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**THE FORMATION OF THE MECHANISM FOR STATE TOURISM MANAGEMENT
AT THE REGIONAL LEVEL**

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Abstract

The article is devoted to the development of approaches to the formation of state tourism management at the regional level. It has been established that the specifics of regions determine in each case the possibility of using a certain set of methods, levers and incentives determined at the state level for regulating the development of the tourism sector. However, the responsibility for the formation and effective use should rest with the regional authorities.

Keywords

Mechanism – Public administration – Tourism – Development – Industry – Re-sources – Region

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Introduction

Tourism as a socio-economic phenomenon is increasingly acquiring all signs of an independent branch of the national economy. In many countries of the world, due to tourism, new jobs are created, a high standard of living is maintained and prerequisites are created for improving the balance of payments. At the same time, the need to develop the tourism sector contributes to improving the level of education and health care system, as well as introducing new means of information dissemination.

However, modern tourism development in the Russian Federation is characterized by the existence of deep divisions in its organizational structure, orientation of development, as well as qualitative and quantitative characteristics, which is regarded as a crisis associated with a sharp fall in the previous volumes of tourism services, reduction of material base of tourism and significant mismatch between the population's need for tourism services. At the same time, it is necessary to note the high pace of construction of tourism facilities that meet the highest international standards, the significant increase in Russian trips in relation to trips abroad, as well as the increase in the number of tourism organizations throughout the country.

The study of tourism development issues is reflected in the works by I. S. Kabirov¹, O. A. Morozova², E. M. Nikolaev³, O. A. Pekarskoy⁴, S. M. Romanov⁵, E. O. Tappaskhanova⁶, etc. In these works, researchers consider the basics of the development of the tourism industry, explore the development of territorial tourism segments and analyze the causes that affect the development of the tourism industry in the country. At the same time, the combination of existing contradictions, the dominance of negative phenomena in the economy, as well as the personnel situation, lead to irregular work, failures and disruptions in the management cycle, which increases the importance of state tourism management at the regional level.

Methods

The theoretical and methodological basis of the research includes the abstract logical method, methods of induction, deduction, analysis, synthesis and systematization used to justify approaches to state tourism management, as well as statistical, economic and graphical methods used to study the level and trends of changes in the development parameters of the tourism industry at the regional level.

¹ I. S. Kabirov, "Problemy strategicheskogo planirovaniya v upravlenii razvitiem turizma v Respublike Tatarstan", Azimut nauchnykh issledovaniy: ekonomika i upravlenie, Vol: 15 num 2 (2016): 102-107.

² O. A. Morozova and Ya. I. Kotikova, "Gosudarstvennoe upravlenie turizmom v Rossiiskoi Federatsii", Voprosy gumanitarnykh nauk, num 2 Vol: 101 (2019): 69-70.

³ E. M. Nikolaev, "O nauchnykh osnovakh formirovaniya tselevykh ustanovok pri razrabotke programm razvitiya turizma s uchetom territorialnykh osobennostei Rossiiskoi Federatsii", Servis v Rossii i za rubezhom, Vol: 11 num 3 (2017): 77-90.

⁴ O. A. Pekarskaya, "Sovremennye tendentsii razvitiya gostinichnogo kompleksa Sankt-Peterburga i factory ego sovershenstvovaniya", Evraziiskii soyuz uchenykh, num 1-2 Vol: 11 (2015): 111-114.

⁵ S. M. Romanov and Ts. O. Grigoryan, "Regulirovanie turistskoi deyatel'nosti v Krasnodarskom krae", Vestnik Natsionalnoi akademii turizma, num 2 Vol: 34 (2015): 44-49.

⁶ E. O. Tappaskhanova; Z. A. Mustafaeva; R. A. Tokmakova and M. Z. Kudasheva, "Razvitie turistsko-rekreatsiionnogo kompleksa regiona", Ekonomika regiona, num 2 Vol: 42 (2015): 208-219.

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The information base of the article consists of the statistical data of state bodies, legislative and regulatory documents governing the economic and legal aspects of tourism management, assessments of the effectiveness of the functioning of tourism enterprises in a competitive environment and results of scientific research⁷.

In the course of the study, it is planned to systematize the economic aspects of tourism management at the regional level, develop measures to coordinate activities between the main structures of the tourism business and substantiate the economic provisions for the management of tourism infrastructure in modern conditions.

Results

Studies show that in determining the availability of tourism potential in the Russian Federation, it is urgent to raise the issue of the need to develop a clear state policy in the field of tourism and the introduction of effective mechanisms for its implementation. As a rule, the tourism policy of the state is a set of forms, methods and directions of influence of the state on the functioning of the tourism industry aimed to achieve specific goals of the development of the socio-economic complex.

