO DATA
54. Türkiye	Ministry of Culture and Tourism	Ministry of Culture and Tourism
55. United Kingdom	Department of Culture, Media and Sport	UK Government (Department for Digital, Culture, Media and Sport)
56. United States	Department of Commerce	Department of Commerce (Tourism Policy Council)
57. Vietnam	Ministry of Culture, Sports and Tourism	NO DATA

Source: Own elaboration based on: [OECD 2022] and [WTTC 2015, p. 16].

It is easy to see that the two lists differ in many respects. This applies both to the number of analysed countries and institutions indicated in both reports as NTAs. Regarding the first issue, the WTTC report includes 7 countries that are not given in the OECD report (Argentina, Egypt, India, the Maldives, the Philippines, Thailand, and Vietnam), but does not comprise 16 countries included in the OECD report. As for the second issue, in the 7 years that had elapsed between the publication of the two reports, in many countries, the institutions performing NTA functions have changed. More up-to-date information is contained in the OECD report, which additionally – apart from indicating the institutions performing the function of the NTA – also presents diagrams showing other organisations involved in the creation and implementation of tourism policy. The information contained therein concerns 38 countries belonging to the OECD and 12 so-called partner countries. In total, the article comprises information – taken from the two aforementioned reports – on NTAs operating in 57 countries around the world.

OECD countries

The content presented in this section is for informational purposes. A detailed analysis of individual tourism management schemes and systems was omitted, focusing on the issue of identifying those institutions responsible for the overall tourism policy in individual countries and performing the functions of National Tourism Administrations in them. In the presented diagrams, they have been distinguished by giving their names on a black background and in white on a blue background with other institutions (as opposed to all other institutions, which are shown on a blue background and their names are written in black). The schemes are very simplified, where basically only two types of dependencies have been distinguished: supervision and collaboration:



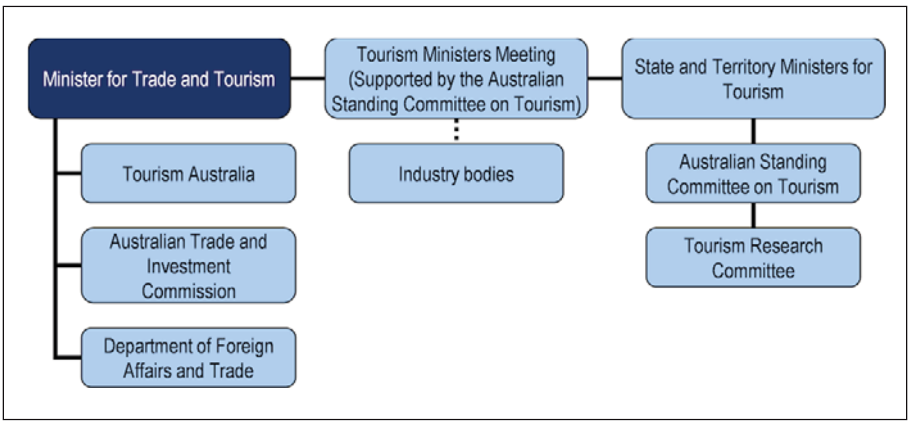


Figure 1. Australia
Source: [OECD 2022, p. 111].

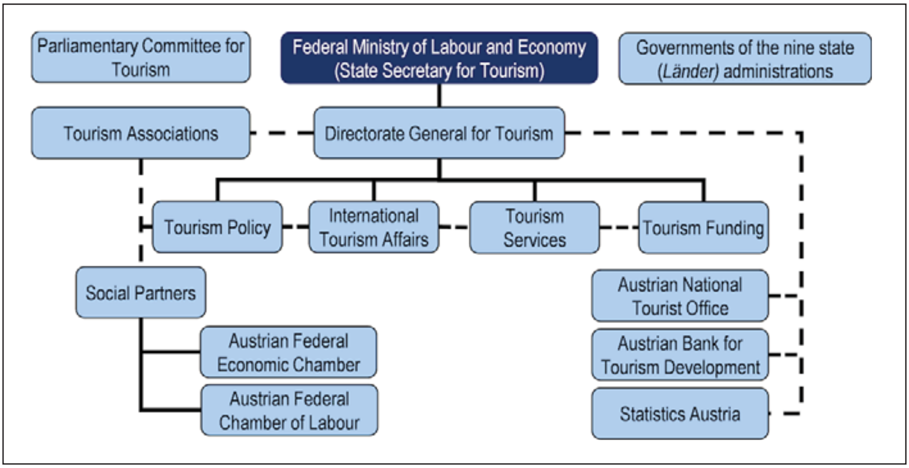


Figure 2. Austria
Source: [OECD 2022, p. 116].

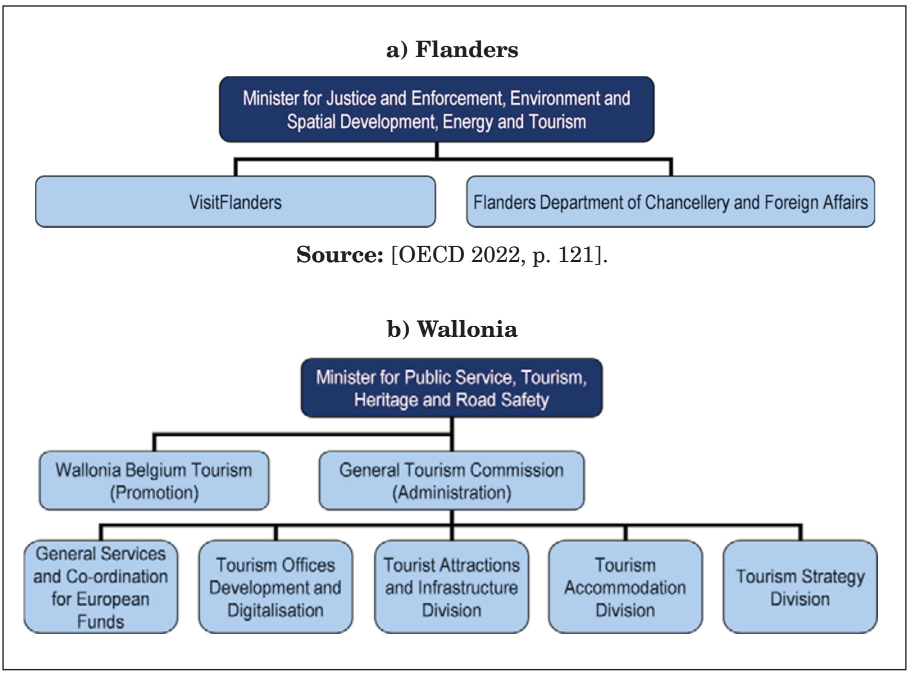


Figure 3. Belgium
Source: [OECD 2022, p. 123].

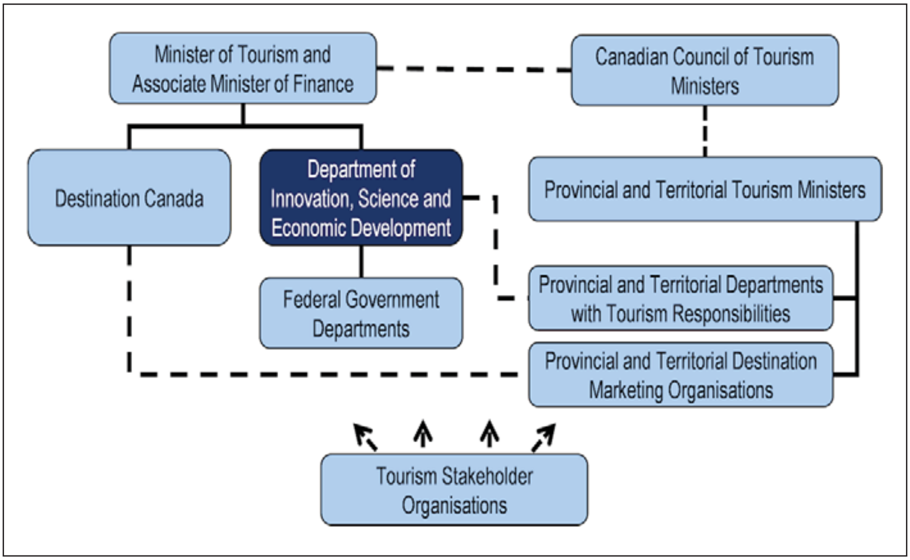


Figure 4. Canada
Source: [OECD 2022, p. 127].

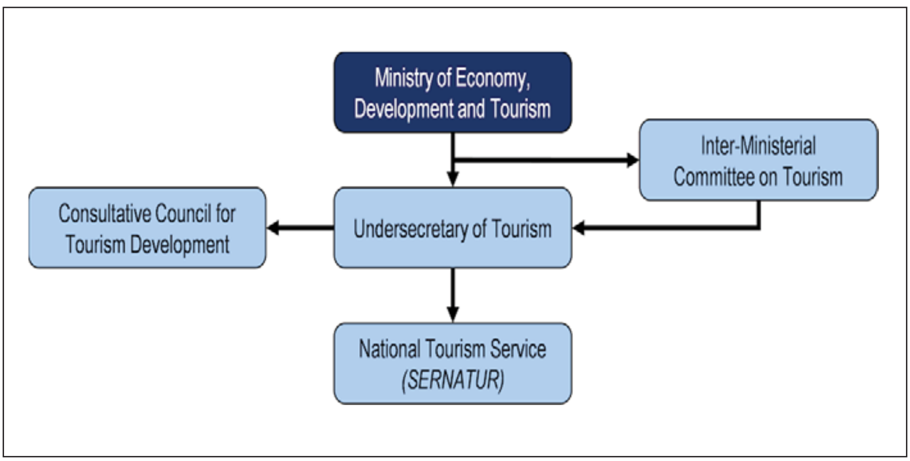


Figure 5. Chile
Source: [OECD 2022, p. 132].

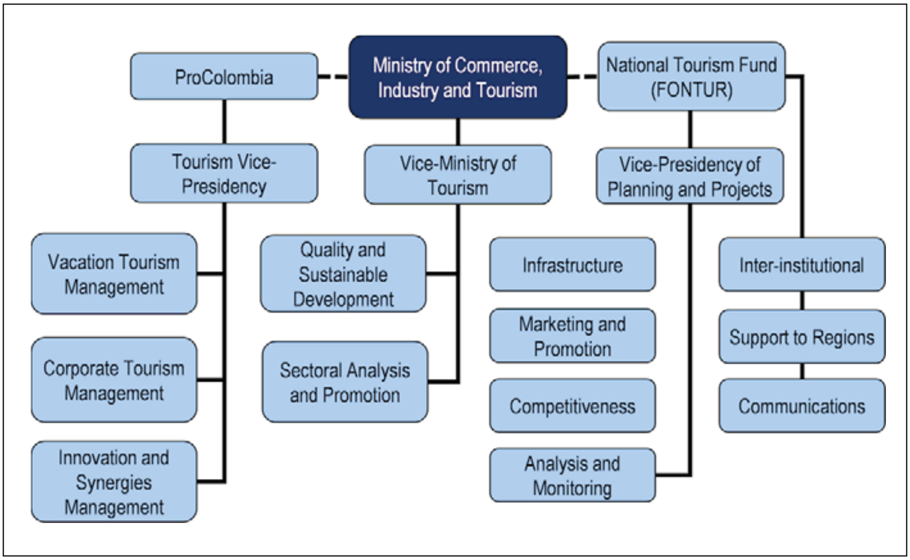


Figure 6. Colombia
Source: [OECD 2022, p. 137].

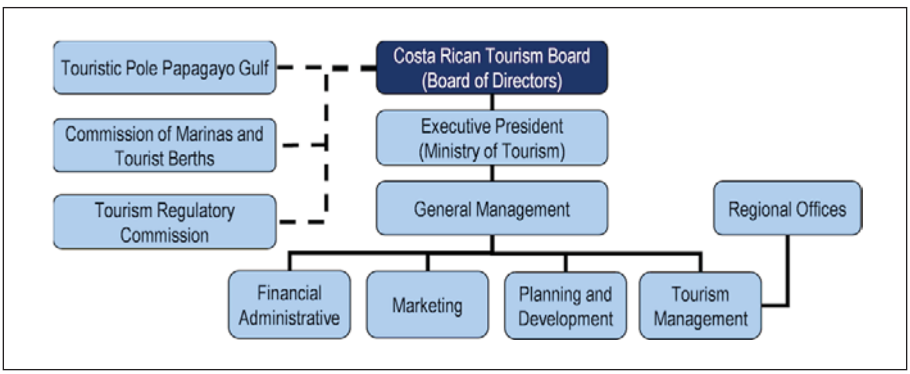


Figure 7. Costa Rica
Source: [OECD 2022, p. 142].

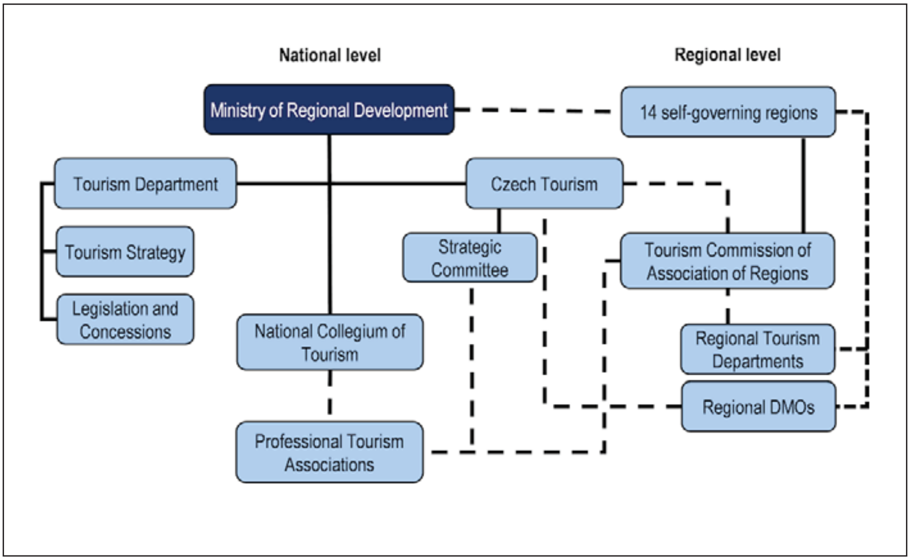


Figure 8. Czech Republic
Source: [OECD 2022, p. 147].

