

# STUDY REGARDING THE ORGANIZATIONAL AND HISTORICAL FRAME OF ROMANIAN TOURISM ADMINISTRATION

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**Abstract:** *Tourism is an extremely complex and sophisticated field, therefore it requires coordination and cooperation, aspects that only the public administration, through its institutions, has the authority and the mechanisms to organize. In order to have a coherent, unitary and efficient evolution, this domain needs a proper institutional frame for functioning and organization. The study is treating the organizational forms and ways during the years in the organizational structures of Romanian tourism administration. The paper is presenting the history of tourism administration, having as a guiding mark the institutional typology, periods of time and their organizational frame. The analysis of Romanian tourism administration history led us to accomplishing the typology of national bodies in Romania and their ranking in time.*

**Key words:** *tourism, tourism administration, organizational frame, public authorities.*

## 1. Introduction

Tourism is an extremely complex and sophisticated industry, which includes and interconnects sectors and fields of different industries from all over the world. This is the reason why tourism needs coordination and cooperation, aspects that only the public administration, through its institutions, has the authority and the mechanisms to organize.

As any other activity field, tourism, in order to have a coherent unitary and efficient evolution, needs a proper institutional frame for functioning and organization.

## 2. Organizational and Historical Frame of Romanian Tourism

The first trials, in our country, for organizing touristic activities were found in the 19<sup>th</sup> century, when several associations, organizations, societies, clubs etc. had private initiatives.

Among companies with touristic activity we can mention: Romanian Society of Geography (Societatea Română de Geografie) (1875), The Carpathian Society of Sinaia (Societatea Carpatina din Sinaia) (1895), The Romanian Tourist Society (Societatea Turiştilor Români) (1903-1916). Among the pioneering tourism associations we can mention: The Alpine Association of Transylvania, from Braşov –

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Siebenburgische Alpen Verein in Kronstadt (1873), The Carpathian Association from Sibiu – Siebenburgische Karpathen Verein – S.K.V. (1880).

The first official governmental organization was constituted in 1926, having as a goal the orientation of tourism for the benefit of the communities, the organizing of touristic advocacy and popularization of hydropathical resorts. This official organism, called *The National Office of Tourism*, was created as spa inspectorate attached to the institution Spa Resorts Administration, subordinated to the Ministry of Labor, Health and Social Protection. After the split of this ministry in two, in 1930, the office passed under the supervision of the Ministry of Labor, along with the Office of People Education under the name of *Tourism Service*. Trying to support the development of the Romanian tourism, this service created a Central Office of Tourism – with a propagandist aim, that was supposed to become a National Office of Tourism, being one of the first trials of operative orientation, practical in the field. In 1931, the office, together with the Office of People Education is transferred from the Ministry of Labor to the Ministry of Public Instructions and Religious Affairs.

An important step towards the institutionalization of Romanian tourism was done in 1933, when, for the first time, the coordination of the touristic activity was given to an organ by itself, *The Department for Preparing Tourism Organization in Romania*, functioning next to Presidency of the Council of Ministers responsible for tourism propaganda and conduct of international relations.

The official institutionalization of tourism was done in 1936, by founding of *National Office of Tourist (O.N.T.)*, functioning next to the Ministry of Interior and by issuing the Law for tourism organization. During the 2<sup>nd</sup> World War, the touristic activity was

suspended, being stopped, as well as the activity of the National Office of Tourism.

Passing the tasks of the ex National Office of Tourism (O.N.T.) onto the General Confederation of Labor happened in 1949. Following this, the Department of Tourism and Excursions was created within the Central Council of Unions, which took over the exploitation and administration of the material structure of tourism and started organizing touristic activities. Later on, the *Spa Commission* and the *Sports – Tourism Commission* came into being, which, together with the Department of Tourism and Excursions were making the link with the Central Council of Unions, in order to coordinate and organize the tourism activity in Romania.

