

Spatial Planning in the Tourism Economy in the Lublin Region: Aid or Obstacle?

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Abstract

Lubelskie Voivodship needs new stimuli of economic development, and tourism can be one of them. However, a chaotic development of this sector can bring short-term benefits, and it can also lead to numerous conflicts between various entities and have an adverse impact on the state of tourist assets. In consequence, the disadvantages can prevail over the advantages in the long term. Such a risk can be mitigated by spatial planning, specifically by local spatial development plans issued by local governments in communes.

Keywords: Lubelskie Voivodship, spatial planning, tourism economy

Introduction

The significance of tourism for the economic structure of the Lublin region is growing. Regional and local authorities try to stimulate the growth of this sector which, through the creation of jobs and generation of tax revenues, can help reduce the gap between the region and other, more well developed parts of Poland. However, considerable growth of tourist traffic and development of tourist facilities can cause significant changes in zoning, particularly at the local level. Some of these changes can be negative from the perspective of tourism assets, and local non-tourist business sectors as well as for tourism itself and its prospects. Thus, it seems that the development of tourism and a tourism economy should be subordinated to regulations eliminating or limiting adverse changes. Reducing the number of conflicts arising in the context of a tourism economy is particularly important. Spatial planning seems to be a suitable tool for such regulation. Thanks to embedding it in the structure of public authorities and the way it operates, spatial planning can appropriately define and efficiently minimize threats accompanying the development of a tourism economy in the Lublin region.

1 Tourism economy in the region

Contemporary processes of economic transformation around the world, determined by globalization, standardization of consumption patterns and improvement of living standards, result in the continuously increasing significance of tourism in society. It also leads to the growing share of tourism in the global economy and numerous national economies. Tourism consists of all actions and means aimed at satisfying the needs created by tourists. Tourism encompasses various kinds of business activity directly related to satisfying the demand for tourist goods and services as well as those indirectly involved in the process (Gaworecki 2003, 161). In consequence, tourism constitutes an increasingly important source of income for many societies and countries. This also applies to Poland: in the years 2007–2011, the share of tourism in the gross domestic product amounted to about 5–6% (Raport o stanie gospodarki... 2013, 5). This share should be expected to rise continually along with the improving average living standard in Poland and the increasing demand

generated by the population. An increase in real income will be accompanied by an increase of leisure time, further growth of individual car traffic, development of the road network and growing urbanization (Gołembski 2009, 27–28). This will mean a constant increase in the number of people with a relatively high income, living in an urban environment and thus needing leisure in an environment that is close to nature. Furthermore, tourist demand is characterized by high income flexibility. This means that its growth rate and scale will undoubtedly be higher than in the case of demand for other consumer goods (Panasiuk 2007, 84).

Particularly favourable economic results are created by tourism at the regional and, even more so, local scale. Movement is the essence of tourism; hence a predominant share of expenditure is spent by tourists outside their place of residence. From the perspective of tourist-receiving areas, it means that tourism generates additional demand for local goods and services. Thus, it is one of the so-called exogenic functions forming the economic base of a city or region and determining its growth rate (Kuciński 2013, 368). At the same time, tourism influences a local economy as a whole: tourist spending flows to all sectors of the economy, through a chain of successive transactions (Meyer 2008, 19). Enterprises that directly serve tourists pay their suppliers and employees who create demand for all kinds of goods and services, to a large extent unrelated to tourism. Local governments, particularly in communes, benefit from the increasing revenues from income tax and tourist property tax. This leads to a tourist multiplier effect through which the total economic effects of tourist spending in the receiving area are significantly higher than the money spent by tourists themselves (Medlik 1995, 240). The yearly multiplier effect can reach the value of 3 or even many times higher (Łazarek 1999, 184).

2 Tourism in local government programming documents

Given the multiple benefits from the growth of tourism, many local government bodies are interested in developing tourism at the local or regional scale. This is also the case in Lubelskie Voivodship which definitely needs a new growth stimulus as it still ranks among the economically peripheral regions, poorer than Poland's core regions. Agriculture and traditional industry, i.e. sectors that predominated in this area for a long time, have largely lost their significance as growth factors. In 2010, the GDP per capita in Lubelskie Voivodship was only PLN 24 800 (i.e., 67,4% of the national average).¹ What is more, this situation has improved only slightly in recent years (*Produkt krajowy brutto...* 2013, 58). In this situation, which also results in the region's poor internal potential for growth, tourism, with its relatively low capital intensity, seems to be the most rational development option.