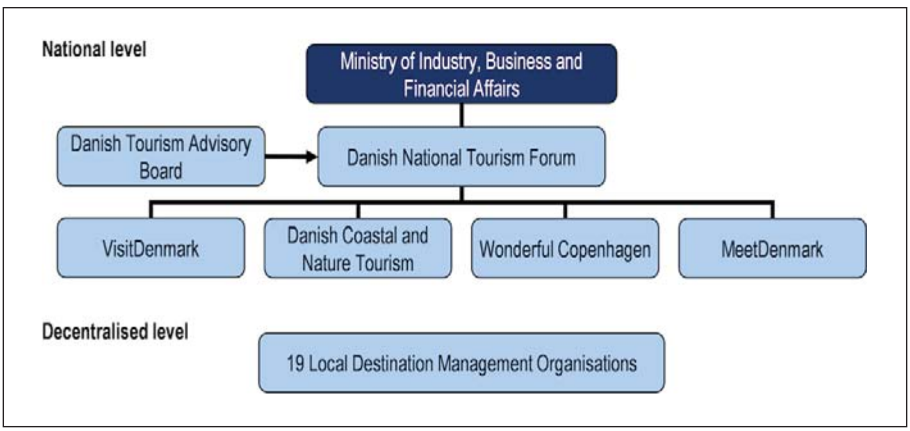


Figure 9. Denmark
Source: [OECD 2022, p. 152].

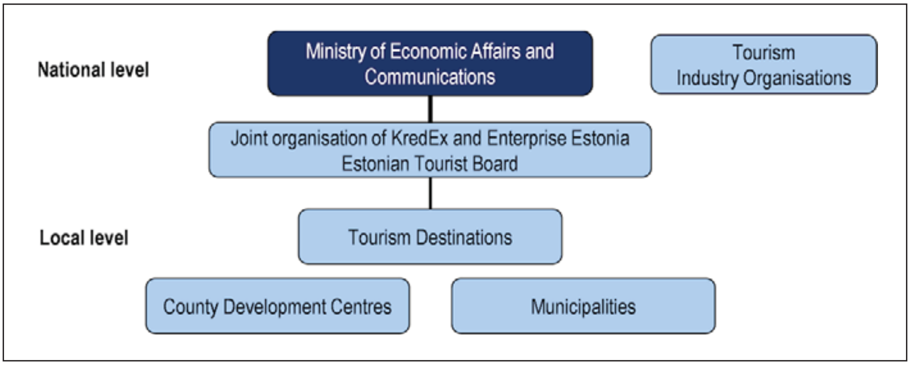


Figure 10. Estonia
Source: [OECD 2022, p. 157].

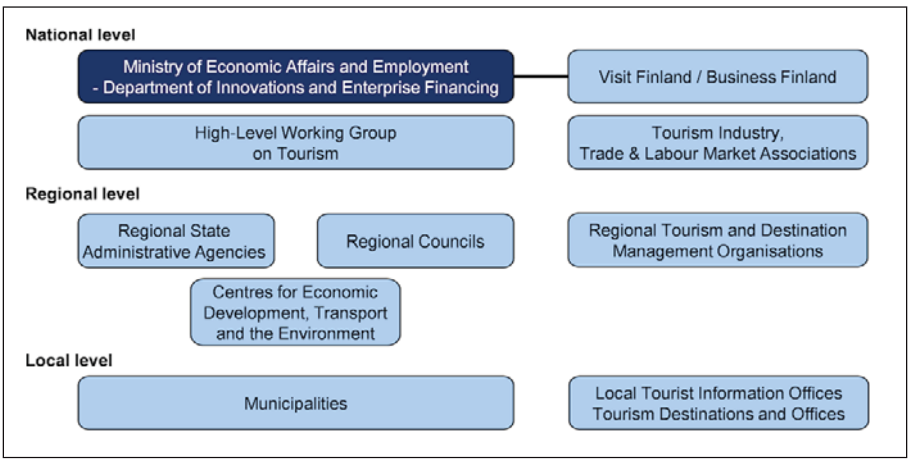


Figure 11. Finland
Source: [OECD 2022, p. 162].

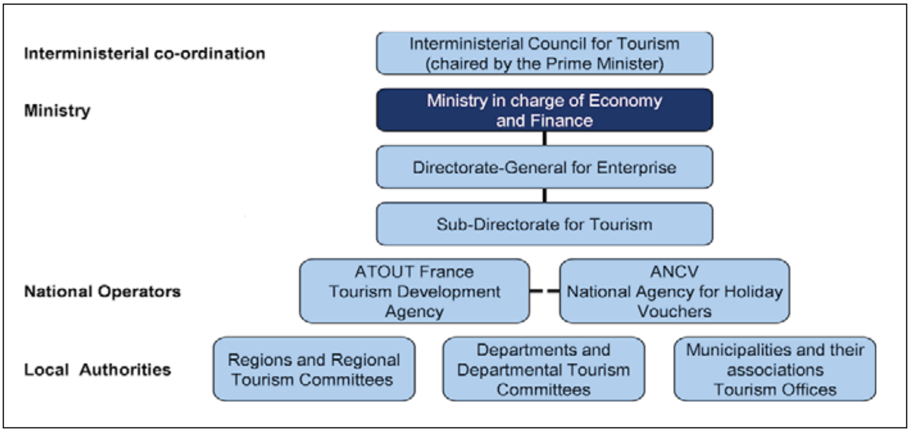


Figure 12. France
Source: [OECD 2022, p. 167].

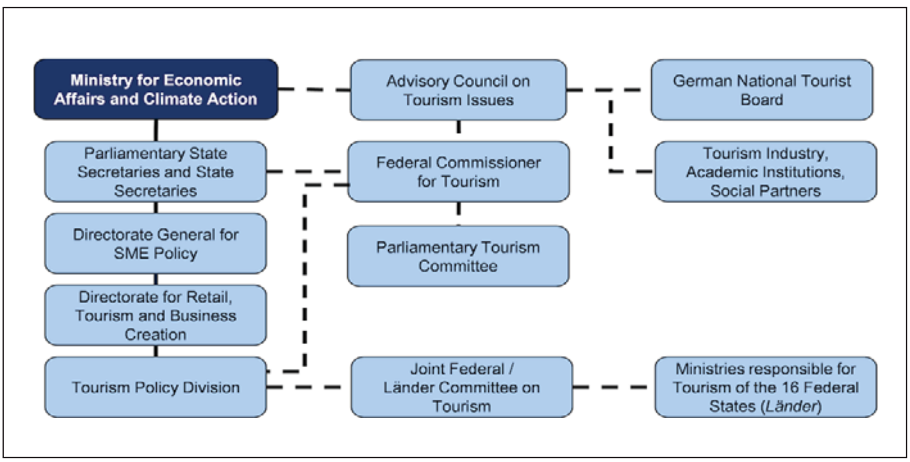


Figure 13. Germany
Source: [OECD 2022, p. 172].

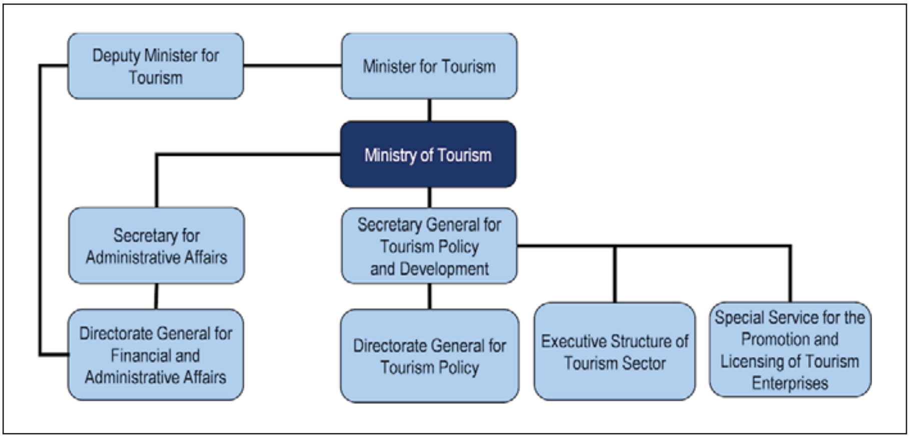


Figure 14. Greece
Source: [OECD 2022, p. 177].

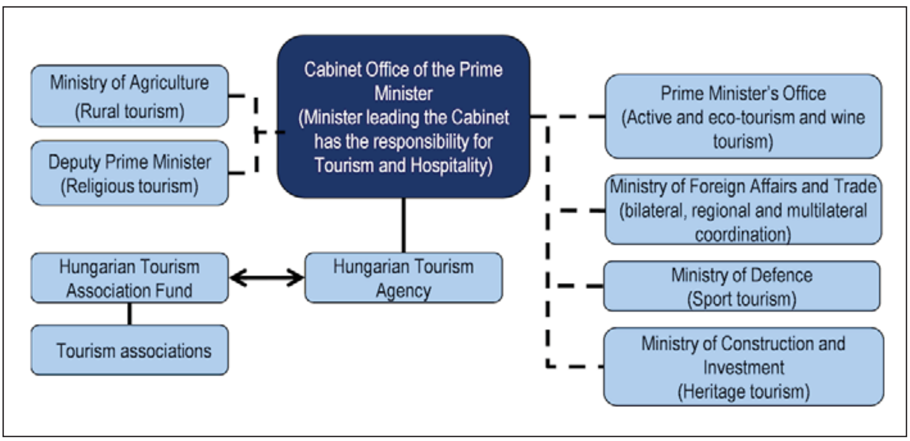


Figure 15. Hungary
Source: [OECD 2022, p. 182].

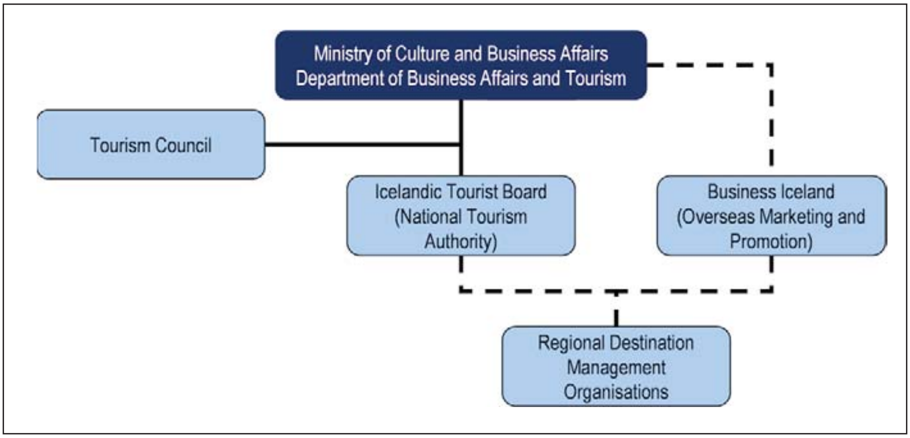


Figure 16. Iceland
Source: [OECD 2022, p. 187].

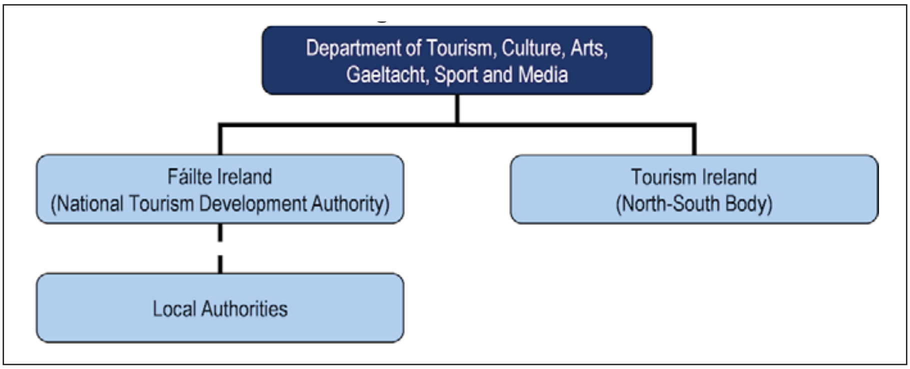


Figure 17. Ireland
Source: [OECD 2022, p. 192].

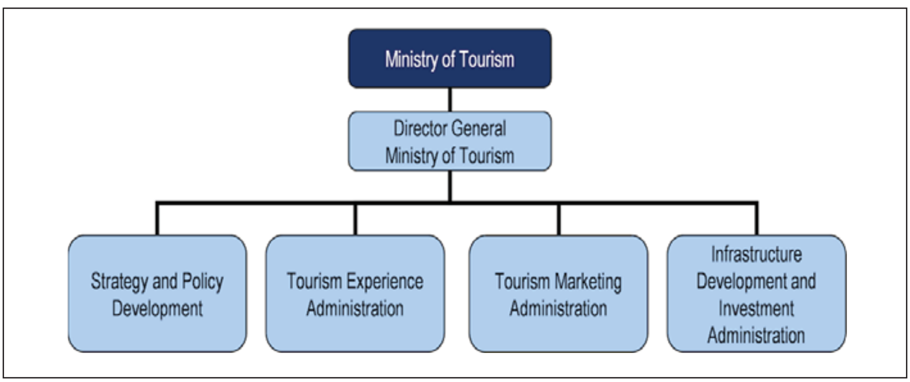


Figure 18. Israel
Source: [OECD 2022, p. 197].

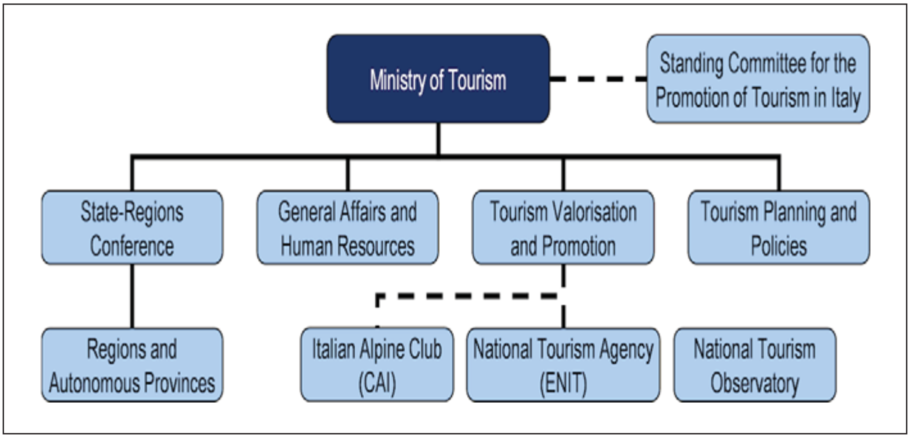


Figure 19. Italy
Source: [OECD 2022, p. 202].

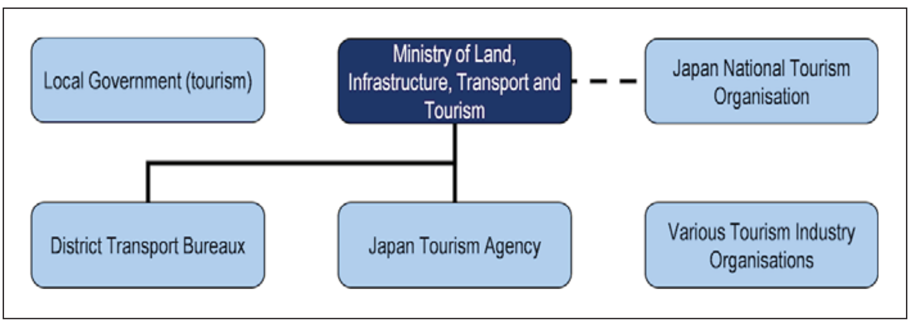


Figure 20. Japan
Source: [OECD 2022, p. 207].

