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The Impact of the EU Migration and Visa Policy on the Development of Cross-Border Cooperation in the Field of Tourism between Ukraine and Poland

Abstract. This article explores the impact of the EU migration and visa policy on the development of cross-border cooperation between Ukraine and Poland. Cross-border tourism is presented as an important element of international tourism, which affects the development of border regions and has positive consequences for the overall development of the country. Analysis focuses on cross-border cooperation in the border regions of Ukraine and Poland and ways of increasing the competitiveness of tourism offerings by forming integrated joint tourism products. The authors also investigate the impact of the visa policy of both countries on tourism in border regions.

Keywords: visa policy of the EU, cross-border cooperation, cross-border tourism, migration policy

Introduction

Cross-border cooperation is of obvious importance for the mutual strengthening of the tourism industries of neighboring countries. The specifics of cross-border tourism cooperation need to be considered with great care and with an understanding of fundamental notions. For example, it should be clear that collaboration agreements in tourism planning entail very close contacts and communication (face-to-face) with all participants, from both the public and the private sector, and with an array of industries that take part in tourism planning. This type of collaboration can lead to effective dialogue and negotiations in building

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mutually acceptable interests and forwarding proposals for developing tourism in given region.

Tourism is an important economic sector in countries around the world and governments are developing active and innovative policies to build a competitive, inclusive and sustainable tourism development. Many countries consider an integrated whole of government approach to tourism as an essential component of a supportive government framework. These integrated strategies increase the policy coherence and the effectiveness of public and public/private actions in tourism. Governments at all levels have an important role to play in the delivery of the tourism product, and they need to work in close partnership with the private sector [*The Crossborderer*, 2015].

Cross-border tourism is a branch of tourism oriented towards the development of tourism infrastructure and organization of tourist routes for cross-border territory and direct neighborhood. This kind of economic activity is an important mechanism of international relations and strengthen economic cooperation. Cross-border tourism is based not just on a border crossing to rest in another country, namely cross-border tourism in border crossing as an essential element.

Cross-border tourism as a form of international tourism, of course, associated with the crossing of borders. Its characteristic distinguishing feature is interdependent, coordinated recreational development of two or more separated from each other by a state boundary areas, which form the common recreational space, and adjacent to certain cross-border routes with the border and customs controls [Migushchenko 2016: 285-293].

As an example in this paper considered cross border cooperation between Ukraine and Poland. Relations with Poland have a long historical tradition; strategic direction in foreign policy of Ukraine is the partnership with this country. Considering the fact that Poland is an EU member, Ukraine is extremely interested in development a strategic relations with this country. Today the cooperation of both countries is observed in almost all economic sectors, including tourism. In this paper considered cross border cooperation between Ukraine and Poland. The hypothesis tested in this paper reads:

H1: The competitive ability of cross-border regions on the international market increases with the increase of the degree of cooperation. H2: The asymmetric visa regime negatively effects on development of tourism in the border region cross-border cooperation.

The methodological basis of the study is fundamental allocations of theory of productive forces and regional studies, the concept of socio-economic development, legal, software and guidance documents. In the paper we used special and general scientific research methods: comparative, retrospective analysis (synthesis of European and domestic experience of CBC, for study relevant legal support), factorial (for organizing factors of cross-border cooperation), statistical

groupings, generalizations, expert assessments (determining the basic results and the problems of European regions in the EU countries and Ukraine), modeling (for the formation of the main approaches to the concept of CBC) and ratings assessment (evaluation of CBC macro level) and others.