At the same time, the tourism industry is a specific object of state management, because, on the one hand, the tourism product must meet the needs of the tourist and contribute to the formation of a positive image of the country in the world and, on the other – management should be aimed at achieving a positive socio-economic effect. Therefore, the rapid development of tourism is justified by the significant socio-economic impact of the industry, which, with effective state policy, acquires positive signs.

In these conditions, the role of the tourism industry for the socio-economic development of the country determines the need for state management of tourism. At the same time, the role of tourism in the socio-economic development of the territory should not be overestimated, because the tourism industry largely belongs to the service sector, excessive dependence on which is a threat to national security, since it is based on secondary needs that lose their importance in crises. In such conditions, primary needs that are produced by material production come first.

Practice has shown that the state management of the tourism industry should be directed not only to achieve a positive effect from the implementation of tourism functions and eliminate possible threats from the influence of the industry, but also to assess the level of influence of environmental factors, which should create favorable conditions for the development of tourism in the relevant territory in their combined action. The territory of the Russian Federation has unique tourism potential. Assessment of the resort and natural healing resource potential suggests that the country has the prospect of developing the tourism industry, as well as the further development of the national tourism product and its

⁷ Ek. V. Agamirova; El. V. Agamirova; O. Ye. Lebedeva; K. A. Lebedev and S. V. Ilkevich, "Methodology of estimation of quality of tourism product", *Quality - Access to Success*, num 18 Vol: 157 (2017): 82-84; A. V. Kozlov; A. A. Budarnikov; Yu. S. Zhuravleva; S. E. Gonsales and O.Ye. Lebedeva, "Development of the market for sports services in present-day conditions", *The Journal of Social Sciences Research*, num 3 (2018): 144-148 y E. Yu. Nikolskaya; N. I. Kovaleva; M. E. Uspenskaya; N. I. Makshakova; E. N. Lysoivanenko and K.A. Lebedev, "Innovative quality improvements in hotel services", *European Research Studies Journal*, Vol: 21 num 2 (2018): 489-498.

entry into international markets. Moreover, the existing potential allows setting tasks for the effective reproduction of labor resources and the gene pool of the nation by providing full-fledged recreation of citizens and transforming the resort industry into a significant source of creating new jobs and filling the state and local budgets.

The most important task in this way is to ensure the formation of sustainable state policy in the tourism sector aimed at the rational and effective use of natural, historical, cultural and social resources. At the same time, the main problems in the field of tourism include the following: imperfection of legal regulation in the sphere of management of tourism development at the regional and local levels; lack of plans for integrated development of tourism zones; tax legislation that does not contribute to investment in the infrastructure of tourism and sanatorium-resort complex; shortcomings in the system of regional management; need to distribute part of the powers among local governments.

However, the dynamic process of social transformations and the reformation of economic relations have intensified the problem of choosing the best ways to develop the national and regional tourism economy. This causes not only the need for a theoretical understanding of the essence and content of the tourism sector but also the development of scientifically sound recommendations for the formation of an effective mechanism for the regulation and development of this sphere, in particular at the regional level.

Therefore, the state management of the tourism industry should be understood as a type of state activity, providing for a targeted impact on the industry or its components through an effective mechanism for state management to achieve certain strategic objectives. In these conditions, the state management of the tourism industry should be implemented through the regional tourism management body (Figure 1).

At the same time, the process of implementation of the main tasks of the state management of the tourism industry should be carried out through an effective mechanism, which contains a complex system-forming structure, including certain elements that in cooperation ensure the effectiveness of management decisions. The mechanism for state tourism management, subjects, objects, methods and forms of their implementation can include organizational, information, personnel, scientific and methodological, as well as material and technical support.