As a result of the growth of the touristic phenomenon and the necessity of involving the Romanian tourism in the international hospitality circle, the need of a governmental body which would coordinate the touristic activity at a national level was demanding. Therefore, *The Carpathians National Office of Tourism* came into being in 1955, as a governmental economic company for exterior commerce, under the supervision and control of the Ministry of Foreign Trade. Starting with 1957, the internal touristic activity, coordinated by the Department of Tourism and Excursions within the Central Council of Unions coordinated by the Tourists Association of Romania within the Union for Sports and Sports - U.C.F.S. (association that came into being in 1957 and took the tasks of the ex Department of Tourism and Excursions within the Central Council of Unions) took place in the same time with the international activity, ensured by The Carpathians National Office of Tourism. In order to ensure a unitary exploitation of the material base and to grow the touristic activity, in 1959, The Carpathians National Office of Tourism took over the internal tourism, thus,

becoming an economic institution with a profit, functioning under the control of the Ministry of Foreign Trade.

The improvement of the administrative organization of Romanian tourism, in order to increase the internal and external tourism and the increase of the incoming currency, was done in 1967, through changing The Carpathians National Office of Tourism into an organ of state administration. The National Office of Tourism of Socialist Republic of Romania was introduced by Government decision no.32 of 27<sup>th</sup> of January 1967 and approved by Law no. 3 from 26<sup>th</sup> of July 1967, as a central body administration, which accomplished the state's policy in the field of tourism and coordinated the tourism activity in the Socialist Republic of Romania. The management of The National Office of Tourism of the Socialist Republic of Romania was ensured by the College. Inside The National Office of Tourism was functioning the Council of Tourism in order to coordinate the activities within the tourism field. The organizational structure of the National Office of Tourism included central agencies, a general branch, departments, offices, etc.: The Central Agency "Carpați" for the international tourism, the Central Agency O.N.T. for internal tourism, General Department of Hotels and Restaurants, Department of Investments and Supply, Department of Touristic Propaganda, Department of Economic Plan and Accounting, Department of Studies and Market Condition, Department of Staff, Control Body, Secretarial Office and Household, Legal Office, Arbitration of National Tourism Office, Office for receiving, accountancy and following up of complaints solving. The National Office of Tourism had under its supervision companies, agencies, branches and tourism offices, including tourism offices abroad.

Since then, the public administration has known a constant evolution. In fact, tourism hardly got introduced inside the ministerial structures due to the heterogenous aspects of the field and of different forms in approaching the tourism phenomenon.

The first form of administrative organization of Romanian tourism as a ministerial structure was done in 1971 through the implementing of Ministry of Tourism, based on the Order no. 539 and approved by Law no. 27 from 17<sup>th</sup> of December 1971. Organizing and functioning of the Ministry of Tourism was done through Order no. 78 from 16<sup>th</sup> of March 1971, approved through Law no. 36 from 17<sup>th</sup> of Decembrie 1971. The management of the Ministry of Tourism was ensured by a college, deliberative organ, which decided on general problems related to tourism. The college had as members the minister, the first deputy and minister's deputies, general secretary and directors of the Ministry of Tourism, leaders of some subordinated units, specialists in tourism and a Unions delegate. The Ministry had as manager a minister, a first deputy, three deputies and a general secretary. Next to the Ministry of Tourism, the Tourism Council was functioning as an advisory body. The organizational structure included general head offices, head – offices, offices: The Head Office of International Tourism, The Head – Office of Internal Tourism, The Head – Office of Hotels, Restaurants and Tourism Benefits, the Head Office of Propaganda, The Spa Head - Office, Technical Department of Investments, Department of Economic and Financial Plan, Department of Organizing, Control and Inspection for Tourism, Department of Staff - Education, Administrative – Secretarial, Judicial – Arbitration Office. The Ministry had under its direct supervision offices, units – with a status of station and travel agencies, companies,

publishing houses, branches and tourism offices, study and research centers, schools, vocational centers, computing centers. Tourism agencies were open abroad. Each county, except for Constanţa and Tulcea, organized county tourism offices, organized as individual units, functioning as specialized local bodies, subordinated to the executive committees of Popular Councils of each county and the Ministry of Tourism. There were as well county councils of tourism and of Bucharest, as consultative bodies, which were functioning next to the county offices of tourism and Bucharest. The Ministry supported the Office of Tourism for Youth and guided the activity of the Romanian Car Club (ACR).