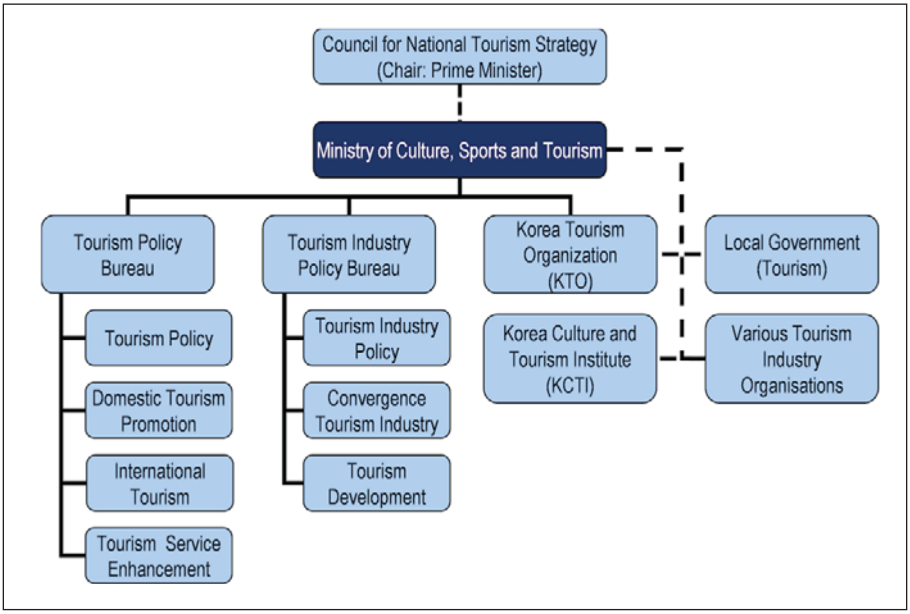


Figure 21. Korea
Source: [OECD 2022, p. 212].

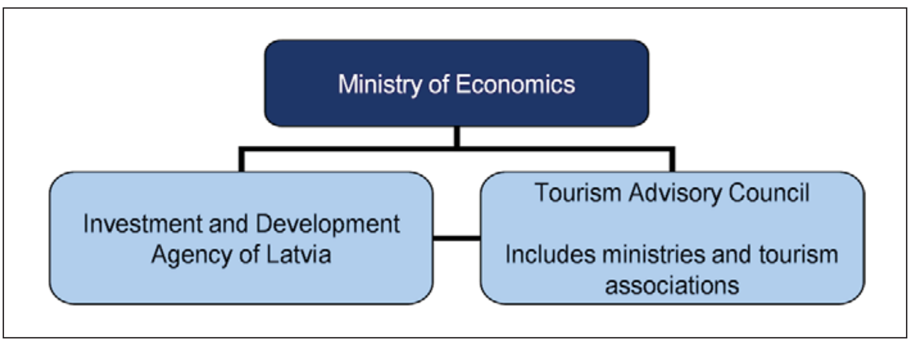


Figure 22. Latvia
Source: [OECD 2022, p. 217].

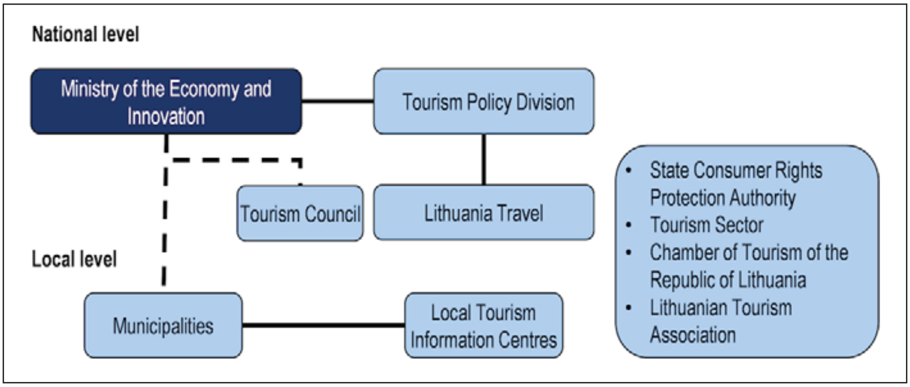


Figure 23. Lithuania
Source: [OECD 2022, p. 222].

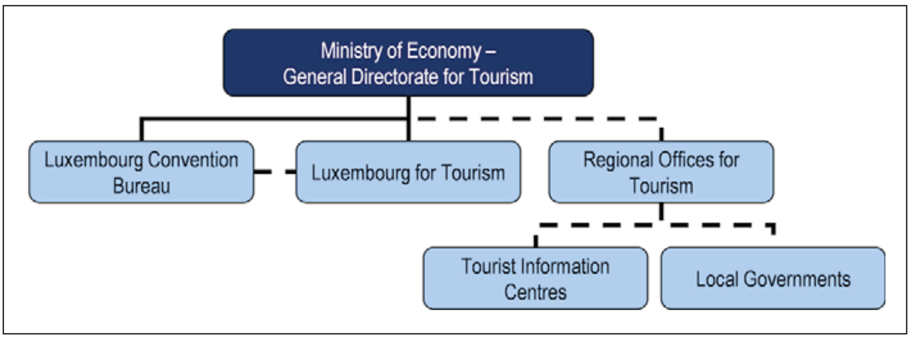


Figure 24. Luxembourg
Source: [OECD 2022, p. 227].

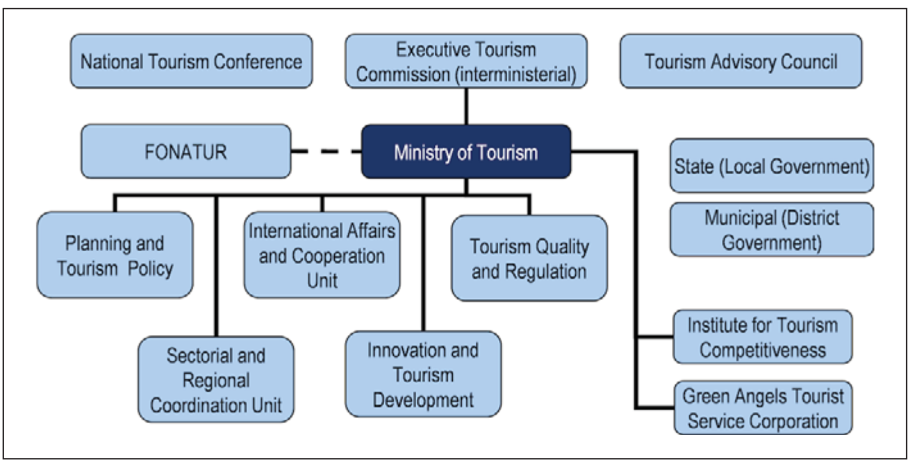


Figure 25. Mexico
Source: [OECD 2022, p. 232].

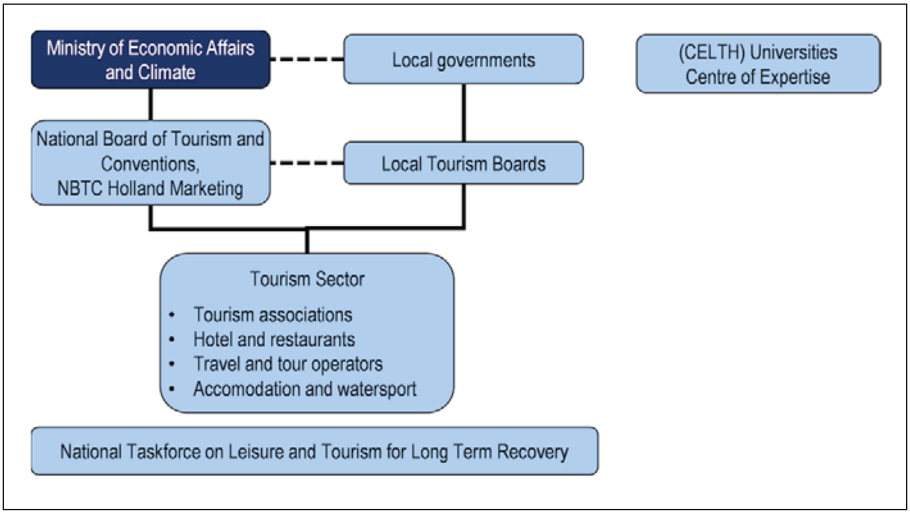


Figure 26. Netherlands
Source: [OECD 2022, p. 237].

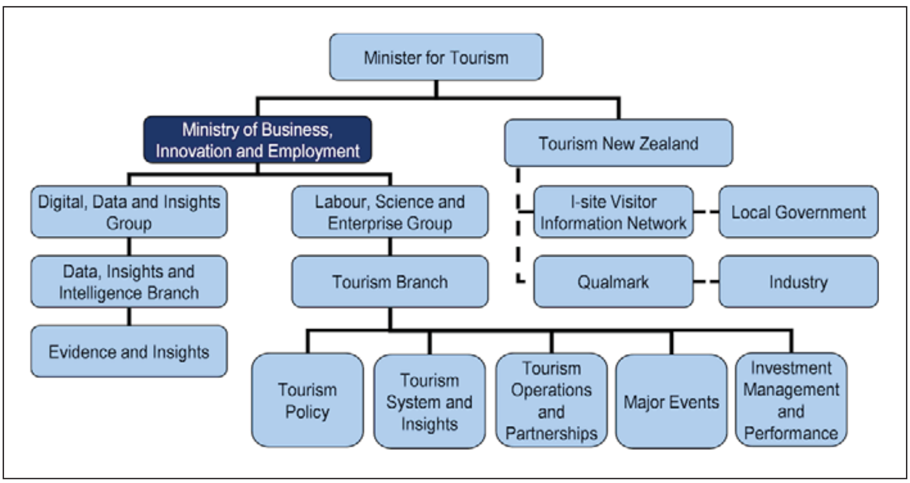


Figure 27. New Zealand
Source: [OECD 2022, p. 242].

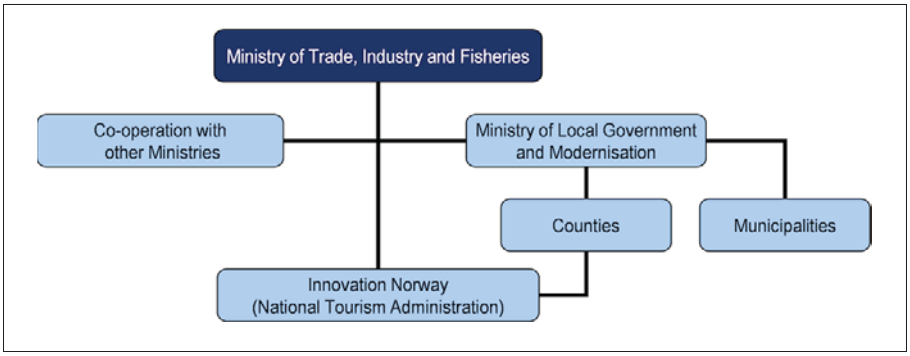


Figure 28. Norway
Source: [OECD 2022, p. 247].

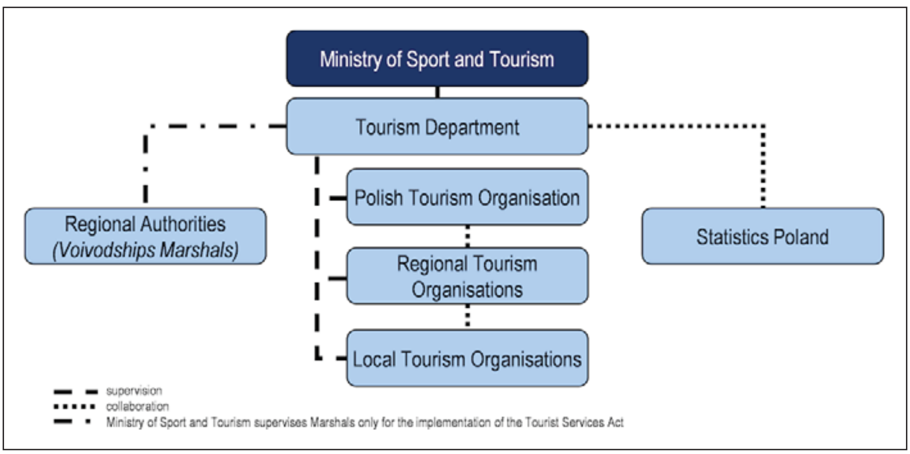


Figure 29. Poland
Source: [OECD 2022, p. 252].

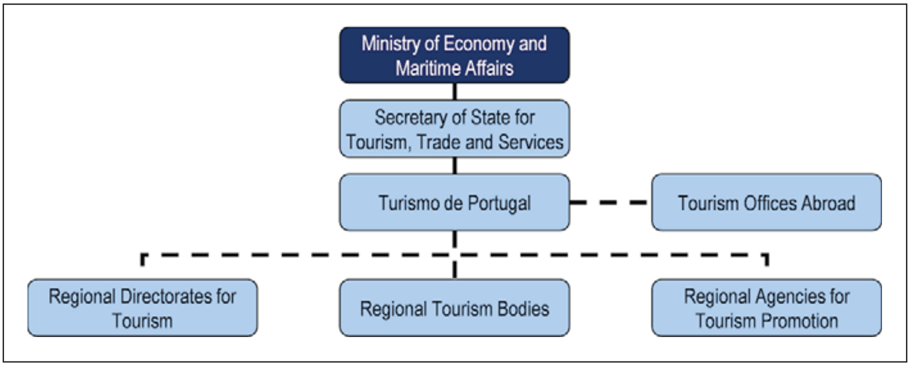


Figure 30. Portugal
Source: [OECD 2022, p. 257].

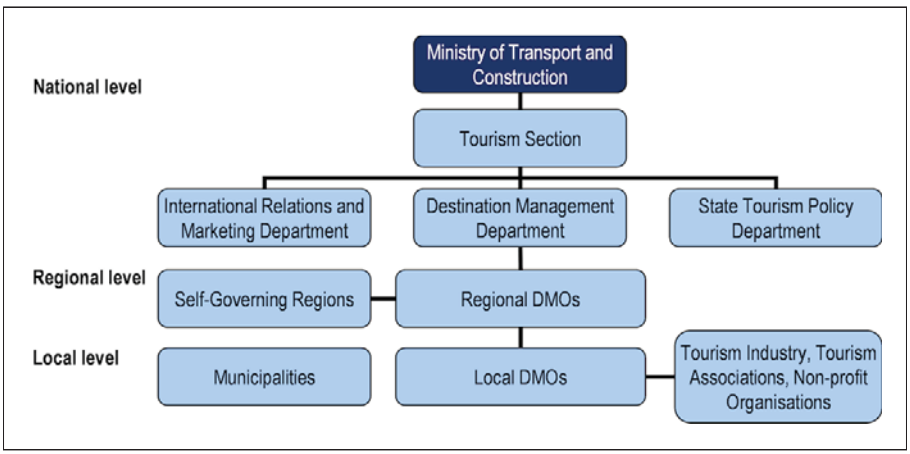


Figure 31. Slovak Republic
Source: [OECD 2022, p. 262].