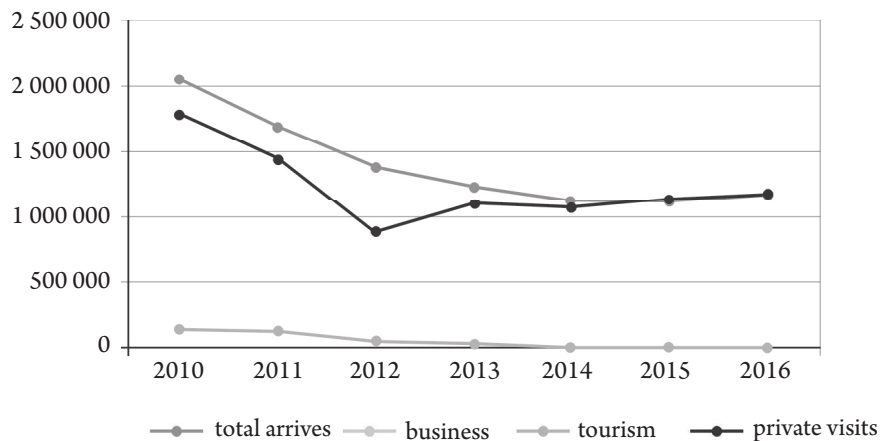
The article used official statistics on socio-economic development, information and analytical materials of the Ministry of Economic Development and Trade of Ukraine, regional state administrations.

1. Tourist Flows between Ukraine and Poland

The Figure 1 illustrated the dynamic of travelers from Poland to Ukraine in period 2010-2016. As we can see the private visits constitute the main part of total amount of arrives from Poland to Ukraine. Unfortunately, the Ukrainian statistical data does not show the right pictures of cross-border tourism. Missing domestic and cross-border statistics data, underestimation by government cross-border cooperation (CBC) as a tool of regional development caused the false impression that the dominant and guidelines for the development of CBC is culture and tourism.

However, practice shows that citizens of Poland and Ukraine carry out border crossing primarily for the purchase of consumer goods (92.6% of Poles and 81.3% of Ukrainian). Being abroad one citizen of Ukraine on average spend 573

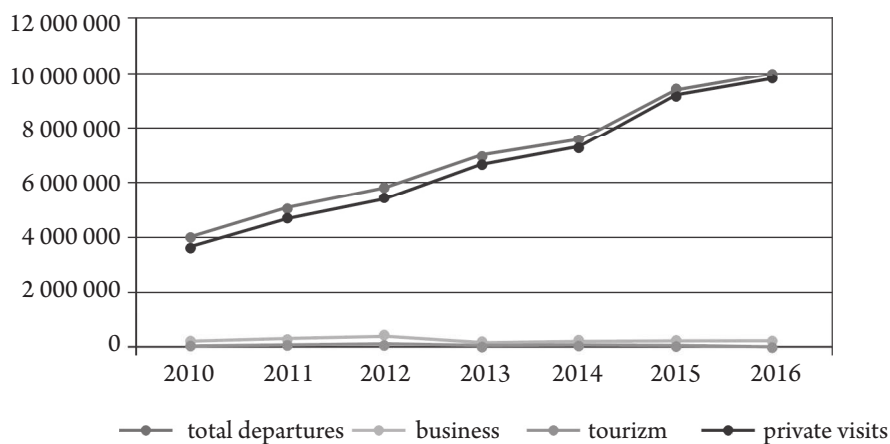
Figure 1. Inbound tourism. Travels from Poland to Ukraine in period 2010-2016



Source: own elaboration.

PLN and Polish citizen spend 145 PLN (4 times less). It must be mentioned that expenditures of Ukrainian citizens in Poland are significant compared to imports from Poland. Despite the fact that cross-border movement of Ukrainian citizens is economically beneficial for neighboring countries, including Poland, the visa policy of the EU and Ukraine is not parity, and at some point even discriminates against Ukrainian citizens [Ukrstat 2007] (Figure 2).

Figure 2. Outbound tourism. Travelers from Ukraine to Poland in period 2010-2016



Source: own elaboration.

A positive trend of tourist exchanges between Ukraine and Poland 2005-2015 is an indicative factor that speaks in favor of cross-border tourism [Migushchenko 2016: 285-293]. In the pre-crisis period (2008-2009 years) have been observed the growth of tourist flows in both countries. However, during the crisis 2014-2015 years the number of foreign tourists who arrived in Ukraine has decreased by almost half, while in Poland continues to grow. The Polish tourists in the total incoming flow to Ukraine in 2008 was about 20%, in following years – at around 10%. It should be noted that in difficult times for Ukraine 2014-2015 years, the number of Polish tourists has increased markedly, and it shows: Polish tourists feel safe in Ukraine despite of the military situation in some regions of the country. We would like to emphasize that the number of Ukrainian tourists in the incoming flow of foreign tourists to Poland also steadily increased since 2009 from 7% to 11.8%.