The post communist period marked the change, therefore the organizing and foundation of the Ministry of Trade and Tourism, as a central organ of the state administration, legal person, is enforced by Governmental Decision no. 805 of 20<sup>th</sup> of July 1990, modified afterwards by the Governmental decision no. 1170/1990 and Governmental Decision no. 598 of 2<sup>nd</sup> of September 1991. Three departments were supposed to function for the ministry: The Department of Exterior Commerce, the Department of Interior Commerce and the Department of Tourism. After the changes mentioned in the Government Decision no. 556 on 5<sup>th</sup> of August 1991, only 2 departments were functioning: the Department of Commerce and Tourism Regulation and the Department of Exterior Trade. The functional structure of tourism department is ensured by general head offices, offices, services. In the territory the ministry organizes territorial centers of development of trade and tourism where representatives of these departments work. The management of the Ministry of Trade and Tourism is ensured by the Council of Administration managed by the minister, whose component is established by an order of the minister. Next to the ministry, a

Consultative Council is also functioning, its component being set by the minister. The Consultative Council manages The National Institute of Circumstances and Commercial and Touristic Management, legal person, half governmental. The approval of the organizational structure of the Ministry of Trade and Tourism is realized through the Governmental Decision no. 1170 on 2<sup>nd</sup> of November 1990. At the same time, the State Inspection for Tourism from the Tourism Department becomes part of the Ministry of Finance. The change of organizational structure of the Ministry of Trade and Tourism based on the Governmental Decision no. 538 on 8<sup>th</sup> of September 1992 has the field of tourism represented inside the Department of Commerce and Tourism Regulation within: General Department for Patrimony Management, Privatization, Licensing and Authorization of Economic Agents, Classifying Trade and Commerce Units, County Centers of Trade and Tourism Expansion, General Department of Logistic Marketing Strategy and Conjunction of Trade and Commerce, Department of Cooperation and International Promotion, Department of Synthesis and Promoting, Office of Fees.

The establishment of the Ministry of Tourism as a body of central public administration specialist which ensures the government's tourism program is administered under the Government Decision no. 796 on 17<sup>th</sup> December 1992, with amendments and additions provided by Government Decision no. 490 on 23<sup>rd</sup> September 1993, having as main objective the development and implementation under the program of the Romanian Government, the national policy on tourism. Next to this Ministry, the Advisory Council of Tourism functions as an advisory body whose membership is determined by the Minister decision, representatives of ministries, public institutions, organizations and trade

unions and professional associations involved in tourism. The organization structure is ensured by general head offices, branches and offices. The territorial centers of tourism promotion function inside the ministry as independent public units and abroad, as offices providing touristic information. The Institute for Tourism research operates under the Ministry, as an organism with legal personality operating under economic autonomy and the National Institute for Training and Tourism Management having legal personality and self financing from its training activity. Issuance of Government Decision no. 455 on 29<sup>th</sup> July 1994, regarding the organization and functioning of the Ministry of Tourism causes changes in the organizational structure by repealing the decentralized public services provided by territorial centers to promote tourism, the number of jobs decreasing. By Government Decision no. 58 on 10<sup>th</sup> March 1997 regarding the organization and functioning of the Ministry of Tourism, the Ministry's organizational structure changes substantially, by the establishment of two public institutions with legal personality responsible with authorization and control, respectively promotion: Authorization and Control Office of Tourism and Tourism Promotion Office. O.A.C.T. is taking over the authorization, classification, licensing, and control and the Tourism Promotion office, O.P.T. is taking over the activity of tourism promotion of Romania. The activity of the offices is developing according to the organizing and functioning regulation approved by and order of the Minister of Tourism, and their management being under the jurisdiction of a director and an administration council – formed by representatives of the Ministry of Tourism, professional association, county and regional councils, named by a minister order. Both O.A.C.T. and O.P.T have local

agents, who work together with specialists of county and local councils.

Finance of current expenditures and capital of O.A.C.T. and O.P.T. are ensured from extra-budgetary revenues and benefits granted from the state budget through the Ministry of Tourism budget. The organizational chart of the ministry includes head offices, services and offices. Under the Ministry of Tourism supervision are the following public institutions: O.A.C.T., O.P.T., The National Institute of Training and Tourism Management and the Institute of Tourism Research. Government Decision no. 738 on 22<sup>nd</sup> October 1998 amending Government Decision no. 58 on 10<sup>th</sup> March 1997 regarding the organization and functioning of the Ministry of Tourism, leads to changes at the organizational level, therefore at the Ministry of Tourism the position of a General Secretary is created, the General Relations Department turns into Department of International Relations, the Institute of Training and Tourism Management becomes the National Tourism Education Centre – C.N.I.T., as a public institution subordinated to the Ministry of Tourism.