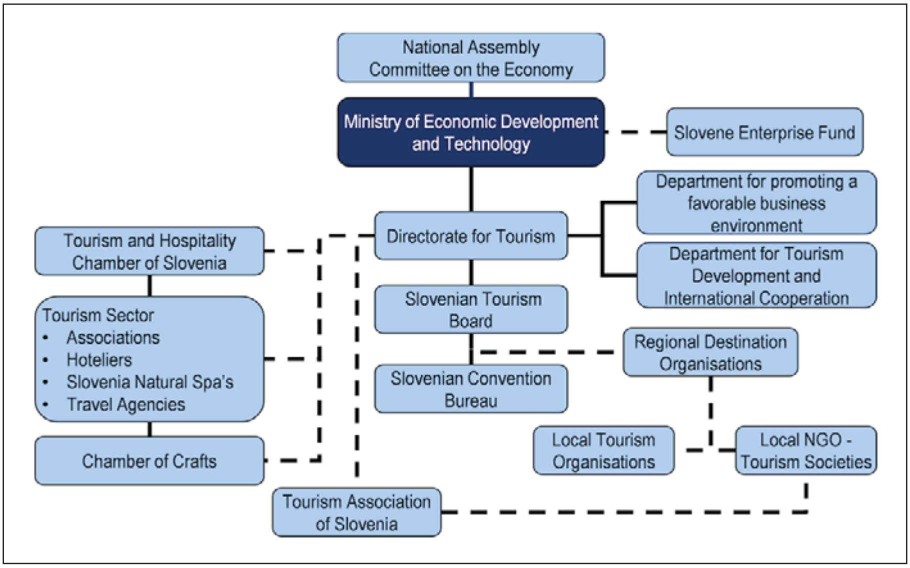


Figure 32. Slovenia
Source: [OECD 2022, p. 267].

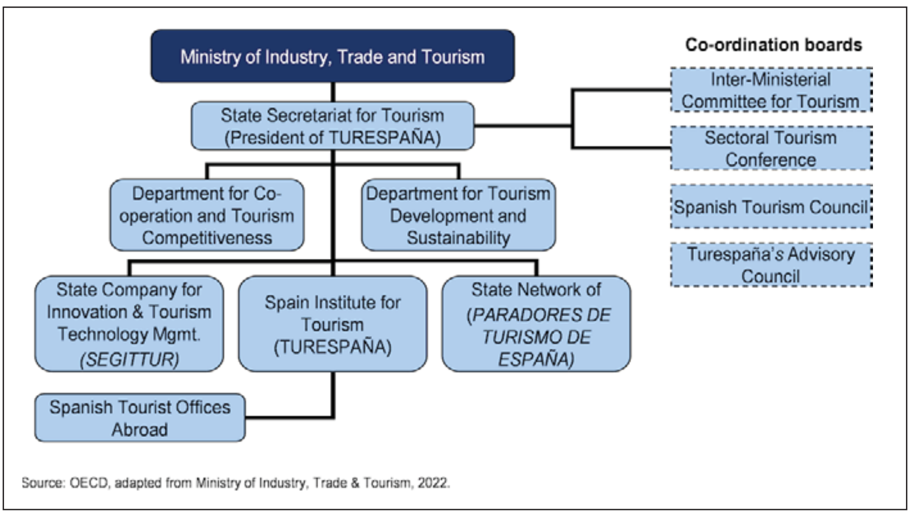


Figure 33. Spain
Source: [OECD 2022, p. 272].

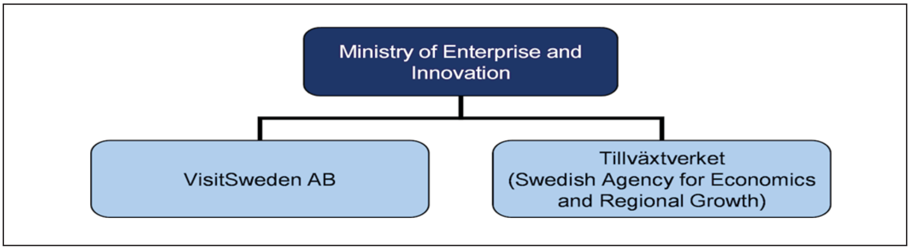


Figure 34. Sweden
Source: [OECD 2022, p. 277].

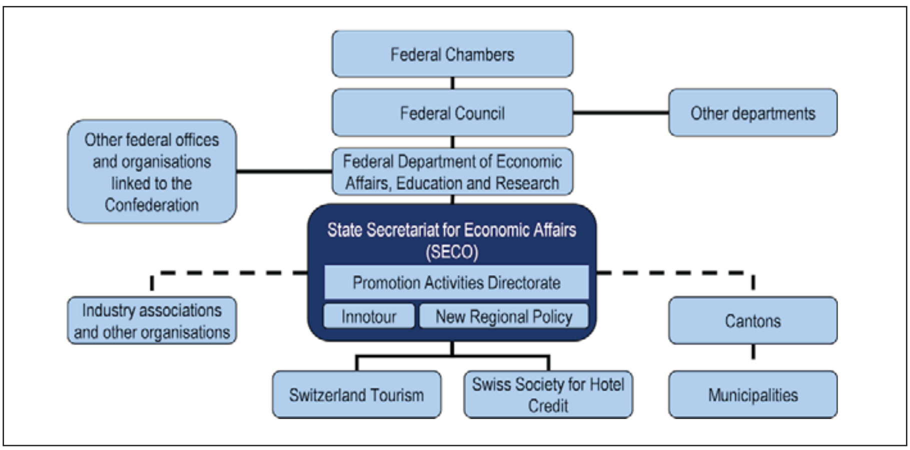


Figure 35. Switzerland
Source: [OECD 2022, p. 282].

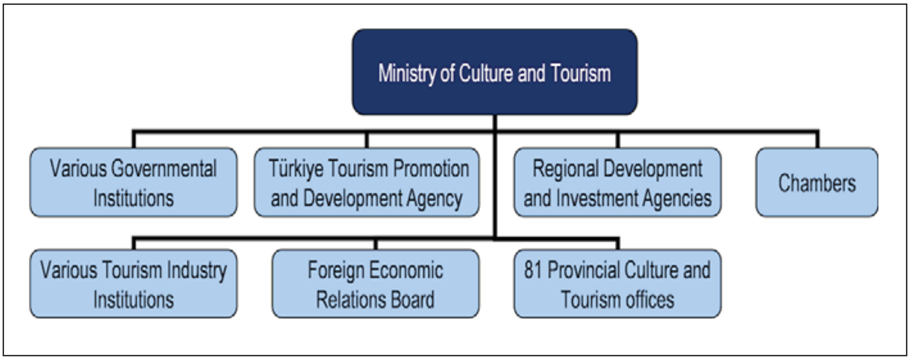


Figure 36. Türkiye

Note by the Republic of Türkiye

The information in this document with reference to "Cyprus" relates to the southern part of the Island. There is no single authority representing both Turkish and Greek Cypriot people on the Island. Türkiye recognises the Turkish Republic of Northern Cyprus (TRNC). Until a lasting and equitable solution is found within the context of the United Nations, Türkiye shall preserve its position concerning the "Cyprus issue". Note by all the European Union Member States of the OECD and the European Union. The Republic of Cyprus is recognised by all members of the United Nations with the exception of Türkiye. The information in this document relates to the area under the effective control of the Government of the Republic of Cyprus.

Source: [OECD 2022, p. 287].

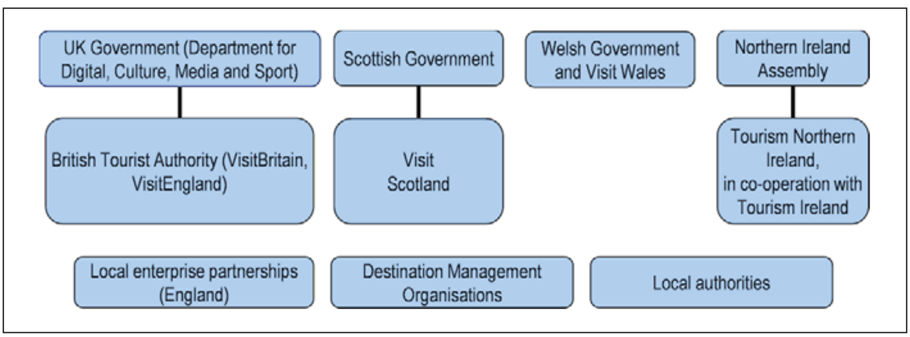


Figure 37. United Kingdom

Source: [OECD 2022, p. 292].

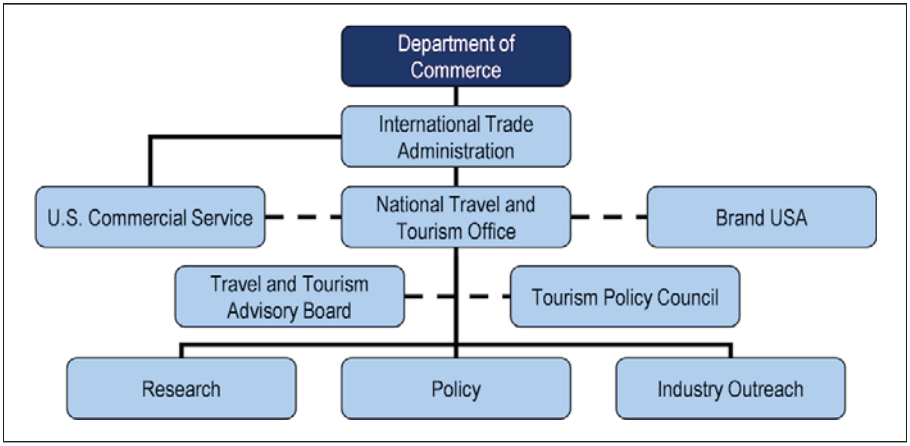


Figure 38. United States
Source: [OECD 2022, p. 297].

Partner OECD countries

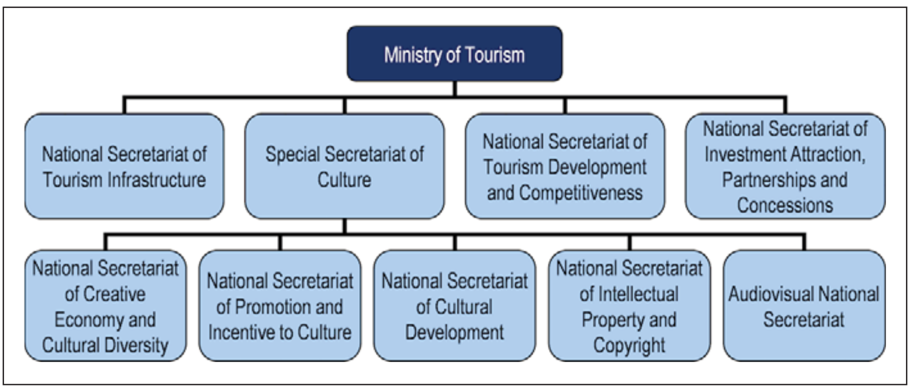


Figure 39. Brazil
Source: [OECD 2022, p. 303].

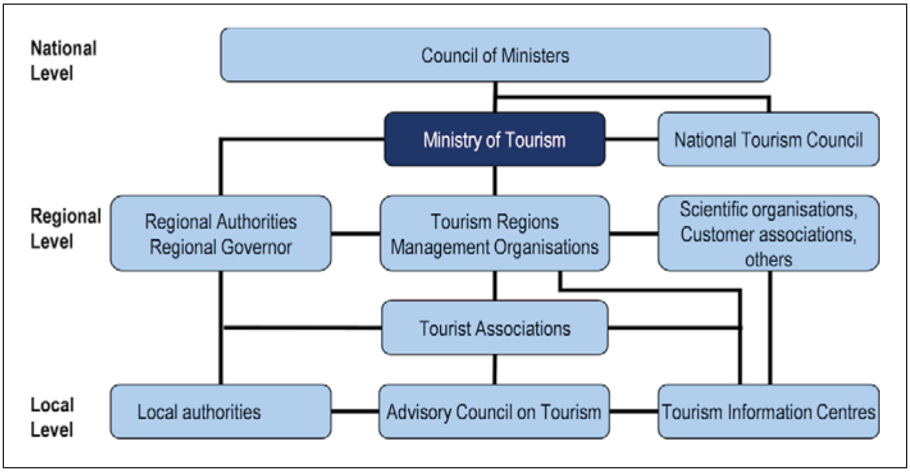


Figure 40. Bulgaria
Source: [OECD 2022, p. 308].

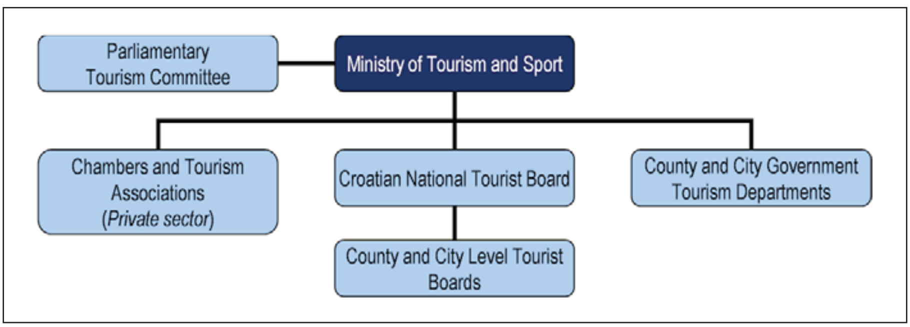


Figure 41. Croatia
Source: [OECD 2022, p. 313].

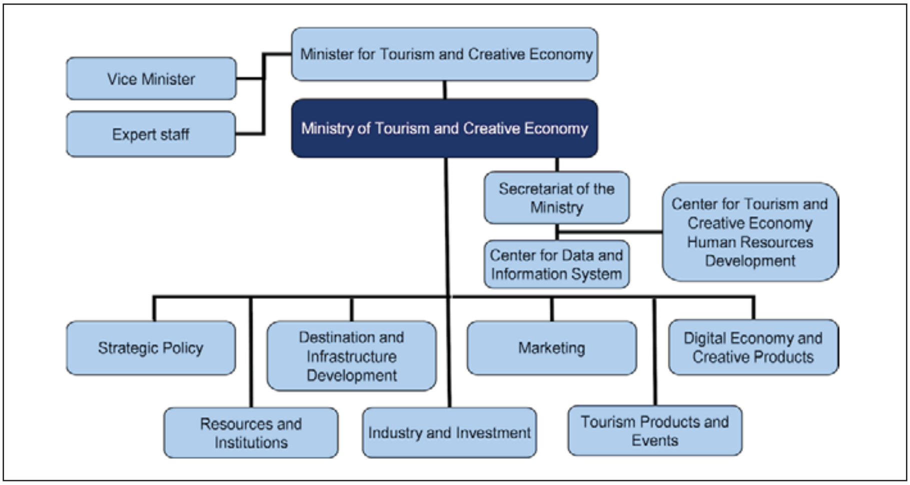


Figure 42. Indonesia
Source: [OECD 2022, p. 318].