The amount of tourist flows between Ukraine and Poland are much larger than tourist exchanges with other countries, and the growth dynamics of tourist

Table 1. Geography of visitors the city Lviv in 2015

Country	Number of visitors
Ukraine	38 798
Poland	5 736
Turkey	1 916
USA	1 766
Belarus	968
France	721
Great Britain	606
Russia	442
Italy	433
Spain	424
Austria	393
Canada	323
Netherlands	323
Other countries	3 096

Source: Lviv Tourist Information Center.

exchanges is a characteristic of the border regions that justifies intensification of Ukrainian-Polish cross-border tourism cooperation.

The intensity of border tourism exchanges was confirmed by the Lviv Tourist Information Center as you can see, in 2015 the number of Polish tourists in the amount of tourists who applied to Lviv Tourist Information Center, is the largest and amounts 10% or more than 5.5 thousand people (Table 1).

2. Visa policy

Another factor that contributes to the development of cross-border tourism, including the procurement of tourism and tourism “Weekend” is visa-free entry (up to 90 days within 180 days) in Ukraine for EU citizens, including for Polish citizens. The opposite side of the issue – a visa regime for Ukrainian citizens. But there are also positive developments.

First, Poland is the leader among the Schengen countries who issued visas to citizens of Ukraine, including long-term visas.

By 2013 Polish consulates in Ukraine tried to demonstrate “good statistics” for issuing visas. So, they issued visas no longer than a one year, instead of truly long-term visas for a period of 2 to 5 years.

Table 2. Visa statistics of the consular offices of Poland in Ukraine 2013-2014

City	2013	2014	Change in %	
Kyiv				
A total of issued visas "C"	85995	89826	+4	
Visa duration	Under 1 year	25 106	29 104	+16
	1-2 years	5 228	14 211	+172
	2-3 years	1 069	3 022	+183
	3-4 years	140	486	+247
	4-5 years	487	2 098	+331
Kharkiv				
A total of issued visas "C"	40 302	38 790	-4	
Visa duration	Under 1 year	14 500	7 571	-48
	1-2 years	2 891	12 400	+329
	2-3 years	399	1 791	+349
	3-4 years	78	384	+392
	4-5 years	135	234	+73
Odesa				
A total of issued visas "C"	26 626	24 135	-9	
Visa duration	Under 1 year	24 671	20 356	-17
	1-2 years	1 450	2 785	+92
	2-3 years	269	423	+57
	3-4 years	129	273	+112
	4-5 years	107	298	+178
Vinnitsia				
A total of issued visas "C"	40 012	53 981	+35	
Visa duration	Under 1 year	23 173	23 574	+1
	1-2 years	3 380	12 774	+378
	2-3 years	1 014	4 596	+453
	3-4 years	203	1 424	+701
	4-5 years	439	2 325	+529
Lutsk				
A total of issued visas "C"	95 065	121 091	+27	
Visa duration	Under 1 year	50 556	22 321	+56
	1-2 years	7 793	49 071	+530
	2-3 years	712	4 452	+525
	3-4 years	103	858	+733
	4-5 years	663	4 022	+507
Lviv				
A total of issued visas "C"	234 323	232 228	-1	
Visa duration	2-5 years	30 176	115 821	+283
	4-5 years	418	1 225	+193

Source: Consular offices of Poland in Ukraine.

Due to pressure from many sides and publicity problems in the Ukrainian media, support of many Polish parliamentarians, Poland changed visa policy towards issuing long-term visas. And pursuant to the recommendations of the Consular Department of the Foreign Ministry of Poland on August 8, 2013 in terms of increasing the number of long-term visas (2-5 years) consular offices of 2014 went to the practice of issuing visas:

- two-year and five-year – for citizens of Ukraine, repatriated from Poland under an agreement between the USSR and the Polish government from 1944 and 1945;
- two-year visas - for citizens of Ukraine, who without any infringement using at least two tourist visas, of which at least one issued by the Polish consul;
- two-time valid for up to 6 months in case of confirmation of payment tourist services in Poland [Loginov 2015].