Administration of tourism activity by an authority, as a specialized organ of central public administration, under the Government supervision is set by the Government Decision no. 972 on 23<sup>rd</sup> December 1998 regarding the organization and functioning of the National Authority for Tourism – A.N.T. The activity of the National Authority for Tourism is performed by a President, helped by a vice-president, named through a Prime Minister decision. Next to the president there is a college of A.N.T., having the role of consultative organ. The organizational structure of the National Authority for Tourism includes head offices, offices, services: the General Department of Management is implemented, the General Department of Strategy continues to

function, General Department of International Relations and Economic Direction, the Office of Finance Audit and Juridical Service and a new service - the Press Office. The Office of Authorization and Control in Tourism functions under A.N.T., public institution with legal personality, appointed by A.N.T. as the only institution to develop activities of authorization in tourism, having the same responsibilities, and ensuring its financing from own income, and the Office of Tourism Promotion, public institution, legal person, authorized by A.N.T. as the only institution in Romania to offer activities of tourism promotion in the country and abroad. Financing, organizing, management of O.P.T. does not have any changes. C.N.I.T. remains a public institution, legal person, functioning under A.N.T. and the National Institute of Research – Development in Tourism (I.N.C.D.T.) will function under A.N.T. supervision.

In 2000 the Ministry of Tourism is reestablished, so that the tourism field activity is managed by a ministry on its own. Organizing and functioning of the Ministry of Tourism are set to rights by Government Decision no. 24 on 4<sup>th</sup> January 2001. The Office of Authorization and Control in Tourism and the Office of Tourism Promotion cease their activities which are taken by the General Authorization and the General Department of Promotion. The organizational chart of the ministry includes also: general head offices, departments and services: General Department of Strategy, Management, Development and Investments, Department of European Integration and International Relations, General Department of Economics, Administration and Human Resources. Regional agencies of authorization are organized in the country and promotion offices abroad, both without legal personality. C.N.I.T. functions under

the Ministry, having in subordination I.N.C.D.T.

The administration of the tourism field by a department within a mixed ministry is done after introducing the Ministry of Transportation, Buildings and Tourism, as a specialized organ of public central administration, under the Government supervision. This was regulated by the Government Decision no. 740 on 3<sup>rd</sup> July 2003. The tourism activity is coordinated by a State Secretary, having in its structure general head offices, departments, offices, services, compartments. In the country there were organized authorization centers without legal personality. C.N.I.T. functions under the mix ministry, and I.N.C.D.T. under its coordination.

The establishing of the National Authority for Tourism, as authority under a ministry and financed exclusively by the state budget is set by Government Decision no. 412 on 23<sup>rd</sup> March 2004, regarding the organization and the functioning of the Ministry of Transportation, Buildings and Tourism. Organizing and functioning of the National Authority for Tourism are set by the Government decision no. 413 on 23<sup>rd</sup> March 2004, as specialized organ of central public administration, with legal personality, under the subordination of the Ministry of Transportation, Buildings and Tourism, though which it accomplishes the tasks in the field of tourism. The management of the National Authority for Tourism is ensured by a president who is a state secretary, helped by a vice president with the rank of undersecretary. The organizational chart is ensured by general departments: of Promotion and International Relations, Strategy, departments: Legal, Authorization and Control, Economics and Human Resources, Intermediate Organisms and compartments. In the country there were organized centers of authorization without legal personality.