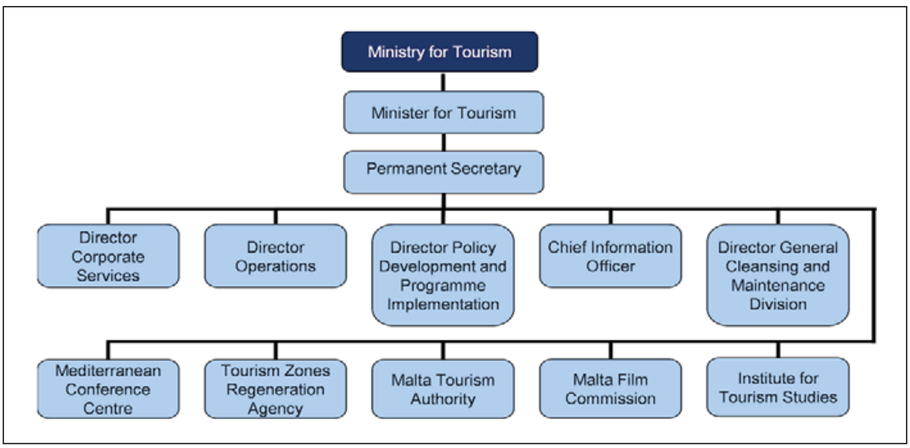


Figure 43. Malta
Source: [OECD 2022, p. 323].

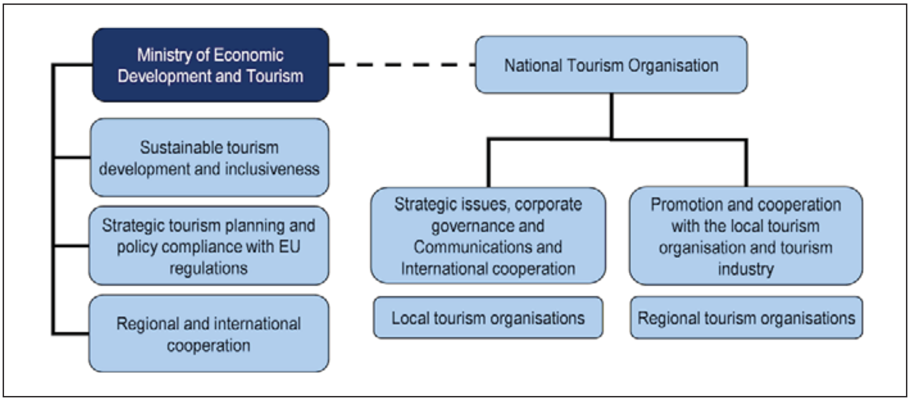


Figure 44. Montenegro
Source: [OECD 2022, p. 328].

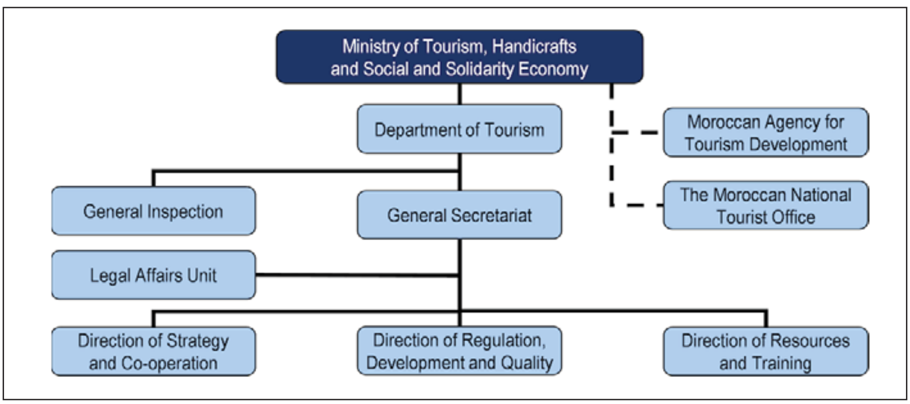


Figure 45. Morocco
Source: [OECD 2022, p. 333].

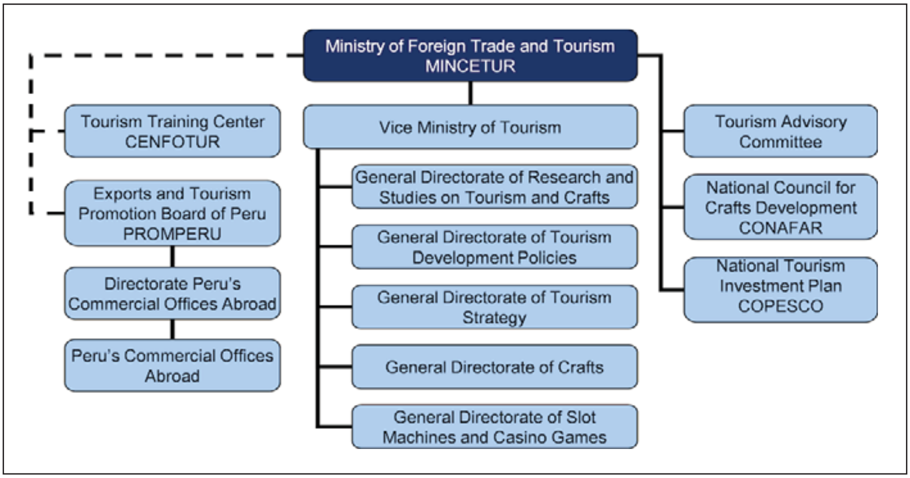


Figure 46. Peru
Source: [OECD 2022, p. 338].

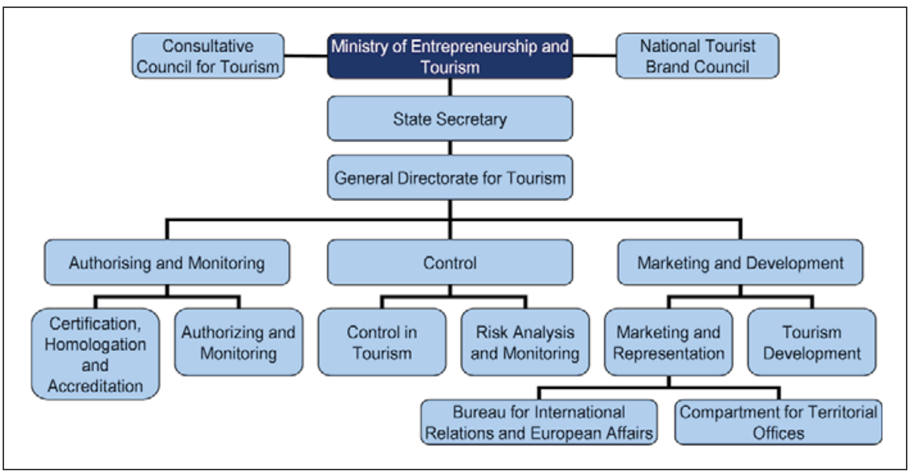


Figure 47. Romania
Source: [OECD 2022, p. 343].

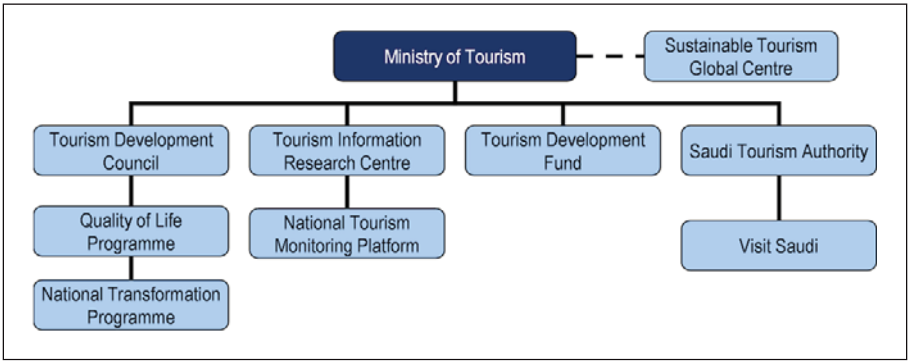


Figure 48. Saudi Arabia
Source: [OECD 2022, p. 348].

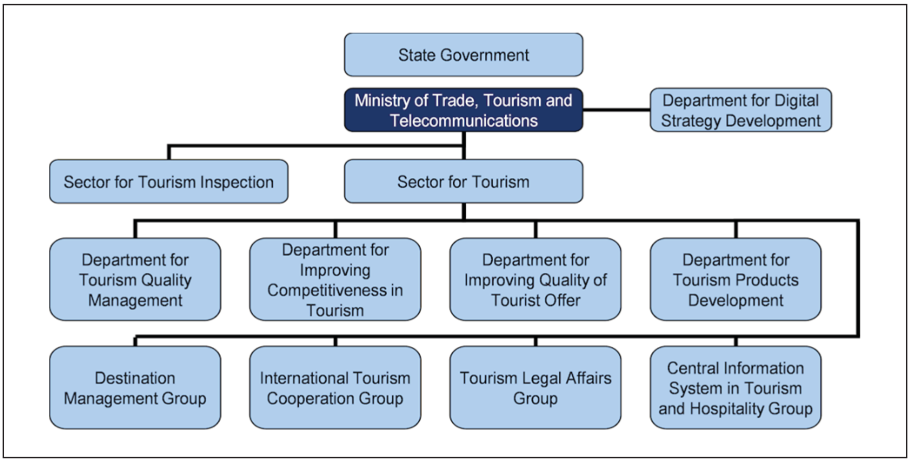


Figure 49. Serbia
Source: [OECD 2022, p. 353].

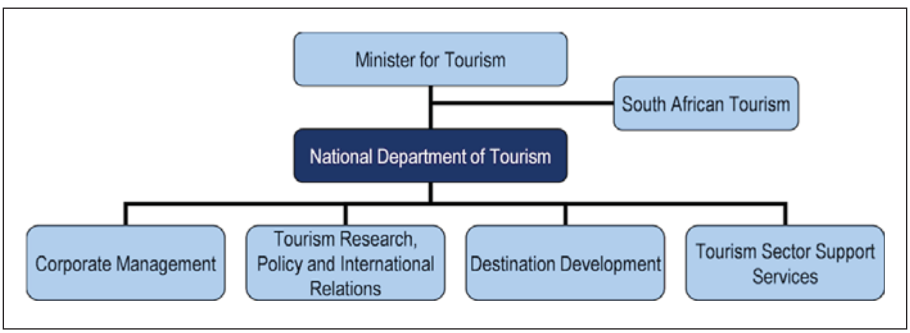


Figure 50. South Africa
Source: [OECD 2022, p. 358].

Conclusions

The review of institutions performing NTA functions presented in this article and organisational charts showing their location in administrative and government structures, as well as links with other organisations (non-governmental) involved in the processes of creating and implementing tourism policy, show how much diversity we are dealing with in this respect. This is due to the fact that tourism management is always strongly dependent on many conditions (including political ones) existing in individual countries. This is clearly emphasized in the quoted report, stating [OECD 2022, p. 29]:

> Specific governance arrangements vary across countries, depending on factors including the system of government. In most OECD countries, responsibility for tourism at the national level is situated within the economic development or trade and industry ministries. Other common partnerships include those with regional development, culture or sport. Responsibility for tourism has recently moved to the Ministry of Labour and Economy in Austria, for example, while in Iceland, the tourism portfolio recently moved to the Ministry of Culture and Business Affairs. Perhaps recognising the importance of the tourism economy, Italy created a dedicated new Ministry of Tourism in 2021.

It is worth noting that the diversity of tourism policy models and tourism management systems applies not only to OECD countries and so-called partner countries, which – taking into account the fact that they are located in different regions of the world and have different systems of power and administration of the state – is understandable in a sense, but also occurs in a much more uniform European Union in this regard. Among its members, the issue of tourism is also "located" in very different ministries, and the "location" – which should be emphasized – is subject to frequent changes. It is worth following these changes and drawing conclusions from them, because to a large extent, they take place in response to the constant changes occurring on the tourist market and in its surroundings. Recently, there have been a lot of such changes, and their nature and effects are of great importance for the further development of tourism. Regardless of the changes that have been causing so-called civilization megatrends (demographic, technological, economic, socio-cultural, etc.) [cf. Alejziak, Szczechowicz 2020], powerful changes have recently resulted in two, so-called black swans, i.e. events difficult to predict, which had huge impact on the world [Alejziak, Zmyślony 2022]. These are, of course, the COVID-19 pandemic and Russia's invasion of Ukraine.

After almost 3 years of struggling with the pandemic, a year after Russia's aggression against Ukraine, and with persistent and even growing climate threats, the tourism industry is facing changes that are not easy to forecast. The preface of the report analysed in this article states: "… *OECD*

Tourism Trends and Policies 2022 provides an analysis of tourism performance and policy approaches to support recovery. It examines key tourism recovery challenges and the outlook, as well as highlighting the need for co-ordinated, forward-looking policy approaches to set tourism on a path towards a more resilient, sustainable and inclusive future" [OECD 2022, p. 3].

Analyses on tourism policy models and tourism management systems are valuable in that they indicate various solutions and allow to use the experience of member states which, on the one hand, perfectly fits the needs of the tourism industry, while on the other, the basic objectives of the OECD.

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REVIEWS, COMMENTS, SCIENTIFIC CONTROVERSY, MEMORIES

BOOK REVIEW: "ENCYCLOPEDIA OF TOURISM MANAGEMENT AND MARKETING" (EDITED BY DIMITRIOS BUHALIS)

Andrzej Stasiak*

Edward Elgar Publishing, Cheltenham (UK), Northampton (MA, USA)
(ISBN: 978 1 80037 747 9, eISBN: 9781800377486, online: http://dx.doi.org/10.4337/9781800377486)

In August 2022, Edward Elgar Publishing House published "The Encyclopedia of Tourism Management and Marketing". The editor of this monumental, four-volume book is Professor Dimitrios Buhalis (Bournemouth University Business School, UK, The Hong Kong Polytechnic University, Hong Kong SAR, China), and authors of individual entries included 1,500 scholars from 80 countries from all over the world. The following figures show the impressive scale of this undertaking, which took two years to complete: 4 volumes, 1,250 entries, 3,526 pages, over 2 million words. According to the editor, it is the largest ontology of tourism management and marketing that has ever been compiled. The Encyclopedia was published

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both in traditional paper form (ISBN: 978 180037 747 9) and in an online version: as an e-book (eISBN 9781800377486), and it was also placed on the website of the publishing house (http://dx.doi.org/10.4337/9781800377486).