Therefore, numerous documents of the local government of Lubelskie Voivodship indicate the development of tourism as a new growth stimulus for the region and a means for bringing it out of the economic periphery. One of the priority axes of the Regional Operational Programme (ROP), whose implementation was completed in 2013, was called “culture, tourism and interregional cooperation.” In this document, tourism was regarded as one of the most promising areas in terms of job creation. The ROP identified several historic towns and cities (Lublin, Zamość, Kazimierz Dolny, etc.) as well as the Łęczna-Włodawa Lake District, the Roztocze region and the valleys of the Vistula, Bug and Wieprz rivers as areas particularly suitable for the development of local tourism. Under the European Regional Development Fund, EUR 99.86 million have been allocated to support projects consistent with this priority axis (Regionalny Program Operacyjny... 2007, passim).

The directions adopted in the already completed ROP are also to be found in the new development strategy of the voivodship, according to which the development of tourism (business, spa, therapeutic, adventure tourism, etc.) is part of the “vision of the region's development.” The strategy recognizes tourism as a means for restructuring rural areas and as a tool for strengthening the supra-local functions of urban areas. The document mentions “areas of strategic intervention”

1. [In the journal (in both Polish and English texts) European practice of number notation is followed—for example, 36 333,33 (European style) = 36 333.33 (Canadian style) = 36,333.33 (US and British style). Furthermore in the International System of Units (SI units), fixed spaces rather than commas are used to mark off groups of three digits, both to the left and to the right of the decimal point.—Ed.]

designed to stimulate the development of local tourism and these areas include Polesie Lubelskie, Powiśle, Roztocze and sites with an identified health-resort potential (Danilkiewicz et al. 2014, *passim*).

The necessity of tourism development in Lubelskie Voivodship is also mentioned by several other documents shaping voivodship development policies. Some of them expressly aim at supporting tourism development while others regard tourism as a key factor shaping the space of the voivodship. These documents include:

- The Programme and Spatial Concept for the Development of Tourism and Recreation in Lubelskie Voivodship²
- Tourism Marketing Plan for Lubelskie Voivodship for the years 2007–2013³
- Environmental Protection Programme for Lubelskie Voivodship for the years 2012–2015 with a perspective through 2019⁴

Tourism development also holds an important place in strategic documents of lower-level local government units. Despite the obvious financial and systemic limitations, even the counties of the Lublin region plan to support tourism development. It is particularly clear in counties where major tourist assets are located and, usually, already used (e.g., in the counties of Biłgoraj) (*Strategia Rozwoju Powiatu Biłgorajskiego... 2008, passim*), Puławy (*Strategia Rozwoju Powiatu Puławskiego... 2008, passim*) and Włodawa (*Strategia Rozwoju Powiatu Włodawskiego... 2008, passim*). Furthermore, nearly all communes of Lubelskie Voivodship that have strategic documents (development strategies or documents under other titles) take into account the stimulation of tourism development. It applies to the largest urban areas (including Lublin) as well as small towns and peripheral rural communes. Tourism is so “popular” among local governments as a stimulus of local economic growth probably thanks to its relatively low capital intensity. Tourism’s ability to create a relatively large number of jobs of a service character is also important as it can become a factor limiting, to some extent, the economic migration of women and, consequently, counteracting depopulation processes. It should also be noted (and this is also a view of the local authorities) that many communes located on the geographic periphery of the Lublin region do not have any other serious assets, besides tourist assets, that would be conducive to development.

3 Threats related to the development of a tourism economy

As indicated above, the development of tourism brings significant economic benefits, observable primarily at the local and regional scale. At the same time, however, it can lead to unfavourable changes, noticeable particularly in the local socio-economic space and the natural environment. In its essence, tourism uses areas and sites with peculiar characteristics particularly attractive from the perspective of tourists. These characteristics are known as tourist assets. Places having such assets, just like other places conducive to various forms of human activity, can become an object of gradually increasing interest of various users, which can lead to conflicts between them. The more users of these places, the more sources of potential conflict (Kozłowski 1991, 239). In the most attractive fragments of space (from the users’ perspective), virtually all users are entangled in conflicts with each other. These conflicts arise from various conflicting ways of using a specific space; they can have an adverse (degrading) effect on the local natural environment. The situation that can occur is described as the “crisis of space” (Jałowicki 1988, 251).