Following the measures of reorganizing the central public administration, set by the Government Decision no. 24 of April 2007, the Ministry for Small and Medium Enterprises, Trade, Tourism and Liberal Professions is established. The Government Decision no. 387 on 25<sup>th</sup> April 2007, with the additional changes foreseen in the Government decision no. 761 on 11<sup>th</sup> July 2007, anticipates that the Ministry for Small and Medium Enterprises, Trade, Tourism and Liberal Professions is organized and functions as a specialized body of the central government, with legal body, subordinated to the Government, with the role of implementing Government's politics in the field of small and medium enterprises, the cooperation one, trade, tourism and liberal professions. In the organizational structure of the ministry are functioning general departments, departments, services, offices and compartments. The field of tourism is coordinated by a state secretary under the minister's delegation and it is organized in 5 general directions: General Department of Developing and International relations, General Department of Touristic Promotion, General Department of Authorization and Post-Privatization, General Department of Control and General Department for Programs and Implementation. Inside the ministry there are centers of touristic promotion with offices abroad and centers of touristic authorization with offices in the country, both without legal personality.

Following the reorganizing measures inside the public administration, in December 2008, the Ministry of Tourism is reopen as a specialized organ of governmental administration, with legal personality, subordinated to the Government, with a role of accomplishing the Govern policy regarding tourism. In charge with the management of the Ministry of Tourism is the minister, helped

by two state secretaries. The executive operation of the Ministry of Tourism is ensured by 4 general departments: General Department of Touristic Promotion, Department of General Authorization, Privatization and Post - Privatization, General Department of Control and Tourists Protection, General Department of Economics and Administration and 3 departments: Department of Developing and International Relations, Department of Tourism Management of Community Funds, Department of Communication and Internal Audit ( under direct subordination of the minister). Under the minister's direct supervision are: Control Body of the Minister, Diplomatic Counselor, College of Ministry of Tourism, Classified Information, Consultative Council, Cabinet Minister. Inside the minister there are centers of tourism promotion with offices abroad and regional centers (with authorization and control functions) with offices in the country, both without legal personality.

The specialized organ which accomplishes the tasks in the field of tourism, starting with December, 23<sup>rd</sup> 2009 is the Ministry of Regional Development and Tourism, ministry established through reorganization of the Ministry of Regional Development and Housing and through taking over the specialized structure in the field of tourism of the Ministry of Tourism, which dissolved. The coordination tasks of the ministry, in the field of tourism, are performed by a minister and a state secretary. In the organizational structure of the ministry are general departments, departments, services, offices, and compartments. Inside the chart flow of the Ministry of Regional Development and Tourism, the tasks in the tourism field are ensured by: General Department of Marketing for Tourism, General Department for Control and Authorization for Tourism (with the incorporated

Department of Control, Authorization Compartment and Compartment of Regional Centers), General Department of Community Funds for Tourism, Department of Touristic Development and Compartment for Privatization and Post - Privatization. The general tasks of the ministry are performed by departments with administrative, economic, legal, human resources character, through: General Department of law, General Department of Economics and Administration, General Department of Public Procurement, Department of Human Resources. Powers of the minister in regional development, cohesion and regional development, cross-border, transnational and interregional planning, urbanism and architecture, housing, urban infrastructure management and real estate development, public works and construction are secured by: General Department of Territorial Cooperation (with Department of Cross Border Cooperation PHARE and the Department of International Transnational Cooperation, General Department Management Authority – Regional Operational Program (with the Department of Strategies and Coordination Program, Department of Program Management, Service of Monitoring and Program Evaluation and the Service of Program Conformity and Irregularities Management), General Department Authorization and Program Payments, Department of Programs Implementation PHARE CES, Service of Preventive Financial Control Programs, General Department of Coordination of Regional Activity ( is coordinating eight territorial Units), General Department of Public Works, General Department of Construction, Housing Rehabilitation Heat, General Department of Construction Technique. Under direct supervision of minister is the minister's Cabinet, The Compartment of the Body Control of the Minister, Department of Internal Audit,

Department of Communication, Service Relationship with Parliament and Social Dialog, Compartment Inventory and Protection of Classified Information, Compartment of Operative Control for Emergency Situations, Unity of Public Politics, Service Control and Verifying Used Community Funds, Units of Management/Units of Projects Coordination, Diplomatic Counselor. The Consultative Council and the Minister College function near the minister. Centers of promotion and information are functioning abroad and in the country, as part of the minister, structures without any legal personality. The National Institute of Research – Development – INCDT – is also functioning in coordinating the ministry, public institution with legal personality.