The integrated electronic edition deserves particular appreciation as it offers users many useful tools, such as the advanced search and cross-linking function, navigation devices aiding the use of an integrated resource, direct linking to external references, free-flowing XML text optimised for on-screen use, as well as the possibility to download and print selected PDFs. Owing to these tools, the users can take advantage of this vast publication fast, conveniently and effectively. In addition, the technology was designed so that it could maximally aid the integration of scientific libraries.

However, the exceptional significance of the "Encyclopedia of Tourism Management and Marketing" results not from its unparalleled largeness or cutting-edge technological content, but first of all, from its factual value. The publication was meticulously prepared by Dimitrios Buhalis – a distinguished tourism researcher, an expert on strategic management and marketing, especially in ICT applications. On the other hand, due to the work of an extremely large and varied team of international authors from all over the world, the publication offers a unique, holistic approach to this interdisciplinary domain. The project was joined by not only top world tourism researchers of unquestionable authority and scientific output, but also hundreds of other, less known scientists, just beginning to establish their position in the world of science. In addition to the leading science centres from the USA, Canada, New Zealand or Europe, smaller universities and research institutes from developing countries are also widely represented (e.g. Bangladesh, Brazil, Ethiopia, Ghana, Jamaica, Kenya, Lebanon, Mauritius, Namibia, Pakistan, Sri Lanka, Thailand, Vietnam or Zimbabwe). As regarded recruiting authors, from the very beginning, it was assumed that the Encyclopedia was to be inclusive[1], admitting researchers from all corners of the world, representing various fields of study and research trends. As a result, the book gives a versatile image regarding the current state of studies and tourist practices around the world, reflecting both the richness of specialised knowledge and a variety of points of view as well as methodological approaches.

In order to ensure that the publication is coherent and clear, all the entries were presented in a unified form. Each one – apart from the names and

[1] A symptom of this inclusiveness was also, among others, the possibility to decide about the final look of the publication. From the two designs prepared by the publisher (in a "naturalistic" and a "cultural" style), through voting, the authors chose the cover presenting the Temple of Apollo on the island of Naxos (the Cyclades in Greece). The photo shows people enjoying the unforgettable experience of watching the sunset at a magical place of exceptional cultural heritage. This image is full of symbolism: it is the people who are the reason for developing tourism and protecting historical monuments, while the purpose of tourism marketing and management should be to provide value to all tourists.

surnames of the author(s) – contains 6 keywords, a short (ca. 1,500 words) text explaining the given term, one figure or one table summarising (complementing) the presented issue, as well as 8-10 references. The content of the entries is also of relatively stable structure. As a rule, at the beginning, we find the definition of the term, followed by a number of examples, views of other authors, critical aspects, challenges, opportunities and, finally, the development prospects concerning the presented issue.

A great advantage of the "Encyclopedia of Tourism Management and Marketing" is the fact that individual entries are written in simple language, using comprehensible sentences, without an excess of complicated scientific terms. As a result, the text should be understandable even for the less sophisticated readers: practitioners, first-degree students or people from outside the tourism industry. On principle, the publication is to be accessible for the widest audience possible, first of all, presenting the overall outline of a given topic in a coherent and logical way. Expanding knowledge and seeking more advanced materials are aided by quoted references, which suggest directions for further exploration.

It is impossible to discuss all the entries due to their enormous number and variety. The Encyclopedia contains entries referring to general issues regarding travel and recreation (trends, problems, forms of tourism, motivations, tourists' attitudes and behaviours, etc.), basic, fundamental questions regarding economy, marketing and management of this services sector, as well as very detailed, often niche topics (analyses and elements of strategic management, tourism traffic service techniques, finance and accountancy, statistics, career planning in tourism, sociology of travel, etc.). A lot of space is occupied by entries related to innovations in tourism, new ICT technologies, virtual and augmented reality, artificial intelligence, smart destinations (cities) and big data. The authors conduct and at length discussion on the most current issues of contemporary tourism, such as mass tourism, Disneyization, McDonaldization, natural and cultural environment protection, greenwashing, overtourism, justice in tourism, neocolonialism, post-tourism racism, cyberattacks, conflict, crisis and disaster management. There are also many difficult, controversial and inconclusive questions (e.g. alcohol, cannabis tourism, sex tourism, sexual harassment, poverty, black market beggarism, border haats, discrimination, food waste, bitcoins). In a practical manner, The entries refer to practically all sectors of the tourism industry: travel offices, the hospitality sector, gastronomy, airlines and other transport companies, couriers and guides, various recreation and entertainment enterprises (e.g. theme parks), as well as tourism administration.

This abundance of entries may, paradoxically, be seen as a flaw. At times, the same (or very similar) issues are presented under different headings. Occasionally, there are also topics of incomparably lesser significance, exclusively local (e.g. Wai: a Thai Greeting). In the online version, finding the needed topics is facilitated by the use of a search engine, but in the case of the paper version, the reader may find him- or herself overwhelmed by the immense volume of the content and feel a little lost in his/her search.

The "Encyclopedia of Tourism Management and Marketing" consolidates research conducted so far, as well as knowledge and experience gained in the field of tourism. It demonstrates a synthesis of existing works on tourism marketing and management in order to aid solving practical problems in this area, as well as to stimulate research and continuous development of knowledge. The topicality of the publication is proved by the numerous references to burning issues and unusual challenges faced by the world, including the implementation of sustainable development, participating in the creation of values for all stakeholders, adhering to ethical principles, as well as – quite unexpectedly – fighting the COVID-19 pandemic (its peak coincided with the key stage of preparing the publication). Through reflection on some key issues regarding the profound transformation of contemporary tourism, the Encyclopedia supports Agenda 2000 for sustainable development and the goals related to it (especially SDG1, SDG2, SDG8, SDG12 and SDG14). In it are also presented the views of renowned authors concerning the possibility of resuming global tourism, quickly and effectively, after its severe 'freezing' during the coronavirus pandemic.

In conclusion, without a moment of hesitation, it can be said that the publication is exceptional, unique and, first and foremost, extremely valuable and useful. The "Encyclopedia of Tourism Management and Marketing" will continue to be the chief point of reference, not only for currently working researchers, students, decision-makers or practitioners, but also for future similar presentations. However, it will probably take a long time before anyone takes up such a gigantic challenge.

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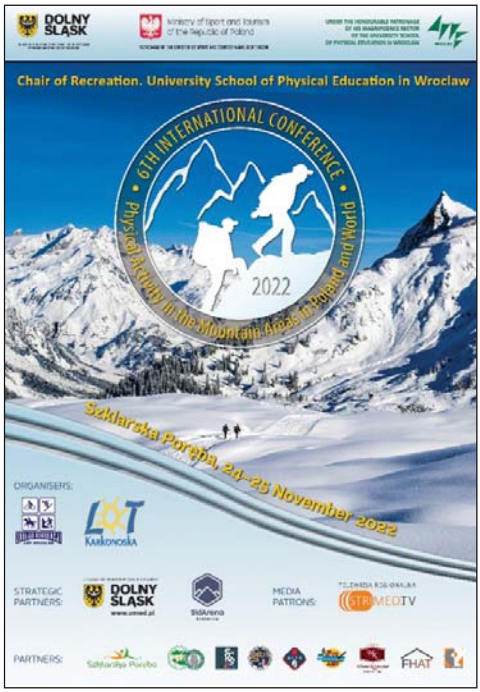
REPORT ON THE 6TH INTERNATIONAL SCIENTIFIC CONFERENCE: "PHYSICAL ACTIVITY IN MOUNTAIN AREAS OF POLAND AND THE WORLD"

Wojciech Wiesner, Piotr Zarzycki***

Introduction



Among many forms of physical activity practiced by man, activities in the mountains can be considered the most attractive. The attractiveness of mountain areas, terrain, beauty of nature, peace, aesthetic impressions and landscape have a regenerating effect on the nervous system. Health benefits result from being in a special microclimate during winter. Health, aesthetic, hedonistic and sociological values attract new supporters of recreation, tourism and sport every year. Clean air, open mountain slopes and forest clearings are conducive to improving health. The specificity of physical activity in the mountains, but also the environment in which it is performed, generate positive health effects, especially in winter

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(Blachura, Kunysz 2008, Pawelec 2015, Player 2016). Skiing is practiced willingly, regardless of age, gender and skill level. It is estimated that about 50 million people in the world ski, including 4-6 million in Poland [Dawid-Mróz 2018].

Physical activity in the mountains was devoted to the International Scientific Conference entitled „Physical Activity in Mountain Areas of Poland and the World”. It was held for the 6th time on November 24-25, 2022, in Szklarska Poręba. The thematic scope of the conference included social, psychological, natural and biological aspects. The assumption of the conference was to create opportunity for meetings among scientists and practitioners carrying out their activities in a mountain environment. Since 2013, the meetings in Szklarska Poręba have been a multifaceted platform for presenting the latest results of research and scientific work conducted by domestic and foreign academic centres. The thematic scope of the conference usually covers socio-economic, psychological, natural, cultural, health and physiological aspects of undertaking physical activity. The scientific level and shape of the conference has been guaranteed thanks to many professors present at the meetings – Krystyna Zatoń (chaired the Scientific Committee in the first 3 conferences), Andrzej Pawłucki, Jacek Gracz, Andrzej Klimek, Aleksander Ronikier, Szymon Krasicki, Danuta Umiastowska, Jarosław Cholewa, Arkadiusz Stanula, Andrzej Ostrowski, Jerzy Telak, Jacek Potocki, Wiesław Alejziak, Jan M. Konarski, Ewa Szczepanowska and Wojciech Wiesner (chaired the Scientific Committee at the 4th, 5th and 6th conferences).

Among the practitioners, there were well-known Himalayan climbers (Aleksander Lwow, Bogusław Ogrodnik, Piotr Pustelnik, Mariusz Grudzień, Rafał Fronia, Piotr Snopczyński), athletes practicing mountain winter sports (Mateusz Ligocki – snowboarding, Łukasz Rutkowski – jumping, Andrzej Bargiel – ski mountaineering) and water sports (Tomasz Czaplicki – freestyle kayaker) and local government as well as state-level activists (Grzegorz Sokoliński, Mirosław Graf, Wojciech Biliński, Bogusława Kulińska, Radosław Mołoń, Cezary Przybylski). Practical workshops devoted to snow sports, mountain tourism for the blind and visually-impaired, and school education have been an important element of each conference. The contacts with foreign centres from Germany, the Czech Republic, Slovakia, Ukraine and Spain deserve to be emphasized. During the 6 editions, we hosted a total of nearly 40 speakers from abroad. The organiser of all 6 conferences was the Recreation Department of the University of Physical Education in Wroclaw, and personally, Dr. Piotr Zarzycki, who created the idea and formula of meetings in the Karkonosze Mountains. The merits of Dr. Zarzycki are also the perfect logistics and friendly contact with the majority of conference participants, including foreign ones. Doctor Piotr Zarzycki has been the head of the Recreation Department for 3 years.

First day of the meeting

During the 6th conference, 2 specialist thematic sessions were held, i.e.: “Current challenges in the organization and service of tourist traffic in the mountains” and “Snow sports for children and youth – teaching, improvement and current trends in the world”. The 2-day scientific meeting was divided into 2 plenary sessions, a session devoted to the practical aspects of conquering mountains, 4 thematic sessions and practical workshops.

On behalf of the Rector of the University of Physical Education in Wrocław, Professor Andrzej Rokita, the session was opened by the Vice-Rector for Organisational Affairs and Cooperation with the Environment of the University of Physical Education in Wrocław – Dr. Ireneusz Cichy. Then the representatives of the organisers spoke up: President of the Karkonosze Local Tourist Organisation. Grzegorz Sokoliński M.Sc., Chairman of the Scientific Committee of the Conference AWF Wrocław Assoc. Prof Dr Wojciech Wiesner, Ph.D., and the Head of the Recreation Department, Dr. Piotr Zarzycki – Chairman of the Organising Committee. Words of appreciation and substantive support for this type of initiative were expressed by the Director of the Department of Social Development and Labour Market at the Marshal’s Office of the Lower Silesian Voivodeship, Dr. Wojciech Biliński and the Mayor of Szklarska Poręba, Mirosław Graf. The first plenary session chaired by: US Assoc. Prof. Dr. Danuta Umiastowska, Ph.D., AWF Katowice Assoc. Prof. Dr. Arkadiusz Stanula, Ph.D., AWF Poznań Assoc. Prof. Dr. Jan M. Konarski, Ph.D., 6 presentations were given:

- Professor Andrzej Pawłucki, “Aristocratism of Olympism and Himalaism”;
- Prof. Ivan Uher, “The Interrelationship Between Environment, Functional Fitness, Health, and its Fundamental Principles in Older Person”;
- AWF Kraków Assoc. Prof. Dr. Wieslaw Alejziak, Ph.D., Dr. Bartosz Szczechowicz, Ph.D., “Issues and methodological profiles of works devoted to physical activity and tourism management in the mountains (analysis of scientific articles published in the journal “Folia Turistica” in the years 1990-2020)”;
- Dr. Jorge Terrades Daroqui, Ph.D., “Use of mobile applications for hiking practice. Quantitative study in 4 protected areas of Aragon and the Valencian Community” ;
- Dr. Andreas Jüttemann, Ph.D., “History of the “therapeutic mountaineering” Sanatoria for lung patients in the Silesian Highlands, 1854-1914”;
- Dr. Stanislava Pachrová, RNDr. MSc. Ph.D, Dr. Alice Šedivá Neckářová, Eng. Ph.D., “Does the offer of catering services fulfill the requirements of visitors with special needs?”.

A very special event was the speech given by AWF Wrocław Professor Andrzej Pawłucki, on Olympism and Himalayan mountaineering. The professor touched on many psychological, sociological, philosophical and historical threads, pointing to the sources of contemporary Himalayan mountaineering. The deep erudition of Prof. Pawłucki is expressed in his subsequent scientific work - "Olympic Pedagogy". In this study, an extension of the theses presented during the speech can be found. In the paper by AWF Kraków Assoc. Prof. Dr. Wiesław Alejziak, Ph.D. and Dr. Bartosz Szczechowicz, Ph.D. described the methodological profile of works on physical activity and tourism management in the mountains (analysis of scientific articles published in the journal "Folia Turistica" between the years 1990-2020). In their speech, the Professors presented an analysis of publications using the method of Methodological Imaging of Scientific Works. This method may have a broader practical application. In the practical part, mountaineer Piotr Snopczyński, a graduate of the University of Physical Education in Wrocław, presented a small part of his extensive experience in the presentation "My Himalayas". Himalayan mountaineering in Poland reached its peak in the 1970s and 1980s, when many groundbreaking achievements in the high mountains were made by Poles. In the years 1979-1987, Jerzy Kukuczka, as the second man in the world after Reinhold Messner, climbed all 14 eight-thousanders. What is more, 10 of them were climbed by new routes, and 4 in winter. The crown of the Himalayas was also won by 2 other Poles – Krzysztof Wielicki and Piotr Pustelnik. They also made the world's first winter ascent of Mt. Everest. Two years earlier, Wanda Rutkiewicz stood on the highest peak of the Earth as the first European woman. Climbing in extreme winter conditions and setting new routes earned them the nickname "Ice Warriors" (Pawelec 2015). Piotr Snopczyński showed the assembled high-mountain expeditions from the little-known side of the quartermaster.