2. See: Uchwała Nr CLXVIII/1984/08 Zarządu Województwa Lubelskiego z dnia 7 października 2008 r. w sprawie przyjęcia „Koncepcji programowo-przestrzennej rozwoju turystyki i rekreacji w Województwie Lubelskim,” [@:] <http://www.bpp.lublin.pl/oprac1/turystyka-cele/uchwala.jpeg>.

3. See: Uchwała Nr CCXXX/2732/09 Zarządu Województwa Lubelskiego z dnia 19 maja 2009 r. w sprawie przyjęcia skorygowanego „Planu marketingu turystyki na lata 2007–2013.” [@:] <http://www.bpp.lublin.pl/oprac1/turystyka.m/uchwala.jpg>.

4. See: Uchwała Nr XXIV/398/2012 Sejmiku Województwa Lubelskiego z dnia 30 lipca 2012 r. w sprawie uchwalenia „Programu ochrony środowiska województwa lubelskiego na lata 2012–2015 z perspektywą do roku 2019.” [@:] http://www.lubelskie.pl/img/userfiles/files/PDF/Ochrona_Srodowiska/nowe_do_aktualizacji_PGO/Uchwala_Nr_XXIV_398_2012.pdf.

The crisis of space mechanism is particularly dangerous in local tourism due to how easily it develops and because of its potential effects. Conflict can develop between the scale and character of tourist traffic and the need to protect tourist assets. Tourist traffic that exceeds the resistance of the assets can lead to their gradual degradation, which, in a longer term, can cause a decrease in the tourist attractiveness of a particular site. Similar threats to the quality of tourist assets (natural and cultural) can arise from excessive development of tourist facilities and the way they function.

However, the disorderly development of tourism can also lead to conflicts between participants of tourist traffic and permanent residents of the receiving area. The daily routine of tourists, including their leisure activities, can be a nuisance to local residents. For example, an excessive influx of tourists can lead to excessive motor traffic, noise disturbing the peace at night or increased number of petty offences. Excessive tourist traffic can also be a burden to local transport and communal infrastructure. Alongside the poorer quality of services provided by infrastructural facilities to residents, it can also mean an increase in local governmental spending on the maintenance and expansion of communal infrastructure. Furthermore, local governments, mainly at the level of communes but also counties, have to bear the costs of creating and maintaining “small” tourist infrastructure (vantage points, shelters, trail signs, etc.) (see: Gołembski 1999, 19–40).

In the Lublin region, conflicts resulting from peculiar regional determinants can arise in addition to the conflicts already indicated above. The competitiveness of Lubelskie Voivodship in terms of tourist assets (both natural and anthropogenic) is poor from the national perspective (Derek 2008, 72–73). This can tempt local governments to use the existing assets, which are usually contained within a limited space, to the maximum extent possible by making them accessible to all forms of tourist use. Many local governments in Lubelskie Voivodship have low revenues. The residents of these communes also have low income, usually obtained from agriculture or local services. Therefore, the residents are likely to be highly interested in any opportunity, offered by tourism, to boost their income: places to stay and eat, commerce, even selling real estate for the construction of tourist facilities. Local governments also seek to maximize benefits related to increased income tax revenues, particularly tax on properties whose function changes from agriculture to tourism, services, etc.

It seems that communes with a relatively high level of tourist assets are particularly exposed to such threats. (Tucki 2009, 18–22) estimates that only 28 out of the total 213 communes in Lubelskie Voivodship can be regarded as very attractive. They are located primarily in the Roztocze region, the Kazimierz–Puławy–Nałęczów “tourist triangle” and the Polesie Lubelskie region. The attractiveness of these areas relies on natural assets (particularly forests, lakes and protected areas) and cultural assets (historic monuments and cultural landscape).

The size and character of the natural assets in Lubelskie Voivodship reveals their high sensitivity to anthropogenic pressure. The lakes, some of which are already under intensive tourist use, are usually small and shallow. Among the lakes of the Łęczna–Włodawa Lake District, only seven are larger than 100 ha (Krukowska and Krukowski 2009, 74). To a large extent, they are also subject to eutrophication processes resulting from anthropogenic pressure, partially caused by tourism. The area of forests in the Lublin region is also small (with a forest cover of only 22,5%, the voivodship ranks 14th among 16 voivodships), with pine forests predominating (Stanicka 2011, 51–63). The voivodship’s landscape assets are also noticeably degraded in many places, including attractive tourist sites, mainly due to the chaotic intensification of spatial development over the last several decades.