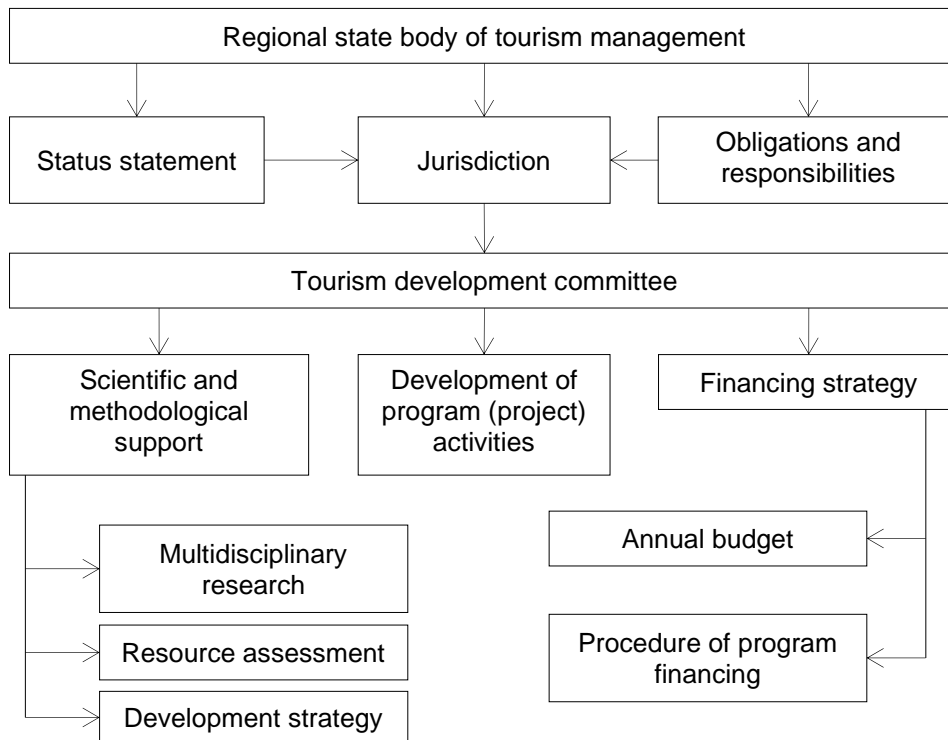


Figure 1
The structure of the state tourism management authority in the region

In these conditions, the organizational support of the tourism industry should be formed by state and non-state organizational structures established at various levels of the mechanism (subregional, regional, interregional, national, cross-border, global) and implement their decisions through the methods of public administration in the tourism industry within their powers. Strong subordination, reorganization and coordination of inter-connections need to be established between these organizational structures.

Under the informational support of state management of the tourism industry, we understand various types of ethnocultural, social, natural-geographical and economic information that characterizes the industry, primary data collection tools, their systematization, processing, storage, search, updating and dissemination. Personnel support of the mechanism for state tourism management should include training and advanced training of civil servants engaged in professional activities in public authorities of various managerial levels.

Scientific and methodological support of state management of the tourism industry should combine scientific, theoretical and methodological developments on state management of the tourism industry, which should be the basis of managerial decisions and be based on value, structural, systemic, rational, critical, constructive, comparative and logical approaches and their combinations. The material and technical support of the mechanism for state tourism management may include approaches to the distribution of financial and material resources aimed at ensuring the implementation of managerial decisions or the content of the relevant organizational structures, the powers of which include the implementation of tourism policy at the appropriate level.

Moreover, there are certain shifts in improving the implementation of the mechanism for state tourism management at the regional level. There are also key problems that hinder the development of tourism. The following can be distinguished among the reasons for insufficient volumes of tourist flows: inefficient mechanism for cooperation of state authorities with social, scientific and business structures; industry's unsatisfactory participation in the programs of interregional and cross-border cooperation; low level of implementation quality; undeveloped tourism infrastructure; inconsistency of prices in relation to the quality of tourism services; insufficient level of material welfare for the development of private tourism business in the region; significant volumes of shadow economy.

At the same time, the implementation of state management of the tourism industry at the regional level should be carried out using various types of regulation. Financial and credit regulation is important and at the regional level, it should include such instruments, as micro and soft loans to tourism entities, state subsidies and leasing. The use of appropriate tools is effective in stimulating the development of priority types of tourism, as well as to support entrepreneurial initiatives at the beginning of activities.

Investment regulation of regional tourism development is also important and, as a rule, is determined by a set of tools, strategies and measures that allow creating favorable conditions for attracting domestic and foreign investments in the development of tourism and recreational infrastructure of the industry. Therefore, the instability of the political and economic situation in the country and the riskiness of long-term investments determine the passive nature of investment activity of both private and equity capital, which predetermines the need to find a new mechanism to stimulate investment in the development of tourism.

In these conditions, an important form of the mechanism for state tourism management at the regional level is tax regulation. As a rule, tourism entities pay the following tax fees to the local budget: corporate tax, income tax of physical persons, tax on the advertisement, local tax, land fees, advertising user fees, resort fee, permit fee for the placement of objects of trade and sphere of services. The main issue of tax regulation of tourism activities is to reduce the VAT rate for the subjects of tourism activities. Therefore, through tax policy, local authorities significantly affect the price of tourism services.