The first day of the meeting ended with 3 parallel thematic sessions entitled:

- "Current challenges in the organisation and service of tourist traffic in the mountains" – 7 presentations;
- "Social aspects of physical activity in the mountains" – 7 presentations;
- "Biological aspects of physical activity in the mountains" – 5 presentations.

The first day ended with a gala dinner, during which a word to the conference participants was delivered by Piotr Zarzycki, Grzegorz Sokolnicki and Professor Andrzej Pawłucki. The speakers referred to the essence of subsequent scientific meetings in Szklarska Poręba, devoted to physical activity in the mountains. Participant involvement and organisational efficiency of the meeting were emphasized. Dr. Piotr Zarzycki, as the creator of the conference, thanked the participants for their cooperation in creating the project.

Second day of the meeting

The plenary session was chaired by: AWF Wrocław Professor Andrzej Pawłucki, AWF Katowice Assoc. Prof. Dr. Arkadiusz Stanula, Ph.D. and AWF Kraków Assoc. Prof. Dr. Wiesław Alejziak, Ph.D. The speakers were:

- AWFiS Gdańsk Assoc. Prof. Dr. Marcin Krawczyński, Ph.D., "Development of training staff in skiing – the role of instructor educator (coach developer)";
- Dr. Clara Climent Oltra, Ph.D., Héctor Esteve, Laura Jiménez-Monteagudo MSc – Catholic University of Valencia – San Vicente Mártir, "The mountain chair "Joëlette", an answer to social inclusion in the natural environment".

An important presentation was the paper by AWFiS Gdańsk Assoc. Prof. Dr. Marcin Krawczyński, Ph.D., on the "Development of training staff in skiing – the role of instructor educator (coach developer)". In his speech, the speaker characterised the learning process, focusing on learning through experience – so-called Kolb's cycle, and presented the main differences between an instructor (trainer) and an educator of other instructors (trainers). Subsequently, 2 more thematic sessions and specialist workshops were held at the same time: "Snow sports for children and youth - teaching, improvement and current trends in the world", which were conducted by members of the Social Council for Education and Development of Physical Culture Personnel of the Ministry of Sport and Tourism in the persons of Maciej Tauber (Educational Research Institute in Warsaw), Dr. Urszula Szczepanik (AWF Wrocław) and Dr. Piotr Kunysz (AWF Wrocław).

The thematic sessions considered the following issues:

- "Safety in mountain activities" – 6 presentations;
- "Social and psychological aspects of physical activity in the mountains" – 5 presentations.

Summary

A substantive summary of the conference was made by Professor Wojciech Wiesner, who commented on the scientific speeches given in the plenary sessions. The professor then asked the chairmen of individual thematic sections for information about the papers presented in thematic sessions. Short reports were given by professors: Jarosław Cholewa, Andrzej Ostrowski, Marcin Krawczyński, Wojciech Wiesner and doctors: Urszula Szczepanik, Jacek Grobelny and Piotr Kunysz. The organisers thanked the chairmen of the plenary and thematic sessions, who professionally summarized the individual sessions. Within 2 conference days, we hosted 98 people representing not only the academic community, but also institutions, associations and business entities interested in the analysed issues. Among the distinguished participants of the conference, foreign guests could also be found: Prof. Ivan Uher and Dr. Dávid Kaško (Institute of Physical Education and Sport, Pavla Jozefa Šafárik University in Slovakia), Dr. Stanislava Pachrová, RNDr. MSc. Ph.D, Dr. Alice Šedivá Neckářová, Eng. Ph.D. (College of Polytechnics Jihlava in the Czech Republic) and Dr. Andreas Jüttemann, Ph.D. (Technische Universität Dresden in Germany). The conference was held under the honorary patronage of: the Minister of Sport and Tourism Kamil Bortniczuk, the Marshal of the Lower Silesian Voivodeship, Cezary Przybylski and the J.M. Rector of the University of Physical Education in Wrocław Professor Andrzej Rokita, Ph.D. The conference was once again under the scientific patronage of the Polish Scientific Association of Recreation and Tourism Animation. The Organisers would like to thank the President of the Association, AWF Poznań Assoc. Prof. Dr. Jan M. Konarski, Ph.D. and the entire Board.

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REPORT FROM THE XII INTERNATIONAL SCIENTIFIC CONFERENCE *TOURISM IN SOCIAL SCIENCES*. MANAGEMENT IN THE HOTEL INDUSTRY IN THE CONTEXT OF THE COVID-19 PANDEMIC, BUKOWINA TATRZAŃSKA, 17-18 OCTOBER, 2022

Aleksander Panasiuk*, Bartosz Szczechowicz**

The Department of Management in Tourism and Sport, functioning within the structure of the Institute of Entrepreneurship of the Jagiellonian University, was the organiser of the consecutive, 12th edition of the scientific conference within the series *Tourism in Social Sciences* (https://przedsiebiorczosc.uj.edu.pl/konferencjaturystyka@uj.edu.pl). Its purpose was to continue the series of previous conferences on the issues of the functioning regarding the tourism market. Particular emphasis was placed on the impact of the COVID-19 epidemic on the functioning of the hotel industry, as well as the exchange of experience and knowledge of science and business representatives concerning current trends and changes affecting the tourism sector (primarily the hotel market). A review of scientific research results was also conducted in the field of tourism by representatives of Polish and foreign research centres dealing with this issue within the disciplines of social sciences, but also those related to, e.g. the sciences of physical culture.

The conference was organised in cooperation with the Euro-Asia Tourism Study Association (EATSA) and the Polish Economic Society (PES). Patronage was granted by: the Rector of the Jagiellonian University, the Minister of Sport and Tourism, the President of the Polish Tourist Organisation, the President of the Małopolska Tourist Organisation, the Presi-

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dent of the Polish Economic Society, the President of the Polish Hotel Industry Chamber of Commerce, the Starost of the Tatra Mountains and the Mayor of Bukowina Tatrzańska Commune. The meeting was held at the "Orlik" guest house in Bukowina Tatrzańska, owned by a graduate of studies coordinated by the Institute of Entrepreneurship – Mrs. Wioleta Kowalczyk.

The conference proceedings were held in a "double hybrid" formula, i.e. in Polish and English, as well as stationary and online. During the opening of the session, the chairman of the Scientific Committee, Prof. Aleksander Panasiuk, recalled the course of previous conferences and presented the assumptions of its current edition. The participants were greeted by the present: Secretary of State in the Ministry of Sport and Tourism Mr. Andrzej Gut-Mostowy and the Deputy Mayor of the Bukowina Tatrzańska Commune Mrs. Maria Kuruc. The opening of the conference was attended online by: the Dean of the Faculty of Management and Social Communication of the Jagiellonian University, Prof. Ewa Bogacz-Wojtanowska, President of PTO Mr. Rafał Szmytke, President of EATSA Prof. Enrico Panai and the President of PES Branch in Szczecin Prof. Barbara Kryk.

The conference was attended by over 100 participants, including approx. 60 stationary and about 50 online. All of the most important Polish research centere dealing with tourism issues in research and teaching were represented. In addition, guests from France, Indonesia, Germany and Ukraine participated remotely, and representatives of academic centres from Australia, Bulgaria, Czechia Republic, Hungary, India, Iran, Italy, Japan, Portugal, Slovakia, Spain, and Turkey also took part in the sessions. The participants of the conference were also representatives of tourist organisations and the tourist business.

The first plenary session concerned issues related to the specific subject of the conference. Issues concerning the impact of the pandemic on the functioning of the tourism industry, in particular, the hotel industry, were addressed in very substantive speeches by: Prof. Maria Johann (Warsaw School of Economics), Prof. Joanna Dominiak (AMU) and Prof. Justyna Majewska (UE Poznań). These issues were continued during the international Tourism Cafe Lab session in cooperation with EATSA, led by Prof. Desmond Wee (CBS Cologne) and Dr. Ali Afsar (HE Egbal Lahorii, Tehran). In this part of the speeches, the following speakers were presented: Adam Jezierski, M.A. (JU), Michał Koskowski, Ph.D. (Warsaw School of Economics), Prof. Marcin Hernes (UE Wrocław) and Prof. Madhuri Sawant (Marathwada University, India).

During stationary dissection sessions, the results of scientific research were presented by a representative of Polish and foreign research centres. During one of the panels, the Director of the Department of Tourism in the Ministry of Sport and Tourism, Dr. Dominik Borek, presented the assumptions of legislative changes in the Polish tourism law system, which are being prepared for introduction in 2023.

In the debates of the 4 sectional panels, the speeches of, among others, deserved special attention: Prof. Ewa Dziedzic (Warsaw School of Economics) on the profile of customers purchasing hotel services, Magdalena Sawczuk (JU) on the results of research regarding the role of social media in building image on the example of selected regions, Prof. Joanna Kizielewicz (MUG) on sustainable management concerning the cruising market in conditions of uncertainty, Dr. Małgorzata Ogonowska (University of Paris 8. Saint-Denis) on the issues of short-term rental platform regulations, Dr. Aleksandra Łapko (MTUS) presenting the use of suits simulating age in the education of marina staff, Dr. Beata Paliś (JU) covering the analysis of the role of night markets in the development of shopping tourism and Dr. Bartosz Szczechowicz (University of Physical Education in Krakow) on factors creating value for sports tourists.

The subject of the plenary session, closing the conference, was an overview of current issues being the subject of research by conference participants: Prof. Jadwiga Berbeka (UEK) presented the issues of seniors' behaviour on the tourist market, prof. Desmond Wee (CBS Cologne) presented an original approach to water and hospitality, Prof. Jan Sikora (ZU) analysed the role of social sciences in shaping the competences of managers in tourism, Prof. Agnieszka Niezgoda (UE Poznań) presented the results of research on the experience of tourists in national parks, Prof. Elżbieta Szymańska (TUB) pointed to the results of research on innovation in the hotel industry compared to other industries, and Prof. Michał Żemła (JU) presented the effects of excessive tourism development at a selected destination.

During the closing of the conference, the Chairman of the Scientific Committee, Prof. Aleksander Panasiuk, summarised the course of the meeting, primarily pointing to the very high substantive level of the speeches and the fact of significant scientific progress within the so-called tourism sciences field since the last stationary edition of the conference in 2018. At the same time, he indicated that the research results will be presented in the form of scientific articles, courtesy of many editorial offices of scientific journals in post-conference publications, i.e. "Questiones Geographicae", "International Journal of Contemporary Management", "Polish Journal of Sport and Tourism", "Turyzm/Tourism", "Studia Periegetica", "Folia Turistica", "Tourism Review", "Euro-Asia Tourism Study Journal" and "European Journal of Tourism Research". In addition, in 2023, a monograph with some of the conference papers will be published by the Institute of Entrepreneurship – Jagiellonian University. Another, 13th edition of the conference, which is planned for 2024, has also been announced.

In accordance with the custom of previous editions of the conference, stationary participants had the opportunity to take part in an additional programme, including a study trip to the vicinity of the guesthouse, during which they became acquainted with regional traditions (meeting the first woman Shepherd in Poland, tasting fresh highlander cheeses) and a view of the Polish and the Slovak Tatras, a visit to the Bukovina Thermal Baths, as well as a traditional highlander evening.

In light of the information presented above, it is worth noting that the context of the COVID-19 pandemic appeared not only during speeches in which conference participants presented the results of their scientific research indicating the impact of this phenomenon on the participants of the tourism market. It was also present as part of many other official statements and behind-the-scenes conversations, in which participants unanimously emphasized the value of direct meetings of representatives from the academic community and other types of organisations dealing with broadly-understood tourism. Mentioned here, the 12th edition of the scientific conference entitled *Tourism in Social Sciences* was organised in stationary form after a break of approximately 4.5 years. The conference is assumed to take place in a 2-year cycle, however, the 11th edition was carried out, due to necessity – because of the then pandemic restrictions – only in a remote form (on 19 November, 2020), while the 10th edition (28-29 May, 2018) was stationary, as the last one “before the pandemic”.

We mention this fact because, while the presentation of scientific research results may take place in publications in monographs or scientific journals, the element of “discussion” is then usually limited to the author-editor-reviewer relationship; it is eventually transferred to the ground of subsequent publications, whose authors engage in polemics with the authors of previously published works. Each time, however, the papers accepted for publication are in a sense “closed”: they present the results of research that has already been carried out, views that have already been largely formed, and theses mature enough to be accepted in the course of reviewing and publishing procedures. Against this background, conferences (especially held in the stationary formula, which will be discussed later) create favourable conditions for broader judgment among a large group of people representing various types of organisations and environments, more or less mature problems, theses or projects at the moment of research – not to mention the possibility of establishing research teams.

No less important seems to be the exchange of information going beyond the narrowly understood “dissemination of research results”. Behind-the-scenes and off-the-record talks allow – especially during conferences gathering representatives of major academic centres – an intensive and time-condensed flow of information on already implemented and planned directions of development within individual centres. This information mainly concerns key research projects, new fields of study, innovative teaching methods, organisational solutions, etc. All this can be summarised in terms of building and maintaining relationships, which, after all, are a necessary condition for the effective functioning of the scientific and educational systems. Both science and education are based on the flow of information, or in other words: the transfer of knowledge.

Having a full understanding and acceptance of the benefits of organising meetings, including scientific ones, in an online formula, one can risk saying that a direct, stationary confrontation of participants in a conference room creates conditions more conducive to a lively, real discussion – compared to following the course of this type of events online. The screen of a computer or other device that allows participation in the programme of a broadcast event is, after all, a barrier that prevents free interaction within a group, spontaneous formulation of thoughts, initiating shorter or longer dialogues, and finally – it limits the dynamics of the meeting and non-verbal communication. Therefore, it remains to be hoped that with the abolition of post-COVID restrictions, traditional conference meetings will return to academic calendars, and the 13th edition of the conference organised by the Institute of Entrepreneurship of the Jagiellonian University, planned for 2024, will meet with at least as much interest as last year.