4 The role of spatial planning

The need for the development of tourism in the Lublin region clashes with a number of threats that can be triggered by this process. Therefore, a tool is necessary that would enable taking advantage of all the opportunities offered by the development of tourism while protecting the voivodship from the potential problems and conflicts. Of course, such a tool should be at the disposal of public authorities that, presumably, are not interested solely in maximizing economic benefits. There

are several such instruments in the Polish legal system: conservation of natural areas, protection of selected natural environment features and preservation of historic monuments. Most of these instruments, however, focus only on the protection of those components of space that constitute or may constitute a tourist asset. Spatial planning, on the other hand, constitutes a tool with a much broader scope.

Spatial planning solutions apply both to the existing components of space (a primarily protective function) and to the future spatial development components, e.g. tourist infrastructure, in the case of which spatial planning performs a regulatory function. Thanks to spatial planning instruments, it is possible to influence, in a relatively comprehensive way, the individual components of tourism supply and the conditions of demand. What is more, being within the remit of public bodies, spatial planning can have a high level of relevancy and adaptability in relation to socio-economic phenomena and natural asset preservation requirements.

The functioning of the Polish system of spatial planning is regulated by the 2003 Act on Spatial Planning and Spatial Development.⁵ This piece of legislation empowers several entities to prepare spatial planning documents. Each document can regulate components of space that can impact the functioning of tourism. The national spatial development concept, drawn up by the Council of Ministers, is at the top in the hierarchy of planning documents. The concept stipulates, among other aspects:

- requirements concerning environmental protection and historic monument conservation, taking account areas under protection
- distribution of public infrastructure facilities of national and international significance
- distribution of technical and transport infrastructure facilities, strategic water resources and water management sites of national and international significance

The current national spatial development concept was adopted by the Polish government in 2011. Given its national scope, in principle it does not refer directly to area development or, specifically, to socio-economic and natural phenomena that can impact spatial development. Tourism is also featured in the solutions proposed by the concept. As part of the “Vision of the Spatial Development of Poland 2030”, tourism is presented as a component with a much greater share in the economy than now, mostly due to the decreased significance of agriculture. Tourism is to become a factor stimulating the development of several centres and areas in Poland — e.g., metropolitan areas (Lublin among them), rural areas (particularly Eastern Poland) and border zones. Tourism development is expected to help improve the transport accessibility of the individual parts of the country. The concept also provides for the protection of natural space against fragmentation that occurs or might occur as a result of and for the purposes of tourism development. The regions designated by the concept for such protection include Polesie Lubelskie, Roztocze and the Bug River Valley (*Koncepcja przestrzennego zagospodarowania... 2012, passim*).

The key method for implementing solutions envisaged in the National Spatial Development Concept is to introduce them into voivodship spatial development plans. A voivodship spatial development plan is one of the tools of the development policy conducted by the local government of a voivodship. The issues addressed by a voivodship plan (similarly to the national spatial development concept) also include solutions concerning tourism and its determinants, for example:

- the basic elements of the settlement network of a voivodship and their transport and infrastructural links
- a system of protected areas, including those protecting the environment, nature, cultural landscape, spas, cultural heritage and historic monuments as well as assets of contemporary culture
- problem areas along with the rules for their development as well as metropolitan areas
- support areas
- areas particularly exposed to flood risk

The spatial development plan currently in force in Lubelskie Voivodship dates back to 2002 but it was prepared in compliance with the spatial development act from 1994. Tourism development

5. See: Obwieszczenie Marszałka Sejmu Rzeczypospolitej Polskiej z dnia 24 kwietnia 2012 r. w sprawie ogłoszenia jednolitego tekstu ustawy o planowaniu i zagospodarowaniu przestrzennym. DzU z 2012 r. poz. 647.

holds a significant place in the plan whose objectives include tourism promotion, protection of tourist assets, expansion of tourist facilities, development of culture and business tourism and agrotourism. The voivodship plan perceives agrotourism as a key instrument for bringing the rural areas out of the socio-economic periphery. Strengthening the role of tourism should also enhance the development opportunities of several urban centres.