The practice has shown that innovative regulation should be implemented in the direction of stimulating the introduction of innovations in tourism by business entities. The priority task of educational and personnel training is to provide the industry with highly qualified personnel who possess relevant theoretical knowledge and practical skills for professional activities not only in the tourism industry itself but also in related industries.

Social regulation in tourism should be aimed at certain social groups of persons, who mainly belong to the socially vulnerable segments of the population. The effectiveness of this form of public administration mechanism is largely determined by the number of people in health resorts. At the same time, the information support of the mechanism for state tourism management at the regional level should be understood as a complex of different types of ethnocultural, social, natural-geographical and economic information that characterizes the region, tools for collecting primary data, their systematization, processing, storage, search, updating and dissemination.

Customs regulation is one of the forms of foreign economic methods for state tourism management, which is to be exercised in accordance with the program of ensuring protection of state's, society's and citizens' interests on the state border of the Russian Federation and to include the control procedure of customs border-crossing, in particular, regarding the observance of the rules for the periods of stay in the territory, as well as transportation of the corresponding material assets and currency.

Environmental regulation should provide for the rational use of natural recreational resources, the distribution of land for the placement of tourism and recreational infrastructure, as well as the provision of certain territories with the status of tourism and recreational areas, including resort and recreational areas of local importance. The distribution of land for the placement of objects of tourism and recreational infrastructure shall be carried out in accordance with the norms of spatial planning of public territorial systems and on the basis of the action plan for land reform, land market development, protection and rational use of land for the current year, carried out at the expense of regional budgets.

Discussion

The reliability of the presented approaches is confirmed by the fact that the participation of the state in the management of the tourism industry increases with the growing importance of tourism in the country's economy. Having chosen the course towards European integration as its strategic direction, the Russian Federation must comply with the conditions of the Declaration on Regionalism in Europe adopted by the Assembly of European Regions in 1996. The Declaration states that one of the main conditions for integration is active regional development, including through the development of the tourism industry⁸.

In these conditions, the task of the regional policy of the state in the field of tourism should be to ensure integrated and balanced development of this sphere, taking into account its specifics and the characteristics of a particular region. Therefore, the state should use several levers of direct and indirect influence. Therefore, the development of tourism in the Russian Federation will take place on a market basis and be regulated by the state based on legislation, national policy and indicative planning of all types of tourism.

However, when forming policy for the long-term development of tourism, determining the forms and methods of state regulation of the tourism sector, negative and positive factors related to the political, legislative, legal and socio-economic situation in the country and the world should be taken into account. Significant regional differences in economic and social terms can contribute to or delay the development of the region.

⁸ A. D. Burykin; V. V. Zholudeva; E. E. Kuzmina; N. F. Melnichenko and K.A. Lebedev, "Methodological aspects of assessing the quality of life of regions' residents". *International Journal of Engineering and Technology (UAE)*, num 7 (2018): 96-99; A. L. Nikazachenko; E. E. Yudashkina; G. V. Vlasov; V. V. Novikova and K. A. Lebedev, "Modern approaches to assess tourism industry-related environment", *Journal of Environmental Management and Tourism*, Vol: 9 num 2 (2018): 298-303 y A. I. Nikiforov; N. Ye. Ryazanova; E. I. Shishanova; D. N. Lyzhin and O.Ye. Lebedeva, "Economic and legal support for the use of coastal territories in a tourism-recreation sector", *International Journal of Civil Engineering and Technology*, num 9 Vol: 13 (2018): 1048-1054.

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Therefore, given the geographical, climatic, historical and recreational opportunities of the Russian Federation, it can be noted that for many regions, tourism is becoming an industry that is expected to improve the socio-economic situation more rapidly. However, the branch of public administration, especially at the regional level, has its features. First of all, they include its unevenness, which is determined by the differences in the development of each territory.

Conclusion

Summing up, it can be noted that the specificity of regions determines in each case the possibility of using a certain set of methods, levers and incentives determined at the state level for regulating the development of the tourism sector. However, the responsibility for the formation and effective use should be assigned to the regional authorities. In this case, the fundamental point of forming a strategy for the development of tourism at the regional level is the issue of official recognition of the place and role of this industry in the economic structure of regions.

Following these directions, the course of practical actions at different levels of government should be determined. All this predetermines the urgent need for further development and improvement of mechanisms for public administration and organizational development of tourism at the regional level. In these circumstances, it is necessary to develop an innovative development scenario that allows the participation of local governments and relies on significant use of potential resources. In this scenario, significant changes can be achieved that will lead to a noticeable increase in the final results.

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