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INFORMATION AND INSTRUCTIONS FOR AUTHORS

GENERAL INFORMATION FOR AUTHORS PREPARING ACADEMIC ARTICLES

1. The Editorial Office accepts for publication only original empirical and review papers that address tourism from interdisciplinary points of view, such as theory of tourism, cultural anthropology, philosophy, sociology, geography, law, psychology, history, economics, management, and marketing.
2. Submitting a paper for publication is construed as transferring the copyright to the Editorial Office. This means that neither the paper nor a part of it can be published in other journals or digital media without the Editorial Office's written permission.
3. The article should be prepared according to the "**Instructions for authors preparing academic articles**", found below. Otherwise, the article will be sent back to the Author(s) for correction.
4. Do not provide personal data or any other information that could enable identifying the Author(s). Instead, provide personal data in a separate **Author Form**, available on the Journal's website, and submit it together with the article.
5. The paper, together with a filled Author Form, should be submitted to the Editorial Office's e-mail address: **folia.turistica@awf.krakow.pl**.
6. The Editorial Office will not accept papers that show signs of scientific dishonesty, such as *ghostwriting and honorary (guest) authorship*, for publication. The Editorial Office will disclose any recognized cases of dishonesty; this includes informing institutions employing authors, scientific associations, etc.
7. All papers are reviewed by at least two independent reviewers (the review form is available on the Journal's website) and maintaining full anonymity. In other words, a double-blind review process will be implemented; otherwise, the reviewers are obliged to sign a declaration that there exists no conflict of interests between them and the authors of the paper. The Editorial Board will accept the paper for publication or reject it based on the reviewers' opinion. This procedure is in accordance with guidelines provided by the Ministry of Science and Higher Education.
8. The Editorial Office reserves the right to modify the style makeup of submitted papers.
9. The author of the paper will receive an electronic version of the Journal issue in which the article was published, free of charge.

Instruction for Authors Preparing Academic Articles

I. PREPARING TEXT

1. The volume of submitted papers should not exceed 20 pages of normalized manuscript, i.e., 40,000 characters (one author's sheet).
2. Text files should be created in the Word 6.0–XP editor in DOC format.
3. Page setup:
   – paper size: A4;
   – margins: all margins 2.5 cm;
   – line spacing: 1.5.
4. Title: use 14-point Times New Roman font, bold. Capitalize the entire title. Insert a 14-point line of space following the title.
5. Abstract in English: between 1500 and 2000 characters (including spaces); use 10-point Times New Roman font.
6. The abstract should comprise the following, clearly separated (presented in the form of a list) parts:
   – Puropse.
   – Method.
   – Findings.
   – Research and conclusions limitations: comment on the representativeness of your research and its potential limitations due to cultural, environmental, geographical, or other conditions.
   – Practical implications.
   – Originality: describe how your research (results and opinions) differs from other publications on the subject.
   – Type of paper: specify whether your article presents empirical research or theoretical concepts or whether it is a review, a case study, etc.
7. Key words: 3-6. Insert a 12-point line of space following the key words.
8. The paper should include elements listed below. Titles of elements may be changed if justified by content. Furthermore, especially in the case of review articles, the paper may have a more complex structure, i.e., it may comprise more elements or have a given element subdivided further (such as the Literature Review section).
   A) For empirical papers:
      – **Introduction** (subject of research, aim of the article, and justification of the aim),
      – **Literature review** (a review of Polish and foreign publications presenting the aim of the article and describing current knowledge on the subject matter),
      – **Method** (aim of empirical research, research hypotheses and questions, and a description of methodology and how the research was conducted)
      – **Results** (research results, including the answers to the research hypotheses and questions),
      – **Discussion** (a discussion of the study results in view of results obtained by other authors in Polish and foreign publications on the subject matter),
      – **Conclusions** (conclusions from the study results and their discussion, including practical implications and suggested directions for further research on the subject),
      – **References**.
   B) For review papers:
      – **Introduction** (subject of research, aim of the article, and justification of the aim),
      – **Literature review** (a review of Polish and foreign publications related to the aim of the article describing current knowledge on the subject matter),
      – **Discussion** (a discussion of current knowledge on the subject matter, including critical analysis based on Polish and foreign publications),
      – **Conclusions** (conclusions from the discussion, including its practical implications and suggested directions for further research on the subject),
      – **References**.

9. Headings of each part of the paper: use 12-point Times New Roman font, bold, centered. Number the parts with Arabic numerals. Insert a 12-point line of space following each heading.
10. Running text: use 12-point Times New Roman font and 1.5 line spacing. First line indent: 1 cm. Use tools available in the editor to format the text rather than the space bar, as using space bar makes markup and typesetting difficult.
11. Do not use the bold face, capitals, and underlining in the text. Italics should only be used for titles listed in the footnotes and the References section and for letter symbols in the running text. Insert a space after punctuation marks, not before them.
12. Use an en dash (–) to indicate breaks in a sentence and between numbers that denote close values not provided precisely (such as time periods); do not use a hyphen (-) or an em dash (—). Examples of use:
    - "Secondly – as tradition dictates – every student should wear formal attire tomorrow".
    - "The years 1914–1918, or the times of World War I, is an extremely important period in the history of Europe".
    - "Relevant information can found on pages 12–24 of the aforementioned publication".
    - Most waters in the area of Wysowa belong to the sodium-bicarbonate type and have a high concentration of carbon dioxide.
13. Footnotes can be used (sparingly) to complement the running text: use 10-point Times New Roman font with 1.0 line spacing.
14. References in the running text should be formatted according to the Harvard System (i.e., provide the last name of the author of the quoted or referenced publication, the year of publication, and the page or pages you refer to in square brackets within the running text). Do not place a comma between the name and the year. If two or more publications are referenced in the same parentheses, separate them with a semicolon.
15. The References section, located at the end of the article, should only include texts that are quoted or referred to in the article. References should be given in an alphabetical order with full bibliographic descriptions. Guidelines for and examples of bibliographic descriptions can be found in Part III of these instructions.

II. PREPARING TABLES AND ILLUSTRATIONS

1. Tables and illustrations (figures, charts, and photographs) should be included in separate files and described in detail. Mark their locations in the running text through centered titles, as in the example below:

Tab. 1. Tourist activity inhibitors
Tabela 1. Inhibitory aktywności turystycznej

2. The entire article should use the division into tables and figures (i.e., everything that is not a table, e.g. charts, diagrams, or photographs, is considered a figure). Refer to figures in the abbreviated form ("Fig.").
3. Place titles of tables above tables, and titles of figures below figures.
4. Write the titles of tables and figures in 10-point Times New Roman font.
5. Under each table/figure provide its source (using 10-point Times New Roman font).
6. Figures should be scanned at a resolution no lower than 300 DPI (optimal resolution is 600 DPI) and saved as line art files in TIFF format.
7. Charts should be created in black. Gray tints or textures are allowed.
8. Digital photographs should be saved in TIFF or JPEG format at full resolution. Do not use compression.
9. If the article includes figures, tables, etc. taken from other academic papers, the author is obliged to obtain a reprinting permission. The permission should be sent to the Editorial Office together with the article and other attachments.

III. PREPARING THE REFERENCES SECTION

1. The References section, located at the end of the article, should only include texts that are quoted or referred to in the article. References should be given in an alphabetical order with full bibliographic descriptions.
2. References to papers of different types should be prepared to according to the guidelines below. Note that all references should be provided in a single list (the division into types, found below, is meant only to provide examples of referencing different sources).
3. For two or more papers written by the same author and published in the same year, add subsequent lowercase letters to the year, as in: (2014a), (2014b), etc.
4. List Internet sources (webpages) for which the appropriate elements of a full bibliographic description cannot be provided in a separate Internet Sources section. The list should provide URL addresses of the referenced webpages in alphabetical order, described as in the following sample:
   - http://www.unwto.org/facts/eng/vision.htm (08.09.2014).
5. For articles to be published in the English issues of the Journal, provide English translations of the titles of non-English publications (in square brackets), as in the following sample:
   - Winiarski, R., Zdebski, J. (2008), *Psychologia turystyki* [*Psychology of Tourism*], Wydawnictwa Akademickie i Profesjonalne, Warszawa.

Sample references to different types of papers in the References section

A. Books:

Urry J. (2001), *The tourist gaze*, Sage, London.
McIntosh R.W., Goeldner Ch.R. (1986), *Tourism. Principles, Practices, Philosophies*, John Wiley & Sons, New York.

B. Edited books and joint publications:

Ryan C., ed., (2003), *The Tourist Experience*, Continuum, London.
Alejziak W., Winiarski R., eds. (2005), *Tourism in Scientific Research*, AWF Krakow, WSIZ Rzeszow, Krakow-Rzeszow.

C. Chapters in edited books and joint publications:

Dann G.M.S. (2002), *Theoretical issues for tourism's future development*, [in:] Pearce D.G., Butler R.W., eds., *Contemporary Issues in Tourism Development*, Routledge Advances in Tourism, International Academy for the Study of Tourism, London, New York, pp. 13-30.

D. Articles in scientific journals:

Cohen E. (1979), *A Phenomenology of Tourism Experiences*, „Sociology", Vol. 13, pp. 179–201.
Szczechowicz B. (2012), *The importance of attributes related to physical activity for the tourism product's utility*, „Journal of Sport & Tourism", Vol. 18 (3), pp. 225–249.

E. Articles in trade magazines and trade newspapers:

Benefits tourism not OK (2014), [in:] „The Economist", Nov 15th.

F. Papers without a stated authorship, including research reports and statistical yearbooks:

Tourism Trends for Europe (2006), European Travel Commission.
Tourism Highlights. 2010 Edition (2011), UNWTO.

G. Legal acts:

Act on Tourism Services, of 29 August 1997, Dz.U. of 2004, No. 223, item 2268, as amended.

H. Publications available on the Internet:

International tourism on track to end 2014 with record numbers, http://media.unwto.org/press-release/2014-12-18/international-tourism-track-end-2014-record-numbers (20.12.2014).

GENERAL INFORMATION FOR AUTHORS PREPARING ACADEMIC REVIEWS AND POLEMICS

1. Only original reviews of Polish and foreign monographs, academic articles, and handbooks, as well as other types of academic and didactic papers, such as research reports, doctoral theses, and habilitation theses, will be accepted for publication.
2. The Journal publishes reviews of papers on the theory of tourism, as well as papers that address tourism from the viewpoint of cultural anthropology, philosophy, sociology, geography, law, psychology, economics, management, marketing, and other academic fields and disciplines.
3. Submitting a paper for publication is construed as transferring the copyright to the Editorial Office. This means that neither the review nor a part of it can be published in other journals or digital media without the Editorial Office's written permission.
4. The article should be prepared according to the **"Instructions for authors preparing academic reviews and polemics"**, found below. Otherwise, the article will be sent back to the Author(s) for correction.
5. The review should be submitted to the Editorial Office's e-mail address: folia.turistica@awf.krakow.pl.
6. The Editorial Team reserves the right to modify the style makeup of submitted reviews.
7. The Author of the review will receive an electronic version of the Journal issue in which the review was published, free of charge.

Instruction for Authors Preparing Academic Reviews and Polemics

1. Text files should be created in the Word 6.0–XP editor in DOC format.
2. Page setup:
   - paper size: A4;
   - margins: all margins 2.5 cm;
   - line spacing: 1.5.
3. Name of each Author: use 12-point Times New Roman font, bold. Insert a 12-point line of space following the name(s).
4. Provide each Author's academic degree or title, affiliation (i.e. name of the institution represented by the Author, in this order: university, faculty, department, etc.), phone number, and e-mail in a footnote. Footnote formatting: use 10-point Times New Roman font and 1.0 line spacing.
5. Samples of title formatting:
   1. REVIEW OF "INTERNATIONAL TOURIST ORGANIZATIONS" BY WIESŁAW ALEJZIAK AND TOMASZ MARCINIEC.
   2. AN OPINION ABOUT "POLAND'S MARKETING STRATEGY IN THE TOURISM SECTOR FOR 2012–2020".
   3. RESPONSE TO THE OPINION…

   etc.
6. Title: use 14-point Times New Roman font, bold. Capitalize the entire title. Below the title, provide a full bibliographic reference for your article, including ISBN and the date of submission to the Editorial Board.
7. Format the titles of responses to reviews or other forms of academic polemics according to the guidelines above (e.g. Response to the Opinion…).
8. Insert a 14-point line of space following the title.
9. Headings of each part of the review (if appropriate): use 12-point Times New Roman font, bold, centered. Number the parts with Arabic numerals. Insert a 12-point line of space following each heading.

10. Running text: use 12-point Times New Roman font and 1.5 line spacing. First line indent: 1 cm. Use tools available in the editor to format the text rather than the space bar, as using space bar makes markup and typesetting difficult.
11. Do not use the bold face, capitals, and underlining in the text. Italics should only be used for titles listed in the footnotes and the References section and for letter symbols in the running text. Insert a space after punctuation marks, not before them.
12. Use an en dash (–) to indicate breaks in a sentence and between numbers that denote close values not provided precisely (such as time periods); do not use a hyphen (-) or an em dash (—). Examples of use:
    - "Secondly – as tradition dictates – every student should wear formal attire tomorrow".
    - "The years 1914–1918, or the times of World War I, is an extremely important period
    - in the history of Europe".
    - "Relevant information can found on pages 12–24 of the aforementioned publication".
    - "Most waters in the area of Wysowa belong to the sodium-bicarbonate type and have a high concentration of carbon dioxide".
13. Footnotes can be used (sparingly) to complement the running text: use 10-point Times New Roman font with 1.0 line spacing.
14. Illustrative materials (tables and figures) should be formatted according to the same guidelines as academic articles (see **"Instructions for authors preparing academic articles"**).
15. References in the running text should be formatted according to the Harvard System (i.e., provide the last name of the quoted or referenced publication, the year of publication, and the page or pages you refer to in square brackets within the running text. Do not place a comma between the name and the year. If two or more publications are referenced in the same parentheses, separate them with a semicolon.
16. The References section, located at the end of the article, should only include texts that are quoted or referred to in the review. References should be given in an alphabetical order with full bibliographic descriptions, prepared according to the same guidelines as for academic articles (see **"Instructions for authors preparing academic articles"**).

Folia Turistica is a specialist forum for exchanging academic views on tourism and its environment, in its broadest definition. It is one of Poland's leading academic periodicals, published continuously since 1990. The magazine publishes articles in the field of tourism studies, from a broad interdisciplinary perspective (humanist, economic, geographical/ spatial, organizational, and legal issues etc.). Apart from articles presenting the results of empirical research, the journal includes original theoretical, overview, and discursive pieces. The separate headings contain research reports, announcements, and bulletins, reviews of academic works, information on conferences and symposia, and discussions and polemics.

***Folia Turistica* is indexed in the ERIH Plus (European References Index for the Humanities and Social Sciences), Information Metrix for the Analysis of Journals (ICDS for 2021 = 4,5), and Index Copernicus International (ICV for 2021 = 100.00). It is also indexed on the Polish Ministry of Education and Science List of point-earing academic publications. In the parametric system of evaluating academic work, authors and the institutions they represent receive 40 points for publishing works in the journal.**

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