The Spatial Development Plan of Lubelskie Voivodship seeks to regulate particularly the development of tourism in areas of the highest tourist value, namely Polesie Lubelskie, Roztocze and Kazimierski Landscape Park. With regard to these areas, the plan specifies, among other provisions, the preferred kinds of tourist traffic, location of centres with a tourist function, principles of tourist facility development and tourist use, principles of asset protection and ways of improving the state of technical infrastructure and transport accessibility. The voivodship plan also details the principles of spatial development in designated spa areas: first and foremost in Nałęczów and Krasnobród but also in Celejów (Wąwolnica Commune), Wólka Biska (Biszczka Commune) and Osuchy (Łukowa Commune) (Biuro Planowania Przestrzennego w Lublinie and Banak 2002, *passim*).

Similarly to the National Spatial Development Concept, the Voivodship Spatial Development Plan is not a document that directly shapes the principles of area development. The plan's solutions are implemented by introducing them into the planning documents prepared by the communes. In most cases, these are commune spatial development conditions and directions studies. Each commune is obliged to have such a study encompassing its entire territory and identifying the key components of its spatial structure and directions of changes in this structure based on a comprehensive analysis of the existing state of development and its transformation trends. Since the study is prepared based on 1:10 000 maps, it specifies the principles for area development with considerable precision. A large part of these provisions can have a significant influence on the development conditions of local tourism, for example:

- directions of changes in the spatial structure of a commune and land use classification
- directions and indicators related to the development and use of land, including areas excluded from development
- areas and principles of protection of the environment and its resources, conservation of nature, cultural landscape and spa areas
- areas and principles of protection of cultural heritage, historic monuments and assets of contemporary culture
- directions of the development of transport systems and technical infrastructure
- directions and principles of shaping agricultural and forestry production areas

The commune spatial development conditions and directions study is the basic document defining local spatial policy. However, similarly to the national concept and voivodship plan, it does not represent a direct basis for the implementation of spatial development solutions (i.e., for issuing building permits) because this role is fulfilled by the local spatial development plan prepared by the local government of a commune. Such a plan is the only spatial planning document that has the status of an act of local law. The plan is prepared based on 1:1000 maps; hence it can define the shape and functions of the future spatial development in great detail. The following provisions in the local plan are particularly important for tourism economy:

- land use classification and principles of its development
- principles of preserving and shaping spatial order
- principles concerning the protection and conservation of the environment, nature, cultural landscape, cultural heritage and historic monuments
- principles of shaping building development and indicators of area development, maximum building height, building line and site dimensions
- detailed area development conditions and use restrictions, including building prohibition

Furthermore, a local plan specifies the so-called planning fee charged for the increased value of a property as a result of the completion or amendment of the plan. The value increases, for example, when a plot of previously agricultural land is designated as land for commercial or catering purposes. If the property owner sells it earlier than five years from the plan's effective date, they

are obliged to pay the commune the fee calculated as a percentage of the increase in the property value (up to 30%).

Essentially, a local plan is a tool for implementing the solutions provided in all planning documents of a higher order. In principle, however, its preparation is not obligatory save for exceptions related to certain legal forms of nature conservation and historic monument preservation. Accordingly, spatial planning regulations allow the development of areas not encompassed by the local spatial development plan. In such areas, building permits are issued based on the so-called decisions on development conditions and land management (planning permit). Decisions on site location are issued for public-purpose investments projects while planning permits are awarded for other projects. Most decisions on the site location of a public-purpose investment project and nearly all planning permits are issued by the head of a commune. Site location decisions can also concern those elements of tourist infrastructure that have a public character. Such a decision, issued at the request of the investor concerned, specifies, for example:

- the kind of investment project
- the conditions and detailed principles of land development and management, including conditions of preserving the spatial order, protection of the environment, human health, cultural heritage and historic monuments
- the principles of the functioning of technical and transport infrastructure

The planning permit contains quite detailed specifications of the character of the land development allowed. Among other things, it specifies the building line, size of building areas in relation to plot area, frontage width and height, and roof share.⁶ A planning permit can thus significantly determine the shape of the building under construction and, consequently, its impact on local landscape.

It is characteristic that planning permits can be issued without major restrictions concerning location. Public investment projects carried out in this manner can be located anywhere unless prohibited by special regulations. Other investment projects are allowed on sites along roads, having suitable technical infrastructure and located in the vicinity of already developed areas. They do not have to conform to planning studies concerning a particular area such as the commune spatial development conditions and directions.