By Government Decision no.9 on 9<sup>th</sup> January 2013, the specialized organ in accomplishing the tasks in the field of tourism is the National Authority for Tourism, which functions as a public institution, with legal personality, subordinated to the Ministry of Economy, by taking the activities and the specialized structures in the field of tourism from the Ministry of Regional Development and Tourism, and in coordination of the alleged minister for small and medium enterprises, business environment and tourism. ANT management is ensured by a president of a state secretary rank, helped by a vice-president. The organizational structure of ANT has five compartments (Compartment of Internal Public Audit, Compartment of Human Resources, Legal Compartment, Compartment of Economics, Public Acquisitions and Internal Services, Compartment of Communication, External Relations and Protocol) under the direct subordination of the president, a general department (General Department of Control and Tourism Authorization) and four departments (Department of Managing EU Funds for Tourism, Department of



Community Funds for Tourism, Department of Touristic Infrastructure, Department of Territorial Development, Department of Brand Management) organized under the supervision of the president and vice-president.

### 3. Conclusions

Organizing tourism administration has known a constant evolution. The field of tourism inserted itself in the ministerial structures with difficulty, due to heterogeneous aspects of the field and its different forms of approaching the touristic phenomenon.

Before of December 1989, the organizational frame of Romanian tourism administration had different forms:

- ministry: Ministry of Tourism (December 1971 - December 1989);
- national office of tourism: National Office of Tourism (1936-1949 and 1967-1970);
- organ by itself: Council for Preparing Tourism Organization in Romania (1933-1936);
- inspectorate for tourism, organized under the subordination of a ministry: O.N.T under the Ministry of Labor, Health and Social Protection (1926-1930);
- service/office for tourism, organized under a ministry: Service of Tourism under the Ministry of Labor (1930-1931), Central Office of Tourism under the Ministry of Labor, the Ministry of Public Instructions and Religious Affairs (1931-1933);
- department of tourism within a public authority: Department of Tourism and Excursions within the General Confederation of Labor (1955-1959);
- economic institution with a lucrative character: National Office of Carpathian Tourism (1955-1966).

In post communism period, in Romanian administration, the field of tourism was managed:

- by a ministry, the Ministry of Tourism: the government managed by Petre Roman (26th December 1989 – 28th June 1990), the Government led by Nicolae Văcăroiu (20th November 1992 – 12th December 1996), the Government managed by Victor Ciorbea (12th December 1996 – 16th April 1998), the Government managed by Radu Vasile (16th April 1998 – 31st December 1999), the Government led by Adrian Năstase (28th December 2000 – 19th June 2003) and the Government led by Emil Boc (23rd December 2008 – 23rd December 2009);
- by a department inside a mixed ministry: inside the Ministry of Trade and Tourism, the Government led by Petre Roman (28th June 1990 – 16th October 1991), the Government led by Theodor Stolojan (16th October 1991 – 11th November 1992), inside the Ministry of Transportation, Constructions and Tourism during the Government led by Adrian Năstase (19th June 2003 – 11th March 2004), in the frame of the Ministry of Small and Medium Enterprises, Trade, Tourism and Liberal Professions in the Government led by Călin Popescu Tăriceanu (11th April 2007 – 30th December 2008), respectively in the Ministry of Regional Development and Tourism – the Government led by Emil Boc (23rd December 2009 – 9th February 2012), the Government led by Mihai Răzvan Ungureanu (9th February 2012 – 27th April 2012), the Government led by Victor Viorel Ponta (7th May 2012- 9th January 2013) ;
- by an authority, as specialized organ subordinated to the Government: The National Authority for Tourism in the Government led by Radu Vasile (23rd December 1998 – 22nd December 1999), the Government led by Mugur Isărescu (22nd December 1999 – 28th December 2000), the Government led by Călin

Popescu Tăriceanu (23<sup>rd</sup> March 2004 – 25<sup>th</sup> April 2007);

- by an authority, as specialized organ subordinated to a ministry: the National Authority for Tourism subordinated to the Ministry of Transportation, Constructions and Tourism in the Government led by Adrian Năstase (10<sup>th</sup> March 2004 – 29<sup>th</sup> December 2004); the Government led by Călin Popescu Tăriceanu (29<sup>th</sup> December 2004 – 25<sup>th</sup> April 2007), the National Authority for Tourism under the Ministry of Economy in the Government led by Victor Viorel Ponta (9<sup>th</sup> January 2013 - present).

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