Visa policy of the consular offices of the Republic of Poland in Ukraine reflects the tendency to increase the number of issued long-term visas. In Table 2 we can see that most visas issued by consulates, located in the border regions, particularly in Lviv (total visa “C” issued 232,228) and Lutsk (121 091). Clearly seen a qualitative change in the number of issued long-term visas for a period of 3-4 and 4-5 years, particularly by region growth in the number of visas issued, amounted from 247% (Kyiv) up to 733% (Luck) [Loginov 2015].

Considering the rapidly evolving geo-political situation, which is placing even greater pressure on existing visa and immigration policies, countries, more than ever, recognise the importance of striking a balance between security and adequate border protection on the one hand, and ensuring ease of travel, a positive welcome, and a safe environment for legitimate travellers on the other. This is particularly the case in an increasingly competitive global market, where the visitor experience and perceptions of a destination are influenced by the convenience, cost and efficiency of any necessary visa application process [Zakonodavche zabezpechennya rukhu..., 2010].

Creating a Schengen border between EU and Ukraine helped to decrease illegal migration, but established a visa regime and other obstacles, which caused the number of travellers to drop and many contacts were lost. The borders of Ukraine and EU became barriers to intensive and effective cross-border interactions “thanks to”:

- visa regime with UA / Schengen regulation,
- relatively low density of border crossing points in some parts of the CE,
- insufficient technical infrastructure at the borders,
- lack of border crossings for pedestrians and cyclists,
- poor border management, inefficient and not harmonized procedures in border crossing points causing e.g. long waiting times,
- criminality connected to borders.

Despite the long and fruitful cooperation with EU countries, including Poland, EU still does not cancel visa regime for citizens of Ukraine. It should be noted that in 2005 Ukraine has decided to introduce the visa-free regime for citizens of Switzerland and European Union countries to ensure the free movement of persons, goods, services and capital, as well as intensification of bilateral contacts with the European Union [*Evropa bez baryer*, 2016].

Visa liberalization is happening, but several issues related to visas, is still not resolved as of their date completion of the full liberalization of the visa regime for Ukraine does not exist.

An important factor in the revival movement within the cross-border region is also the implementation of the agreement on small border traffic. Small border traffic is a favorable factor for weekend tourism, purchase tourism, nostalgic, cultural and pilgrimage tourism.

Number of people who have been crossing the border in 2009 with small (local) border traffic permits was 5.4%, in 2013 – more than 50%, and in the fourth quarter of 2015 – reached 58%, which demonstrates the effectiveness the introduction of local border traffic. Traces the growth and size of expenditures within local border traffic, in IV quarter 2015 cost value increased by 35.5% compared to the same period of 2014 [Mikula 2014: 316].

Despite the positive dynamics of tourist exchanges, gradual visa liberalization and qualitative change in bilateral cross-border cooperation project between Ukraine and Poland, there are unsolved problems and obstacles to effective cross-border tourism development of tourism and cross-border cooperation:

1. Problems of statistics of cross-border travelers, their costs, routes, length of stay.
2. Lack of a comprehensive long-term strategic scientifically-based programming and funding of tourism and recreation at both the state and border regions.
3. Undeveloped network of tourist information centers (in Ukraine), signs, information arrangement along the highways.
4. Lack of travel missions of Ukraine abroad (especially in Poland).
5. Disrepair and lack of funding and qualified for the restoration and recovery of historical, cultural, architectural monuments, rational use and preservation of tourism and recreation and natural resources in Ukraine.
6. Poor quality housing, transport, financial, information infrastructure and transport accessibility problems.
7. Asymmetry visa regime.
8. Lack of economic (tax credit and financial) incentives for the development of tourism, the tourism business, investment in the tourism industry.

3. Cross-border cooperation program in field of tourism

The important forms of cross-border cooperation in the tourism sector are involved in cross-border programs and implementing cross-border projects. In the CBC program cooperation in tourism is one of the main place, because tourism in the most regions are strategic branch in regional development. The feasibility of cross-border cooperation in tourism driven by a high degree of dependence on placement in relevant areas of natural and recreational facilities and the environment that shape the attractiveness of the area. Thus, in the development of tourism in the territories concerned regions of different countries united by common tourist attractions, but divided state border [*The Crossborderer*, 2015].