The two procedures of issuing building permits — i.e., local spatial development plan and planning permit, differ in terms of how these documents are prepared. The procedure for preparing a local spatial development plan is much more elaborate and complex in formal and legal terms. It comprises not only arrangements with a number of institutions (as is also the case with a planning permit) but also submitting the plan to public review as well as holding a public debate and debate of the commune council. Therefore, the procedure for preparing a local plan often takes several months, which also increases the costs of the plan.

Conclusions and final remarks

In every case, the development of tourism constitutes a significant change in the shape of local space. It also breeds conflicts between various users of space and between users and tourist assets. Under the current legal system in Poland, the development of tourist facilities requires appropriate building permits. Such a permit may be issued based on a local spatial development plan or without such a plan. The development of tourist facilities based on a planning permit undoubtedly has its benefits such as the quickness of the procedure (from the investor's perspective) and its low cost (from the local government's perspective). Furthermore, this mechanism enables a flexible response to changes in the size and structure of tourism demand, which is certainly favourable in a market economy. Nevertheless, this mechanism cannot prevent the occurrence and aggravation of spatial conflicts.

The development of tourism facilities based on local spatial development plans offers an opportunity to reduce the number of such conflicts and, most importantly, prevent the aggravation

6. See: Rozporządzenie Ministra Infrastruktury z dnia 26 sierpnia 2003 r. w sprawie sposobu ustalania wymagań dotyczących nowej zabudowy i zagospodarowania terenu w przypadku braku miejscowego planu zagospodarowania przestrzennego. DzU z 2003 r. nr 164 poz. 1588.

of these conflicts. Since local spatial development plans are costly and time-consuming documents, many local governments avoid preparing them. These plans take into account the mutual relations between all the existing and potential users of a particular area. They determine to what extent the interests of property owners, future investors, commune administration, national government administration, etc., are protected. Due to their hierarchical subordination to commune spatial development plans (and, consequently, to documents at the voivodship and national level), local plans have to factor in not only the current and local needs but also considerations of a higher order. What is more, the rule is that the conditions specified in planning documents at a higher level than the commune take precedence, to varying degrees, over decisions consistent with current interests based on strictly economic considerations.

Therefore, only spatial development plans can be an effective tool for coordinating the use of space, including the protection of its components against excessive use. At the same time, they provide comprehensive information to potential investors on the conditions of business location. They particularly specify, quite conclusively, the existing and future surroundings of the planned investment project. Of course, it would be false to assume that local spatial development plans are always able to prevent spatial conflicts. There can be no doubt, however, that they reduce the number and scale of conflicts between various components of local space and their functions. This is because procedures involved in the preparation of a local plan attempt to resolve the conflicts between various entities at the stage when the land use and kind of development in the particular areas are planned. These conflicts are manifested as clashes between the projected, not already existing, spatial development components and their functions (see: Gorzym-Wilkowski 2010, 12).

The growth of tourism is currently a major opportunity for the Lublin region to break out of the economic periphery. Lubelskie Voivodship has a number of tourist assets at its disposal even though in most cases their rank is lower than in Poland's prime tourist regions. This applies particularly to natural assets that create conditions for longer tourist stays. What is more, a considerable part of the region's tourist assets are already used very intensively, raising concerns over their degradation. In addition, these assets are no longer likely to provide the basis for the further development of local tourism on a large scale. Therefore, other assets should be used with utmost caution; all the more so because their character and scale indicates the vulnerability of these assets to excessive tourist traffic. If the tourist use of these assets is not well-thought-out, the economic benefits will not be sufficiently large and will not be sustainable.

Local spatial development plan coverage shows a high variation across the communes in Lubelskie Voivodship. In total, at the end of 2012, 57,6% of the voivodship area was covered by local spatial development plans, which seems to be a good result in comparison with the national average of 27,9%. However, only about one third of areas covered by local plans have got plans prepared pursuant to the currently applicable law in force since 2003. And still a considerable part of the voivodship shows a very poor local spatial development plan coverage. What is more, this situation also occurs in areas perceived as very attractive to tourists (at voivodship scale). The worst situation occurs in the communes of Włodawa county, but it is unsatisfactory in Biała Podlaska and Janów Lubelski counties as well (Śleszyński et al. 2014, 14–15).

Thus, numerous communes in Lubelskie Voivodship face the challenge of choosing what role spatial development will play in the development of local tourism. To forego spatial planning means to save funds and time and maximize short-term economic benefits. Spatial development, on the other hand, ensures multiple benefits arising from the sustainable and lasting role of tourism in the local economy. The choice depends on the awareness of local governments.

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