These forms allow cross-border cooperation to attract significant financial resources from international donor programs and organizations in the tourism industry of the border area.

Ukraine has successful experience in the implementation of joint cross-border projects in the tourism sector within the Neighborhood Program Poland-Belarus-Ukraine 2004-2006. The structure of implemented projects under this program share of cross-border projects by priority "tourism" was 10%. This means that tourism is considered one of the most effective promoters of cross-border regions. A positive aspect of cooperation within the Neighborhood Program is that part of the Ukrainian-Polish project is implemented to improve the tourist infrastructure, it is important for the border regions of Ukraine and Poland. Among these projects were: "Creation of tourist information infrastructure in the city Lviv" (2008-2010); "Establishment of the International Association of Ukrainian-Polish guides on Carpathians" (2007-2009); "A new quality of neighborly relations: the development of Polish-Ukrainian cross-border regional strategies" (2007-2008).

Contrary Program 2004-2006., the proportion of projects in the field of tourism development in the Neighborhood Program Poland-Belarus-country in 2007-2013 increased to 24% (28 projects), in particular 18.8% (22 projects) were only Ukrainian-Polish projects for tourism development in the border regions of Ukraine. In the CBC Program Poland-Belarus-Ukraine (2007-2013) signed 117 contracts for co-financing projects with a total value of 174.1 million euros (1) 74 Polish-Ukrainian projects (107.9 million euros), (2) 14 tripartite projects (7.7 million euros) [*The Crossborderer*, 2015].

Conclusions

At the present stage of European integration of Ukraine international tourist cooperation of border regions seen as structural and sectoral form of European integration, the implementation of European standards of quality tourism experience and regulation of tourism. In bilateral tourism cooperation acquires importance of forming cross-border tourist market and intensifying cross-border tourism as a form of international tourism. To overcome existing problems in cross-border tourism and cross-border tourism cooperation important active participation of the state, including the service profile. As cross-border cooperation generally involves the cooperation of local communities neighboring states becomes especially important initiative of communities, NGOs, tourism enterprises and local governments in the process of establishing relationships and joint tourism projects development areas. The tourism industry has been recognized as a method of developing border regions. We showed our attitudes on tourism, regional competitiveness, and potential tourism destinations as the outcome of cooperation between the two countries in the field of tourism. Results indicate the possibility of enhancing competitiveness through a strategic approach in planning and managing cross-border tourism destinations.

Migration and visa policies of the EU have a significant impact on the cross-border cooperation between neighboring countries in different sectors of economic. Tourism is an effective factor of strengthening of the international cooperation. Despite the fact that cross-border movement of Ukrainian citizens is economically beneficial for neighboring countries, including Poland, the visa policy of the EU and Ukraine is not parity, and at some point even discriminates against Ukrainian citizens. The mechanism for implementing the Agreement on simplification of a visa regime should be improved to minimize the restrictive visa regime for cross-border traffic intensity of Ukrainian citizens.

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Wpływ polityki migracyjnej i wizowej Unii Europejskiej na rozwój współpracy transgranicznej w dziedzinie turystyki między Ukrainą i Polską

Streszczenie. W artykule omówiono wpływ polityki migracyjnej i wizowej UE na rozwój współpracy transgranicznej między Ukrainą i Polską. Artykuł przedstawia i ukazuje istotę turystyki transgranicznej jako ważny element turystyki międzynarodowej, wykazuje znaczenie w rozwoju regionów przygranicznych, ujawnia swoje pozytywne konsekwencje dla rozwoju państwa. W tym artykule zbadamy współpracę transgraniczną w regionach pogranicza Ukrainy i Polski oraz zainteresowanie podnoszeniem konkurencyjności oferty turystycznej poprzez tworzenie zintegrowanych wspólnych produktów turystycznych. Zbadaliśmy również wpływ polityki wizowej obu krajów na turystykę w krajach pogranicza.

Słowa kluczowe: polityka wizowa UE, współpraca transgraniczna, turystyka transgraniczna, polityka migracyjna